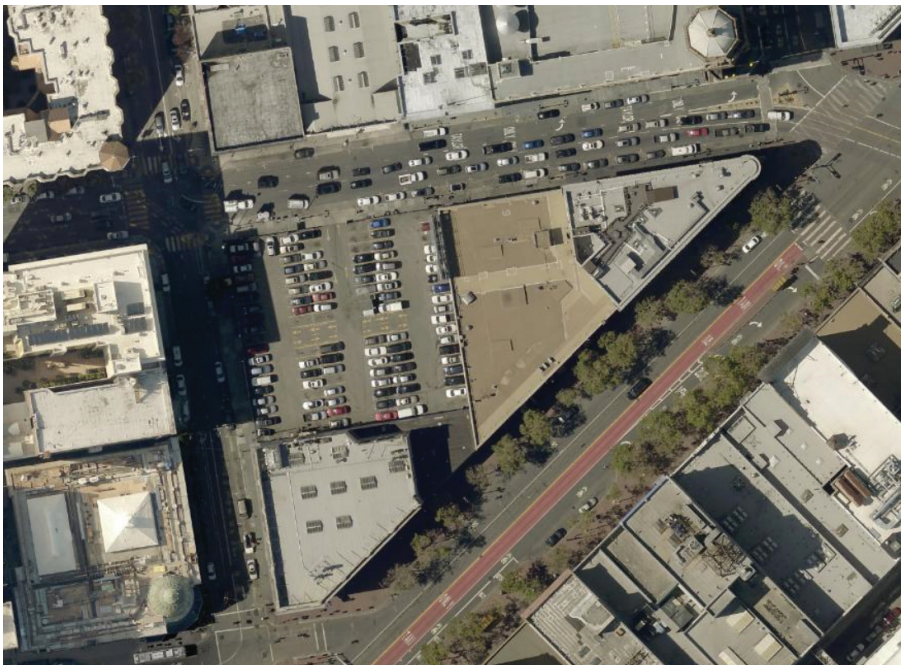
DRAFT ENVIRONMENTAL IMPACT REPORT

1028 MARKET STREET PROJECT



CITY AND COUNTY OF SAN FRANCISCO PLANNING DEPARTMENT:
CASE NO. 2014.0241E

STATE CLEARINGHOUSE NO. 2016022050

DRAFT EIR PUBLICATION DATE: SEPTEMBER 21, 2016

DRAFT EIR PUBLIC HEARING DATE: OCTOBER 27, 2016

DRAFT EIR PUBLIC COMMENT PERIOD:
SEPTEMBER 22, 2016 TO NOVEMBER 7, 2016

Written comments should be sent to:

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DATE: September 21, 2016

TO: Distribution List for the 1028 Market Street Project Draft EIR

FROM: Lisa M. Gibson, Acting Environmental Review Officer

SUBJECT: Request for the Final Environmental Impact Report for the 1028 Market Street Project (Planning Department File No. 2014.0241E)

This is the Draft of the Environmental Impact Report (EIR) for a mixed-use residential infill project at 1028 Market Street (the 1028 Market Street Project). A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, our office will prepare and publish a document titled "Responses to Comments," which will contain all relevant comments on this Draft EIR and our responses to those comments. It may also specify changes to this Draft EIR. Those who testify at the hearing on the Draft EIR will automatically receive a copy of the Responses to Comments document, along with notice of the date reserved for certification; others may receive a copy of the Responses to Comments document and notice by request or by visiting our office. This Draft EIR together with the Responses to Comments document will be considered by the Planning Commission in an advertised public meeting and will be certified as a Final EIR if deemed adequate.

After certification, we will modify the Draft EIR as specified by the Responses to Comments document and print both documents in a single publication called the Final EIR. The Final EIR will add no new information to the combination of the two documents except to reproduce the certification resolution. It will simply provide the information in one document, rather than two. Therefore, if you receive a copy of the Responses to Comments document in addition to this copy of the Draft EIR, you will technically have a copy of the Final EIR.

We are aware that many people who receive the Draft EIR and Responses to Comments document have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the Final EIR [in Adobe Acrobat format on a CD] to private individuals only if they request them. Therefore, if you would like a copy of the Final EIR, please fill out and mail the postcard provided inside the back cover to the Environmental Planning division of the Planning Department within two weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy. Public agencies on the distribution list will automatically receive a copy of the Final EIR.

Thank you for your interest in this project.

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Draft Environmental Impact Report

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LIST OF ACRONYMS AND ABBREVIATIONS

ABAG	Association of Bay Area Governments
AC Transit	Alameda-Contra Costa Transit
ADA	Americans with Disabilities Act
ADRP	Archeological Data Recovery Plan
AFDCB	Armed Forces Disciplinary Control Board
ATP	Archeological Testing Plan
BAAQMD	Bay Area Air Quality Management District
BART	Bay Area Rapid Transit
bgs	below ground surface
BMR	below market rate
BMSP	Better Market Street Plan
BRT	Bus Rapid Transit
BSP	*San Francisco Better Streets Plan*
C-3-G	Downtown General Commercial
C-3-R	Downtown Retail
CEQA	California Environmental Quality Act
Citywide LGBTQ HCS	*Citywide Historic Context Statement for LGBTQ History in San Francisco*
CMP	Congestion Management Program
CRHR	California Register of Historical Resources
CUA	Conditional Use Authorization
DPR	California Department of Parks and Recreation
EIR	Environmental Impact Report
ERO	Environmental Review Officer
EIS	Environmental Impact Statement
FAR	floor area ratio
FARR	Final Archeological Resources Report
GGT	Golden Gate Transit
GGBHTD	Golden Gate Bridge, Highway, and Transportation District
GLBT	Gay, Lesbian, Bisexual, Transgender
gsf	gross square feet
HABS	Historic American Building Survey
HCM	*Highway Capacity Manual*
HIN	High Injury Network
HOA	Homeowners Association
hp	horsepower
HRE	Historic Resource Evaluation
HRER	Historic Resource Evaluation Response
I-80	Interstate 80
I-280	Interstate 280
ISCOTT	Interdepartmental Staff Committee on Traffic and Transportation
ITE	Institute of Transportation Engineers
LGBTQ	Lesbian-Gay-Bisexual-Transgender-Queer
LOS	Level of Service
MLD	Most Likely Descendant
MLP	maximum load point
MMRP	Mitigation Monitoring and Reporting Program

MSTL District	Market Street Theatre and Loft National Register Historic District
MTC	Metropolitan Transportation Commission
MTS	Metropolitan Transportation System
Muni	San Francisco Municipal Railway
NAHC	Native American Heritage Commission
NEPA	National Environmental Policy Act
NRHP	National Register of Historic Places
NOP/IS	Notice of Preparation/Initial Study
NRHP	National Register of Historic Places
NWIC	Northwest Information Center
OPR	Office of Planning and Research
P	Public
QACL	Qualified Archaeological Consultants List
RC-4	Residential – Commercial High Density
RWQCB	Regional Water Quality Control Board
SamTrans	San Mateo County Transit
SB	Senate Bill
SBE	State Board of Equalization
SF-CHAMP	San Francisco Chained Activity Model Process
SFCTA	San Francisco County Transportation Authority
SFMTA	San Francisco Municipal Transportation Agency
SFPD	San Francisco Police Department
SFPW	San Francisco Public Works
SMSP	Safer Market Street Plan
SUD	Special Use District
sq. ft.	square feet
TASC	Transportation Advisory Staff Committee
TDM	Transportation Demand Management
TDR	Transferable Development Rights
TEP	Transit Effectiveness Project
TIS	Transportation Impact Study
TIDF	Transit Impact Development Fee
TMASF	Transportation Management Association of San Francisco
VMT	vehicle miles traveled
TPS	Transit Preferential Streets
TTRP	Travel Time Reduction Proposal
U.S. 101	United States Highway 101
VMT	Vehicle Miles Traveled
WETA	Water Emergency Transportation Authority
ZOI	Zone of Influence

SUMMARY

This Summary chapter is intended to highlight major areas of importance in the environmental analysis as required by Section 15123 of the California Environmental Quality Act Guidelines (CEQA Guidelines). This chapter briefly summarizes the 1028 Market Street Project (referred to in this Environmental Impact Report [EIR] as "the proposed project"). Following the synopsis of the proposed project, a summary table presents the environmental impacts of the proposed project identified in the EIR by topic and the mitigation measures identified to reduce or lessen significant impacts. Improvement measures, which are not required to mitigate significant impacts but would further reduce less-than-significant effects, are also identified. Significant impacts identified in the Notice of Preparation/Initial Study (NOP/IS) are listed in a separate summary table, along with the mitigation measures that would reduce them to less-than-significant levels. Following these summary tables is a description of the alternatives to the proposed project that are addressed in this EIR and a table comparing the impacts of those alternatives with the proposed project. The chapter concludes with a summary of environmental issues to be resolved and areas of known controversy.

Table S.1: Summary of Impacts of Proposed Project Identified in the EIR, beginning on p. S.5, provides an overview of the following:

- Environmental impacts with the potential to occur as a result of the proposed project;
- The level of significance of the environmental impacts before implementation of any applicable mitigation measures;
- Mitigation measures that would avoid or reduce significant environmental impacts;
- Improvement measures that would further reduce less-than-significant impacts; and
- The level of significance for each impact after the mitigation measures are implemented.

S.1. PROJECT SYNOPSIS

The 1028 Market Street project site is located mid-block on the north side of Market Street between Taylor and Jones streets in San Francisco's Downtown/Civic Center neighborhood. The project site block is bounded by Golden Gate Avenue to the north, Taylor Street to the east, Market Street to the south, and Jones Street to the west. The project site has two frontages – one on Market Street and one on Golden Gate Avenue – and shares its property lines with an adjacent surface parking lot/two-story commercial building to the west and a four-story mixed-use development to the east.

The project site is currently developed with a 33,310-gross-square-foot (gsf), two-story, 37-foot-tall commercial building over a partial basement. The existing building, known historically as the Golden Gate Building, was constructed in 1907 and is considered a historical resource as a

contributing structure to the Market Street Theatre and Loft National Register Historic District (MSTL District), which is listed on the National Register of Historic Places, and the Tenderloin Lesbian-Gay-Bisexual-Transgender-Queer (LGBTQ) Historic District, which has been determined to be eligible for listing on the California Register of Historical Resources (CRHR). The renovated storefront and ground-floor space along Market Street has been used as a temporary food pavilion for local vendors since October 2014.

The project sponsor, LCL Global-1028 Market Street LLC, proposes demolition of the 33,310-gsf Golden Gate Building and construction of a 13-story, 178,308-gsf mixed-use building with one below-grade basement level, in its place. The proposed building would have 148,119 gsf of residential uses with up to 186 residential units on the 2nd through 13th floors, 9,657 gsf of retail/restaurant uses at the ground floor, and 15,556 gsf of below-grade basement level space devoted to parking, circulation, bicycle storage, tenant storage, materials storage, and mechanical, electrical, and plumbing systems. The ground floor would also include the residential lobby, a mail room, a bicycle storage area, circulation spaces, and back of house functions, e.g., the residential and retail trash rooms. Approximately 7,457 square feet of common open space would be provided at the 2nd floor and on the rooftop. Private open space for 14 of the proposed 186 residential units would be provided on the 4th through 12th floors in the form of balconies and private terraces. The proposed project would include improvements to the Golden Gate Avenue right-of-way, specifically a 6-foot extension of the existing 10-foot-wide sidewalk along the project site frontage.

The proposed project would provide 40 subsurface parking spaces, including two Americans with Disabilities Act (ADA)-accessible spaces and one car-share space; two service vehicle loading spaces; and 123 Class 1 and 22 Class 2 bicycle parking spaces. The main entrance to the residential portion of the proposed building would be through a lobby, via an entrance at the east end of the Market Street frontage. Pedestrian access to the residential units would also be available from Golden Gate Avenue. Four separate retail/restaurant spaces would be located on Market Street, with entrances to the west of the main residential entrance, and on Golden Gate Avenue, with an entrance at the northwest corner of the project site. Vehicular access to the below-grade parking garage would be via a 12-foot-wide curb cut, and driveway, on Golden Gate Avenue at the east end of the project site.

S.2. SUMMARY OF IMPACTS AND MITIGATION AND IMPROVEMENT MEASURES

The Planning Department published a NOP/IS on February 17, 2016, announcing the intent to prepare and distribute a focused EIR (the NOP/IS is included as Appendix A to this EIR). The topics analyzed in this EIR are Cultural Resources (Historic Architectural Resources only) and Transportation and Circulation; all other topics were covered within the Initial Study (see Appendix A).

On September 27, 2013, Governor Brown signed Senate Bill (SB) 743, which became effective on January 1, 2014. Among other things, SB 743 added Section 21099 to the Public Resources Code and eliminated the analysis of aesthetics and parking impacts for certain urban infill projects under the California Environmental Quality Act (CEQA). The proposed project meets the definition of a mixed-use residential project on an infill site within a transit priority area as specified by Public Resources Code Section 21099. Accordingly, this EIR does not contain a separate discussion of the topic of Aesthetics, which can no longer be considered in determining the significance of the proposed project's physical environmental effects under CEQA. Chapter 2, Project Description, of the EIR nonetheless provides visual simulations for informational purposes. Similarly, Section 4.C, Transportation and Circulation, of the EIR includes a discussion of parking for informational purposes. This information, however, does not relate to the significance determinations in the EIR.

All impacts of the proposed project and associated mitigation measures and improvement measures identified in this EIR are summarized in Table S.1. Under each topic, impacts follow the order of the corresponding impact discussion in Chapter 4, Environmental Setting and Impacts, of this EIR. For the topics evaluated in the EIR, the levels of significance of impacts are identified as:

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

Where applicable, this table identifies project revisions or conditions, expressed as mitigation measures, which would reduce the identified impact(s) to less-than-significant levels. The impact's level of significance after implementation of the required mitigation measure is provided in the column labeled "Level of Significance after Mitigation."

This table should not be relied upon for a thorough understanding of the proposed project and its impacts and mitigation needs, but is presented for the reader as an overview of project impacts, mitigation measures, and improvement measures. Please refer to Chapter 4, Environmental

Setting and Impacts, and the NOP/IS, Section E. Evaluation of Environmental Effects (included in Appendix A to this EIR), for a thorough discussion and analysis of the proposed project's environmental impacts and the mitigation measures identified to address those impacts, as well as the context for any proposed improvement measures.

As described below in Table S.1, this EIR identifies two significant and unavoidable impacts to the MSTL District resulting from: the demolition of a contributing historic resource to the MSTL District, and new construction of a building that would be incompatible with the MSTL District. This EIR also identifies one significant impact that can be reduced with implementation of mitigation, which is potential construction-related vibration damage to the adjacent historic structure, the San Christina Building at 1000 Market Street. Table S.1 also identifies improvement measures that could be implemented by the project sponsor to further reduce the less-than-significant cultural resource and transportation impacts of the proposed project. As described below in Table S.2: Summary of Significant Impacts of Proposed Project Identified in the Initial Study, beginning on p. S.17, the Initial Study identified six significant impacts: project-level and cumulative impacts related to the disturbance of archeological resources, including human remains and tribal cultural resources, and project-level construction air quality impacts, and the mitigation measures that would reduce those impacts to less-than-significant levels. Both the significant impacts and the mitigation measures are included in Table S.2. Table S.2 also identifies improvement measures that could be implemented by the project sponsor to further reduce the less-than-significant construction noise and wind exposure impacts of the proposed project.

Table S.1: Summary of Impacts of Proposed Project Identified In the EIR

Impact	Level of Significance before Mitigation	Mitigation and Improvement Measures	Level of Significance after Mitigation
Legend: NI = No Impact; LTS = Less than Significant; LTSM = Less than Significant with mitigation; S = Significant; SU = Significant and unavoidable; SUM = Significant and unavoidable with mitigation; NA = Not Applicable			
Historic Architectural Resources			
CR-1: The proposed demolition of the existing 1028 Market Street building would have a substantial adverse effect on the significance of the Market Street Theatre and Loft National Register Historic District.	S	**Mitigation Measure M-CR-1a: Documentation** Prior to the issuance of demolition or site permits, the project sponsor shall undertake Historic American Building Survey (HABS) documentation of the subject property, structures, objects, materials, and landscaping. The documentation shall be undertaken by a qualified professional who meets the standards for history, architectural history, or architecture (as appropriate), as set forth by the Secretary of the Interior's Professional Qualification Standards (36 CFR, Part 61). The documentation shall consist of the following: • *Measured Drawings:* A set of measured drawings that depict the existing size, scale, and dimension of the subject property. The Planning Department Preservation staff will accept the original architectural drawings or an as-built set of architectural drawings (plan, section, elevation, etc.). The Planning Department Preservation staff will assist the consultant in determining the appropriate level of measured drawings; • *HABS-Level Photography*: Digital photographs of the interior and the exterior of subject property. Large format negatives are not required. The scope of the digital photographs shall be reviewed by Planning Department Preservation staff for concurrence, and all digital photography shall be conducted according to the latest National Park Service Standards. The photography shall be undertaken by a qualified professional with demonstrated experience in HABS photography; and • *HABS Historical Report:* A written historical narrative and report, per HABS Historical Report Guidelines. The professional shall prepare the documentation and submit it for review and approval by the Planning Department's Preservation Specialist prior to the issuance of demolition permits. The documentation shall be disseminated to the Planning Department, San Francisco Main Library History Room, Northwest Information Center-California Historical Resource Information System, and San Francisco Architectural Heritage.	SUM

Impact	Level of Significance before Mitigation	Mitigation and Improvement Measures	Level of Significance after Mitigation
Legend: NI = No Impact; LTS = Less than Significant; LTSM = Less than Significant with mitigation; S = Significant; SU = Significant and unavoidable; SUM = Significant and unavoidable with mitigation; NA = Not Applicable			
		Mitigation Measure M-CR-1b: Interpretation The project sponsor shall provide a permanent display of interpretive materials concerning the history and architectural features of the original 1028 Market Street building and its relationship with the Market Street Theatre and Loft National Register Historic District. Interpretation of the site's history and relationship with the District shall be supervised by an architectural historian or historian who meets the Secretary of the Interior's Professional Qualification Standards. The interpretative materials (which may include, but are not limited to, a display of photographs, news articles, memorabilia, and/or video) shall be placed in a prominent setting on the project site visible to pedestrians, such as a lobby or Market Street frontage. A proposal describing the general parameters of the interpretive program shall be approved by the San Francisco Planning Department Preservation staff prior to issuance of a Site Permit. The content, media and other characteristics of such interpretive display shall be approved by the San Francisco Planning Department Preservation staff prior to issuance of a Temporary Certificate of Occupancy.	
CR-2: The proposed new construction on the project site would have a substantial adverse effect on the significance of the Market Street Theatre and Loft National Register Historic District.	S	No feasible mitigation available.	SU
CR-3: The proposed demolition and new construction on the project site would not have a substantial adverse indirect effect on the significance of the adjacent Uptown Tenderloin National Register Historic District.	LTS	None required.	N/A

Impact	Level of Significance before Mitigation	Mitigation and Improvement Measures	Level of Significance after Mitigation
Legend: NI = No Impact; LTS = Less than Significant; LTSM = Less than Significant with mitigation; S = Significant; SU = Significant and unavoidable; SUM = Significant and unavoidable with mitigation; NA = Not Applicable			
CR-4: Proposed demolition and construction activities on the project site could result in physical damage to the adjacent San Christina Building, an historical resource.	S	**Mitigation Measure M-CR-4a: Vibration Monitoring and Management Plan** The project sponsor shall retain the services of a qualified structural engineer and preservation architect that meet the Secretary of the Interior's Historic Preservation Professional Qualification Standards to conduct a Pre-Construction Assessment of the adjacent San Christina Building at 1000 Market Street. Prior to any demolition or ground-disturbing activity, the Pre-Construction Assessment shall be prepared to establish a baseline, and shall contain written and/or photographic descriptions of the existing condition of the visible exteriors of the adjacent buildings and in interior locations upon permission of the owners of the adjacent properties. The Pre-Construction Assessment should determine specific locations to be monitored and include annotated drawings of the buildings to locate accessible digital photo locations and locations of survey markers and/or other monitoring devices (e.g., to measure vibrations). The Pre-Construction Assessment will be submitted to the Planning Department along with the Demolition and/or Site Permit Applications. The structural engineer and/or preservation architect shall develop, and the project sponsor shall adopt, a vibration management and continuous monitoring plan to protect the adjacent 1000 Market Street building against damage caused by vibration or differential settlement caused by vibration during project construction activities. In this plan, the maximum vibration level not to be exceeded at each building shall be 0.2 inch/second, or a level determined by the site-specific assessment made by the structural engineer and/or preservation architect for the project. The vibration management and monitoring plan should document the criteria used in establishing the maximum vibration level for the project. The vibration management and monitoring plan shall include pre-construction surveys and continuous vibration monitoring throughout the duration of the major structural project activities to ensure that vibration levels do not exceed the established standard. The vibration management and monitoring plan shall be submitted to Planning Department Preservation staff prior to issuance of Demolition or Site Permits. Should vibration levels be observed in excess of the standard, or if damage to the building is observed, construction shall be halted and alternative techniques put in practice, to the extent feasible. The structural engineer and/or historic preservation consultant should conduct regular periodic inspections of digital photographs, survey markers, and/or other monitoring devices during ground-disturbing activity at the project site. The building shall be protected	LTSM

Impact	Level of Significance before Mitigation	Mitigation and Improvement Measures	Level of Significance after Mitigation
Legend: NI = No Impact; LTS = Less than Significant; LTSM = Less than Significant with mitigation; S = Significant; SU = Significant and unavoidable; SUM = Significant and unavoidable with mitigation; NA = Not Applicable			
		to prevent further damage and remediated to preconstruction conditions as shown in the Pre-Construction Assessment with the consent of the building owner. Any remedial repairs shall not require building upgrades to comply with current San Francisco Building Code standards. **Mitigation Measure M-CR-4b: Construction Best Practices for Historical Architectural Resources** The project sponsor shall incorporate into construction specifications for the proposed project a requirement that the construction contractor(s) use all feasible means to avoid damage to the 1000 Market Street building, including, but not limited to, staging of equipment and materials as far as possible from historic buildings to limit damage; using techniques in demolition, excavation, shoring, and construction that create the minimum feasible vibration; maintaining a buffer zone when possible between heavy equipment and historic resource(s); enclosing construction scaffolding to avoid damage from falling objects or debris; and ensuring appropriate security to minimize risks of vandalism and fire. These construction specifications shall be submitted to the Planning Department along with the Demolition and Site Permit Applications.	
CR-5: The proposed demolition of the 1028 Market Street building would not have a substantial adverse effect on the significance of the eligible Tenderloin LGBTQ Historic District.	LTS	**Improvement Measure I-CR-5: Interpretive Program** As part of the project, the Project Sponsor should develop an interpretive program to commemorate the former LGBTQ bars in the building on the project site and its association with LGBTQ history of the neighborhood and city. Development of this interpretive program should include outreach to the LGBTQ and Tenderloin communities in order to involve these communities and to create a broader, more authentic interpretive approach for the project site and neighborhood. The interpretive program should result, at minimum, in installation of a permanent on-site interpretive display in a publicly-accessible location, such as a lobby or Market Street/Golden Gate Avenue frontage, to memorialize the importance of the building after it is demolished, but may also develop alternative approaches that address the loss of the existing building in the context of the neighborhood, and coordinate with other interpretive approaches in the neighborhood. The interpretation program may also inform development of the art program required as part of the project. The interpretive program should outline the significance of the subject building, namely its association with	N/A

Impact	Level of Significance before Mitigation	Mitigation and Improvement Measures	Level of Significance after Mitigation
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		the Crystal Bowl, and potentially Keno's Forty Seven Club, within the context of LGBTQ history in the Tenderloin and San Francisco. Interpretation of the site's history should be supervised by a qualified consultant meeting the Secretary of the Interior's Professional Qualification Standards for Architectural Historian or Historian. The interpretive materials may include, but are not limited to: a display of photographs, news articles, oral histories, memorabilia, and video. Historic information contained in the *Citywide LGBTQ Historic Context Statement* and HRER may be used for content. A proposal prepared by the qualified consultant, with input from the outreach conducted in the LGBTQ and Tenderloin communities, describing the general parameters of the interpretive program should be approved by the San Francisco Planning Department Preservation staff prior to issuance of a Site Permit. The detailed content, media and other characteristics of such interpretive program, and/or any alternative approach to interpretation identified by the project team, should be approved by Planning Department Preservation staff prior to issuance of a Temporary Certificate of Occupancy.	
C-CR-1: The proposed project, in combination with other past, present and reasonably foreseeable future projects in the project vicinity, would not result in a cumulatively considerable contribution to a significant cumulative impact on an historic architectural resource.	LTS	None required.	N/A

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Transportation and Circulation			
TR-1: The proposed project would not cause substantial additional VMT nor substantially induce automobile travel.	LTS	**Improvement Measure I-TR-1a: Implement Transportation Demand Management Measures** **Identify TDM Coordinator**: The project sponsor would identify a TDM coordinator for the project site. The TDM Coordinator is responsible for the implementation and ongoing operation of all other TDM measures included in the proposed project. The TDM Coordinator may be a brokered service through an existing transportation management association (e.g. the Transportation Management Association of San Francisco, TMASF), or the TDM Coordinator may be an existing staff member (e.g., property manager); the TDM Coordinator does not have to work full-time at the project site. However, the TDM Coordinator would be the single point of contact for all transportation-related questions from building occupants and City staff. The TDM Coordinator would provide TDM training to other building staff about the transportation amenities and options available at the project site and nearby. **Provide Transportation and Trip Planning Information to Building Occupants**: *Move-in packet*: Provide a transportation insert for the move-in packet that includes information on transit service (local and regional, schedules and fares), information on where transit passes could be purchased, information on the 511 Regional Rideshare Program and nearby bike and CarShare programs, and information on where to find additional web-based alternative transportation materials (e.g., NextMuni phone app). This move-in packet should be continuously updated as local transportation options change, and the packet should be provided to each new building occupant. Provide Muni maps, San Francisco Bicycle and Pedestrian maps upon request. *New-Hire packet*: Provide a transportation insert for the new-hire packet that includes information on transit service (local and regional, schedules and fares), information on where transit passes could be purchased, information on the 511 Regional Rideshare Program and nearby bike and CarShare programs, and information on where to find additional web-based alternative transportation materials (e.g., NextMuni phone app). This new hire packet should be continuously updated as local transportation options change, and the packet should be provided to each new building occupant. Provide	N/A

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		Muni maps, San Francisco Bicycle and Pedestrian maps upon request. **City Access for Data Collection:** As part of an ongoing effort to quantify the efficacy of TDM measures in general, City staff may need to access the project site (including the garage) to perform trip counts, and/or intercept surveys and/or other types of data collection. Any on-site activity would require sponsor or property management approval and be coordinated through the TDM Coordinator. The building sponsor or a contracted transportation brokerage service (e.g. TMA) will be responsible for administering periodic tenant surveys as part of an ongoing program monitoring effort. **Improvement Measure I-TR-1b: Additional TDM Measures** **Develop and Implement TDM Plan:** Provide necessary TDM training to the coordinators or manager administering TDM services; and, develop a TDM implementation plan that is consistent with City guidelines. **Provide Signage for Bike and CarShare Parking:** Provide signage indicating the location of bicycle parking at points of access; and, facilitate access to the CarShare space in the parking garage through on-site signage. **Provide Subsidies to Tenants for CarShare Memberships, Bike Share Memberships, and Muni Passes:** Provide free or subsidized bike share membership to all tenants; provide free or subsidized CarShare membership to all tenants; and, offer free or subsidized Muni passes (loaded onto Clipper cards) to each tenant household. **Develop Bicycle Safety Strategies:** Develop bicycle safety strategies along the project site's Golden Gate Avenue frontage to prevent potential conflicts between the vehicles accessing the underground parking garage on the project site and the bicycle trips generated by the proposed project. **Improvement Measure I-TR-1c: Queue Abatement** As a standard condition of approval, it is the responsibility of the owner / operator of any off-street parking facility with more than 20 parking spaces (excluding loading and CarShare spaces) to ensure that recurring vehicle queues do not occur on the public right-of-way. A vehicle queue is defined as one or more vehicles (destined to the parking facility) blocking any portion of any public street, alley or sidewalk for a consecutive period of three	

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		minutes or longer on a daily or weekly basis. If recurring queuing occurs, the owner / operator of the parking facility should employ abatement methods as needed to abate the queue. Appropriate abatement methods will vary depending on the characteristics and causes of the recurring queue, as well as the characteristics of the parking facility, the street(s) to which the facility connects, and the associated land uses (if applicable). Suggested abatement methods include but are not limited to the following: redesign of facility to improve vehicle circulation and/or on-site queue capacity; employment of parking attendants; installation of LOT FULL signs with active management by parking attendants; use of valet parking or other space-efficient parking techniques; use of off-site parking facilities or shared parking with nearby uses; use of parking occupancy sensors and signage directing drivers to available spaces; travel demand management strategies such as those listed in Improvement Measures I-TR-1a and I-TR-1b; and/or parking demand management strategies such as parking time limits, paid parking, time-of-day parking surcharge, or validated parking. If the Planning Director, or his or her designee, suspects that a recurring queue is present, the Department would notify the property owner in writing. Upon request, the owner / operator should hire a qualified transportation consultant to evaluate the conditions at the site for no less than seven (7) days. The consultant should prepare a monitoring report to be submitted to the Department for review. If the Department determines that a recurring queue does exist, the facility owner / operator should have 90 days from the date of the written determination to abate the queue.	
TR-2: The proposed project would not result in a substantial increase in transit demand that could not be accommodated by adjacent local and regional transit capacity; nor would it cause a substantial increase in delays or operating costs such that	LTS	None required.	N/A

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significant adverse impacts to local or regional transit service could occur.			
TR-3: The proposed project would not result in substantial overcrowding on public sidewalks, nor create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility on the site and adjoining areas.	LTS	**Improvement Measure I-TR-3: Implement Audible Warning Device** The project sponsor should implement an audible warning device at the project driveway to warn pedestrians on the sidewalk of egressing vehicle from the driveway.	N/A
TR-4: The proposed project would not result in potentially hazardous conditions for bicyclists, or otherwise substantially interfere with bicycle accessibility to the site and adjoining areas.	LTS	None required.	N/A
TR-5: The loading demand for the proposed project would be accommodated within the proposed on-street commercial loading space and off-street service vehicle loading spaces, and would not create potentially hazardous conditions or significant delays for traffic, transit, bicyclists or pedestrians.	LTS	**Improvement Measure I-TR-5: Coordination of Move-in/Move-Out Operations and Large Deliveries** To reduce the potential for parking of delivery vehicles within the travel lane adjacent to the curb lane on Golden Gate Avenue, Jones Street, and Taylor Street (in the event that the off-street service vehicle spaces and the proposed on-street loading space is occupied), residential move-in and move-out activities and larger deliveries should be scheduled and coordinated through building management. Appropriate move-in and move-out procedures should be enforced to avoid any blockages of Golden Gate Avenue, Jones Street, and Taylor Street over an extended period of time and reduce any potential conflicts between delivery vehicles, movers and other users of adjacent roadway (e.g., transit vehicles and bicyclists) and pedestrians walking along these adjacent sidewalks.	N/A

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		Curb parking on Golden Gate Avenue should be reserved through SFMTA or by directly contacting the local 311 service. The project sponsor should enforce strict truck size regulations for use of the off-street service vehicle loading spaces. Truck lengths exceeding 20 feet or truck heights exceeding seven feet should be prohibited from entering the off-street loading area and should utilize the proposed loading space along Golden Gate Avenue, or the existing on-street loading spaces along Golden Gate Avenue, Jones Street, or Taylor Street, adjacent to or near the project site. Appropriate signage should be located at the parking garage entrance to notify drivers of truck size regulations and notify drivers of on-street loading spaces on adjacent streets. The project sponsor should notify building management and related staff, and retail/restaurant tenants of imposed truck size limits in the proposed service vehicle spaces.	
TR-6: The proposed project would not result in significant impacts on emergency vehicle access.	LTS	None required.	N/A
TR-7: The proposed project would not result in construction-related transportation impacts because of their temporary and limited duration.	LTS	**Improvement Measure I-TR-7a: Construction Management** The project sponsor and subsequent property owner would develop and implement a Construction Management Plan (CMP), as required, addressing transportation-related circulation, access, staging, and hours for deliveries. The CMP should include, but not be limited to, the following additional measures: • Identifying ways to reduce construction worker vehicle-trips through transportation demand management programs and methods to manage construction worker parking demands, including encouraging and rewarding alternate modes of transportation (i.e. transit, walk, bicycle, etc.), carpooling, or providing shuttle service from nearby off-street parking facility. • Identifying ways to consolidate truck delivery trips, minimizing delivery trips. • Require consultation with surrounding community, including business and property owners near the project site to assist coordination of construction traffic management strategies as they relate to the needs of other users adjacent to the project site.	N/A

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		• Develop a public information plan to provide adjacent residents and businesses with regularly-updated information regarding project construction activities and duration, peak construction vehicle activities, (e.g. concrete pours), lane closures, and provide construction management contact to log and address community concerns. **Improvement Measure I-TR-7b: Limited Delivery Time** The project sponsor should restrict deliveries and trucks trips to the project site during peak hours (generally 7:00 AM to 9:00 AM and 4:00 PM to 6:00 PM).	
C-TR-1: The proposed project, in combination with past, present and reasonably foreseeable future development, would not contribute to regional VMT in excess of expected levels.	LTS	None required.	N/A
C-TR-2: The proposed project, in combination with past, present and reasonably foreseeable future development, would not contribute to significant cumulative transit impacts on local or regional transit capacity.	LTS	None required.	N/A
C-TR-3: The proposed project, in combination with past, present and reasonably foreseeable future development, would not contribute considerably to any significant cumulative pedestrian impacts.	LTS	None required.	N/A

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C-TR-4: The proposed project, in combination with past, present and reasonably foreseeable future development, would not contribute considerably to any significant cumulative bicycle impacts.	LTS	None required.	N/A
C-TR-5: The proposed project, in combination with past, present and reasonably foreseeable future development in the project vicinity, would not contribute considerably to any significant cumulative loading impacts.	LTS	None required.	N/A
C-TR-6: The proposed project, in combination with past, present and reasonably foreseeable future development, would not contribute considerably to any significant cumulative emergency vehicle access impacts.	LTS	None required.	N/A
C-TR-7: The proposed project, in combination with past, present and reasonably foreseeable future development in the project vicinity, would not contribute considerably to any significant cumulative construction-related transportation impacts.	LTS	None required.	N/A

Table S.2: Summary of Significant Impacts of Proposed Project Identified in the Initial Study

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Cultural Resources			
CR-2: Construction activities for the proposed project would result in a substantial adverse change in the significance of as-yet unknown archeological resources, should such resources exist beneath the project site.	S	**Mitigation Measure M-CR-2: Archaeological Testing Program** Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of an archaeological consultant from the rotational Department Qualified Archaeological Consultants List (QACL) maintained by the Planning Department archaeologist. The project sponsor shall contact the Department archeologist to obtain the names and contact information for the next three archeological consultants on the QACL. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure. The archeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports 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. Archeological 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 archeological resource as defined in CEQA Guidelines Sect. 15064.5 (a) and (c). *Consultation with Descendant Communities.* On discovery of an archeological site associated with descendant Native Americans, the Overseas Chinese, or other potentially interested descendant group an appropriate representative of the descendant group and the ERO shall be contacted. The representative of the	LTSM

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		descendant group shall be given the opportunity to monitor archeological field investigations of the site and to offer recommendations to the ERO regarding appropriate archeological treatment of the site, of recovered data from the site, and, if applicable, any interpretative treatment of the associated archeological site. A copy of the Final Archaeological Resources Report shall be provided to the representative of the descendant group. *Archeological Testing Program*. The archeological consultant shall prepare and submit to the ERO for review and approval an archeological testing plan (ATP). The archeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archeological 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 archeological testing program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes an historical resource under CEQA. At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. No archeological data recovery shall be undertaken without the prior approval of the ERO or the Planning Department archeologist. If the ERO determines that a significant archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either: A) The proposed project shall be re-designed so as to avoid any adverse effect on the significant archeological resource; or	

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		B) A data recovery program shall be implemented, unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible. *Archeological Monitoring Program*. If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented the archeological monitoring program shall minimally include the following provisions: • The archeological 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 ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically 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 archeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context; • The archeological 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 archeological resource; • The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits; • The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis; • If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be	

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		empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO. Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO. *Archeological Data Recovery Program.* The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological 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 archeological 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 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 archeological resources if nondestructive methods are practical. The scope of the ADRP shall include the following elements: • *Field Methods and Procedures*. Descriptions of proposed field strategies, procedures, and operations.	

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		• *Cataloguing and Laboratory Analysis*. Description of selected cataloguing system and artifact analysis procedures. • *Discard and Deaccession Policy*. Description of and rationale for field and post-field discard and deaccession policies. • *Interpretive Program*. Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program. • *Security Measures.* Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities. • *Final Report*. Description of proposed report format and distribution of results. • *Curation*. 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. *Human Remains and Associated or Unassociated Funerary Objects*. 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) (Pub. Res. Code Sec. 5097.98). The archeological consultant, project sponsor, ERO, and MLD shall have up to but not beyond six days of discovery to make all reasonable efforts to develop an agreement for the treatment of human remains and associated or unassociated funerary objects with appropriate dignity (CEQA Guidelines. Sec. 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	

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		unassociated funerary objects. Nothing in existing State regulations or in this mitigation measure compels the project sponsor and the ERO to accept recommendations of an MLD. The archeological consultant shall retain possession of any Native American human remains and associated or unassociated burial objects until completion of any scientific analyses of the human remains or objects as specified in the treatment agreement if such as agreement has been made or, otherwise, as determined by the archeological consultant and the ERO. *Final Archeological Resources Report*. The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report. 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 Environmental Planning division of the Planning Department shall receive one bound, one unbound and one unlocked, searchable PDF copy on CD 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.	
CR-3: Construction activities for the proposed project could result in the disturbance of human remains, including those interred outside of formal cemeteries, should such remains exist beneath the project site.	S	Implement **Mitigation Measure M-CR-2: Archeological Testing Program**, above.	LTSM

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CR-4: Construction activities for the proposed project could result in the disturbance of tribal resources, should such resources exist beneath the project site.	S	Implement **Mitigation Measure M-CR-2: Archeological Testing Program**, above.	LTSM
Noise			
NO-2: Project demolition and construction would temporarily and periodically increase ambient noise and vibration in the project vicinity compared to existing conditions.	LTS	**Improvement Measure I-NO-2a** The Applicant shall restrict construction activities to between the hours of 7:00 a.m. and 8:00 p.m. from Monday through Saturday, as feasible. If nighttime work is required for concrete pours or other specific activities, the Applicant shall obtain authorization in advance from the Department of Building Inspection and limit the duration of nighttime work to no more than two consecutive 24-hour periods. Further, no construction activity shall be undertaken on Sundays and recognized City and County of San Francisco holidays. **Improvement Measure I-NO-2b** Incorporate the following practices into the construction contract agreement documents to be implemented by the construction contractor: • Provide enclosures and mufflers for stationary equipment and shroud or shield impact tools; • Use construction equipment with lower noise emission ratings whenever possible, particularly for air compressors; • Provide sound-control devices on equipment no less effective than those provided by the manufacturer; • Locate stationary equipment, material stockpiles, and vehicle staging areas as far as practicable from Golden Gate Avenue; • Prohibit unnecessary idling of internal combustion engines; and, • Implement noise attenuation measures to the extent feasible, which may include, but are not limited to, noise barriers or noise blankets. The placement	N/A

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		of such attenuation measures shall be reviewed and approved by the Director of Public Works prior to issuance of development permits for construction activities.	
Air Quality			
AQ-2: The proposed project's construction activities would generate toxic air contaminants, including diesel particulate matter, which would expose sensitive receptors to substantial pollutant concentrations.	S	**Mitigation Measure M-AQ-2: Construction Air Quality** The project sponsor or the project sponsor's Contractor shall comply with the following A. *Engine Requirements.* 1. All off-road equipment greater than 25 horsepower (hp) and operating for more than 20 total hours over the entire duration of construction activities shall have engines that meet or exceed either USEPA or California ARB Tier 2 off-road emission standards, and have been retrofitted with an ARB Level 3 Verified Diesel Emissions Control Strategy. Equipment with engines meeting Tier 4 Interim or Tier 4 Final off-road emission standards automatically meet this requirement. 2. Where access to alternative sources of power are available, portable diesel engines shall be prohibited. 3. Diesel engines, whether for off-road or on-road equipment, shall not be left idling for more than two minutes, at any location, except as provided in exceptions to the applicable state regulations regarding idling for off-road and on-road equipment (e.g., traffic conditions, safe operating conditions). The Contractor shall post legible and visible signs in English, Spanish, and Chinese, in designated queuing areas and at the construction site to remind operators of the two minute idling limit. 4. The Contractor shall instruct construction workers and equipment operators on the maintenance and tuning of construction equipment, and require that such workers and operators properly maintain and tune equipment in accordance with manufacturer specifications.	LTSM

<table>
<tr><th>Impact</th><th>Level of Significance before Mitigation</th><th>Mitigation and Improvement Measures</th><th>Level of Significance after Mitigation</th></tr>
<tr><td colspan="4">Legend: NI = No Impact; LTS = Less than Significant; LTSM = Less than Significant with mitigation; S = Significant; SU = Significant and unavoidable; SUM = Significant and unavoidable with mitigation; NA = Not Applicable</td></tr>
<tr><td></td><td></td><td>B. Waivers.
1. The Planning Department’s ERO or designee may waive the alternative source of power requirement of Subsection (A)(2) if an alternative source of power is limited or infeasible at the project site. If the ERO grants the waiver, the Contractor must submit documentation that the equipment used for onsite power generation meets the requirements of Subsection (A)(1).
2. The ERO may waive the equipment requirements of Subsection (A)(1) if: a particular piece of off-road equipment with an ARB Level 3 VDECS is technically not feasible; the equipment would not produce desired emissions reduction due to expected operating modes; installation of the equipment would create a safety hazard or impaired visibility for the operator; or, there is a compelling emergency need to use off-road equipment that is not retrofitted with an ARB Level 3 VDECS. If the ERO grants the waiver, the Contractor must use the next cleanest piece of off-road equipment, according to Table 8 below.
Table 8: Off-Road Equipment Compliance Step-down Schedule
<table>
<tr><td>Compliance Alternative</td><td>Engine Emission Standard</td><td>Emissions Control</td></tr>
<tr><td>1</td><td>Tier 2</td><td>ARB Level 2 VDECS</td></tr>
<tr><td>2</td><td>Tier 2</td><td>ARB Level 1 VDECS</td></tr>
<tr><td>3</td><td>Tier 2</td><td>Alternative Fuel*</td></tr>
</table>
How to use the table: If the ERO determines that the equipment requirements cannot be met, then the project sponsor would need to meet Compliance Alternative 1. If the ERO determines that the Contractor cannot supply off-road equipment meeting Compliance Alternative 1, then the Contractor must meet Compliance Alternative 2. If the ERO determines that the Contractor cannot supply off-road equipment meeting Compliance Alternative 2, then the Contractor must meet Compliance Alternative 3.
** Alternative fuels are not a VDECS.</td><td></td></tr>
</table>

Impact	Level of Significance before Mitigation	Mitigation and Improvement Measures	Level of Significance after Mitigation
Legend: NI = No Impact; LTS = Less than Significant; LTSM = Less than Significant with mitigation; S = Significant; SU = Significant and unavoidable; SUM = Significant and unavoidable with mitigation; NA = Not Applicable			
		C. *Construction Emissions Minimization Plan.* Before starting on-site construction activities, the Contractor shall submit a Construction Emissions Minimization Plan (Plan) to the ERO for review and approval. The Plan shall state, in reasonable detail, how the Contractor will meet the requirements of Section A. 1. The Plan shall include estimates of the construction timeline by phase, with a description of each piece of off-road equipment required for every construction phase. The description may include, but is not limited to: equipment type, equipment manufacturer, equipment identification number, engine model year, engine certification (Tier rating), horsepower, engine serial number, and expected fuel usage and hours of operation. For VDECS installed, the description may include: technology type, serial number, make, model, manufacturer, ARB verification number level, and installation date and hour meter reading on installation date. For off-road equipment using alternative fuels, the description shall also specify the type of alternative fuel being used. 2. The ERO shall ensure that all applicable requirements of the Plan have been incorporated into the contract specifications. The Plan shall include a certification statement that the Contractor agrees to comply fully with the Plan. 3. The Contractor shall make the Plan available to the public for review on-site during working hours. The Contractor shall post at the construction site a legible and visible sign summarizing the Plan. The sign shall also state that the public may ask to inspect the Plan for the project at any time during working hours and shall explain how to request to inspect the Plan. The Contractor shall post at least one copy of the sign in a visible location on each side of the construction site facing a public right-of-way. *Monitoring.* After start of Construction Activities, the Contractor shall submit quarterly reports to the ERO documenting compliance with the Plan. After completion of construction activities and prior to receiving a final certificate of occupancy, the project sponsor shall submit to the ERO a final report summarizing	

Impact	Level of Significance before Mitigation	Mitigation and Improvement Measures	Level of Significance after Mitigation
Legend: NI = No Impact; LTS = Less than Significant; LTSM = Less than Significant with mitigation; S = Significant; SU = Significant and unavoidable; SUM = Significant and unavoidable with mitigation; NA = Not Applicable			
		construction activities, including the start and end dates and duration of each construction phase, and the specific information required in the Plan.	
AQ-4: The proposed project would generate toxic air contaminants, including diesel particulate matter, exposing sensitive receptors to substantial air pollutant concentrations.	S	**Mitigation Measure M-AQ-4: Best Available Control Technology for Diesel Generators** The project sponsor shall ensure that the backup diesel generator meets or exceeds one of the following emission standards for PM: (1) Tier 4 certified engine, or (2) Tier 2 or Tier 3 certified engine that is equipped with a California ARB Level 3 VDECS. A non-verified diesel emission control strategy may be used if the filter has the same PM reduction as the identical ARB verified model and if the BAAQMD approves of its use. The project sponsor shall submit documentation of compliance with the BAAQMD New Source Review permitting process (Regulation 2, Rule 2, and Regulation 2, Rule 5) and the emission standard requirement of this mitigation measure to the Planning Department for review and approval prior to issuance of a permit for a backup diesel generator from any City agency.	LTSM
C-AQ-1: The proposed project in combination with past, present, and reasonably foreseeable future development in the project area would contribute to cumulative air quality impacts.	S	Implement **Mitigation Measures M-AQ-2** and **M-AQ-4**, above.	LTSM
Wind and Shadow			
WS-1: The proposed project would not alter winds in a manner that would substantially affect public areas.	LTS	**Improvement Measure I-WS-1: Wind Reduction on New Rooftop Deck** To reduce wind and improve usability on the new rooftop deck, the project sponsor should provide wind screens or landscaping along the west perimeter of the new rooftop deck up to 8 feet in height. Suggestions include Planning Code compliant porous materials or structures (vegetation, hedges, screens, latticework, perforated or expanded metal) as opposed to a solid surface.	N/A

S.3. SUMMARY OF PROJECT ALTERNATIVES

Four alternatives are evaluated in this EIR: the No Project Alternative, the Full Preservation Alternative, the Partial Preservation Alternative, and the Compatible Design Alternative. The four alternatives are described in detail in Chapter 6, Alternatives, and are summarized below. Table S.3: Comparison of Significant Impacts of the Proposed Project to Impacts of the Alternatives, pp. S.35 to S.36, presents a comparison of the potential environmental impacts that may result from the alternatives to those of the proposed project.

NO PROJECT ALTERNATIVE

Under the No Project Alternative, the existing conditions at the 1028 Market Street project site would not change. The existing two-story, 33,710-gsf commercial building on the project site would be retained in its current condition and would not be demolished. Unlike the proposed project, under the No Project Alternative there would be no construction of a new, 13-story (plus one basement level), 120-foot-tall, 178,308-gsf mixed-use high-rise building containing 186 dwelling units, 9,657 gsf of retail/restaurant uses, 40 below-grade parking spaces, and 2 below-grade service vehicle loading spaces. The Golden Gate Avenue sidewalk along the project site frontage would not be extended by six feet; two new streets trees would not be planted on Golden Gate Avenue; and a new 12-foot-wide curb cut on Golden Gate Avenue would not be constructed, as would occur with the proposed project. The past uses of the existing building are identified in Chapter 2, Project Description, and included theater, retail, bar, and restaurant uses; it is unlikely that the existing building would be reoccupied given the current general condition of most of the building. The current temporary use of the ground floor as a food hall would not continue. The No Project Alternative would not preclude potential future development of the project site with a range of land uses that are principally permitted at the project site; however, for the purposes of this analysis, it is assumed that under the No Project Alternative the existing building would remain vacant, with its current use as a temporary food hall being discontinued in late 2016 or early 2017.

FULL PRESERVATION ALTERNATIVE

Under the Full Preservation Alternative, the existing two-story (plus partial basement), reinforced concrete building at 1028 Market Street would be retained and rehabilitated in conformance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (Secretary's Standards). The majority of the existing building's façade, structural elements, and floor plates would be retained so as not to result in the *de facto* demolition of the existing structure as that term is defined in Article 10 of the Planning Code (Planning Code Section 1005(f)). An approximately 22,940-gsf, two-story vertical addition would be constructed atop the existing commercial building, and uses on the site would change from commercial to mixed use residential. The two-story, 20-foot-tall vertical addition would be set back 25 feet from the

Market Street property line. The rehabilitated building with the vertical addition would be approximately 57 feet tall.

The existing building's features and its relationship to the MSTL District as a contributing structure would inform the adaptive reuse of the existing building and the expression of the two-story, 20-foot-tall addition. The overall development program for the Full Preservation Alternative is informed by the limitations imposed by the retention of the existing structure (see Table S.3 on pp. S.35-S.36). That is, the dimensions of the existing floor plates (182 feet from north to south along its western property line and 101 feet from north to south along its eastern property line) preclude the potential for efficient redevelopment of the 2nd floor as a residential floor. Therefore, the rehabilitated 1028 Market Street building would be developed with ground floor retail/restaurant space along Market Street and Golden Gate Avenue, office uses at the 2nd floor, and a two-story residential addition (3rd and 4th floors). The Full Preservation Alternative's building program would have a total area of 53,006 gsf and would include 20 new residential units (166 fewer than under the proposed project). The project sponsor would meet its inclusionary housing obligation by providing the required number of below market rate units on site. Since fewer market rate units would be developed under this alternative than under the proposed project fewer affordable units would be provided as well. This alternative would have a total of 28,006 gsf of residential space, 10,000 gsf of ground floor retail/restaurant space, and 15,000 gsf of commercial space on the 2nd floor. In addition to the 10,000-gsf space for retail/restaurant uses, the ground floor of the rehabilitated building would include space for a residential lobby, a bicycle storage room, and back of house functions.

Under the Full Preservation Alternative, the two-story addition would have 10 residential units per floor with a total 8 junior one-bedroom units and 12 two/three-bedroom units as well as amenity/storage space. Each of the residential floors would have storage/amenity space and shared circulation areas as well as space for building services such as trash rooms. The residential floors would be accessed via the elevators and stairwells at the rehabilitated building's centrally located residential service core. Access to the proposed commercial space on the 2nd floor would be provided via a separate commercial service core closer to the north (Golden Gate Avenue) property line.

Under the Full Preservation Alternative, off-street, below-grade parking would not be provided because parking minimums are not mandated in the C-3-G District. Thus, unlike the proposed project, a new 12-foot-wide curb cut to provide vehicular access to below-grade parking would not be developed at the northeast corner of the project site along Golden Gate Avenue. Also, unlike the proposed project, there is no requirement for the provision of an off-street loading space for the land uses proposed under this alternative. However, as with the proposed project, an on-street loading space would be applied for and designated on Golden Gate Avenue at a location immediately to the east of the project site, if approved by the San Francisco Municipal

Transportation Agency (SFMTA), to accommodate the loading demand that would be generated by the alternative.

Pedestrian access to the proposed building would be provided from both Market Street and Golden Gate Avenue. Access to the residential uses would be provided at the eastern and western ends of the Market Street frontage. Access to the retail/restaurant and commercial uses would be centrally located on the Market Street frontage. Access to the residential, retail/restaurant, and commercial uses would also be provided from Golden Gate Avenue. Class 1 and 2 bicycle parking spaces would be provided for all land uses. Access to the ground floor bicycle storage facility associated with the residential uses (20 Class 1 bicycle parking spaces) would be provided from both Market Street and Golden Gate Avenue. The required Class 1 spaces for the retail/restaurant (1) and office uses (3) would be provided on the ground floor. Sixteen Class 2 bicycle parking spaces would be provided on the Market Street and Golden Gate Avenue sidewalks near the residential and commercial entrances.

Under the Full Preservation Alternative, private open space would be provided in the form of private terraces on Market Street, and the balance of required open space would be provided as common open space on the rooftop of the proposed residential addition. As with the proposed project, two new street trees would be planted on Golden Gate Avenue and the sidewalk along the Golden Gate Avenue frontage would be extended by six feet under the Full Preservation Alternative.

PARTIAL PRESERVATION ALTERNATIVE

Under the Partial Preservation Alternative, the existing two-story (plus partial basement), reinforced concrete building at 1028 Market Street would be retained and rehabilitated in conformance with the Secretary's Standards. The existing building's façade, structural elements, and floor plates would be retained so as not to result in the *de facto* demolition of the existing structure. An approximately 79,417-gsf, seven-story vertical addition would be constructed atop the existing building, and uses on the site would change from commercial to mixed use residential. The seven-story, 70-foot-tall addition would be constructed behind the existing Market Street façade and would be set back 10 feet from the Market Street property line at the 3rd floor. With the vertical addition, the rehabilitated building would be approximately 107 feet tall as measured from Market Street.

The existing building's features and its relationship to the MSTL District as a contributing structure would inform the adaptive reuse of the existing building and the expression of the seven-story, 70-foot-tall vertical addition. The vertical addition would be 20 feet shorter than the proposed project and, unlike the proposed project, it would include a 10-foot setback from the rehabilitated Market Street façade at the 3rd floor, a 3rd floor setback from the east property line at the property's southeast corner to preserve public views of the Golden Gate Theatre dome from

the south side of Market Street, and an approximately 25-foot-by-90-foot setback at the northwestern corner of the property starting at the 2nd floor. These setbacks would rise to the full height of the proposed building at each of the elevations.

The overall development program for the Partial Preservation Alternative reflects all of the new uses on the project site and is informed by the change in the interior floor-to-floor heights of the existing structure's two stories allowing for a new residential floor plate at the 2nd floor as well as the new vertical addition (see Table S.3 on pp. S.35-S.36). Under the Partial Preservation Alternative, the rehabilitated 1028 Market Street building would be developed with ground floor retail/restaurant space along Market Street and Golden Gate Avenue and residential uses on the 2nd through 9th floors. The Partial Preservation Alternative's building program would have a total area of 107,233 gsf and would include 112 new residential units (74 fewer than under the proposed project). The project sponsor would meet its inclusionary housing obligation by providing the required number of below market rate units on site. Since fewer market rate units would be provided under this alternative than under the proposed project, fewer affordable units would be provided as well. This alternative would have a total of 100,533 gsf of residential space and 6,700 gsf of ground floor retail/restaurant space. In addition to the proposed retail/restaurant uses, the ground floor of the rehabilitated building would include space for a residential lobby, a bicycle storage room, and back of house functions. The 6,700-gsf space for ground-floor retail/restaurant uses would be an overall decrease in commercial square footage compared to the proposed project.

Under the Partial Preservation Alternative, the rehabilitated building would have 14 residential units per floor from the 2nd through 9th floors with a total of 89 studio/one-bedroom units and 23 two/three-bedroom units. The residential floors would be accessed via the elevators and stairwells at the rehabilitated building's centrally located residential service core. A residential amenity space would be provided at the 2nd floor, i.e., a fitness center similar to the proposed project. As with the proposed project, storage space, shared circulation areas, and space for building services such as trash rooms would be provided at each residential floor.

Under the Partial Preservation Alternative, off-street, below-grade parking would not be provided because parking minimums are not mandated in the C-3-G District. Thus, unlike the proposed project, a new 12-foot-wide curb cut to provide vehicular access to below-grade parking would not be developed at the northeast corner of the project site along Golden Gate Avenue. As with the proposed project, an off-street freight loading space is required for the residential land use; however, this alternative does not include below-grade parking and off-street service vehicle loading spaces would not be provided. As with the proposed project, an on-street commercial loading space would be applied for and designated on Golden Gate Avenue at a location immediately to the east of the project site, if approved by the SFMTA, to accommodate the loading demand that would be generated by the alternative.

Pedestrian access to the proposed building would be provided from both Market Street and Golden Gate Avenue. Access to the residential uses would be provided at the eastern and western ends of the Market Street frontage. Access to the ground floor retail/restaurant uses would be centrally located on the Market Street frontage. Access to the residential and retail/restaurant uses would also be provided from Golden Gate Avenue. Class 1 and 2 bicycle parking spaces would be provided for all land uses. Access to the ground floor bicycle storage facility associated with the residential uses (104 Class 1 bicycle parking spaces) would be provided from both Market Street and Golden Gate Avenue. Unlike the proposed project, the retail/restaurant use would not be required to provide a Class 1 bicycle space on the ground floor. Fifteen Class 2 bicycle parking spaces would be provided on the Market Street and Golden Gate Avenue sidewalks near the residential and retail/restaurant entrances.

Under the Partial Preservation Alternative, private open space would be provided in the form of private terraces on Market Street, and common open space would be provided in the form of a roof terrace. Unlike the proposed project, the proposed 3rd floor setback at the southeast corner of the property would provide space for the development of an approximately 740-sf private terrace and the north-facing courtyard on Golden Gate Avenue would be divided into private terraces to meet the open space requirements for the dwelling units abutting it. As with the proposed project, two new street trees would be planted on Golden Gate Avenue and the sidewalk along the Golden Gate Avenue frontage would be extended by six feet under this alternative.

COMPATIBLE DESIGN ALTERNATIVE

Under the Compatible Design Alternative, the existing building at 1028 Market Street (a contributing structure to the MSTL District and Tenderloin LGBTQ Historic District) would be demolished and an approximately 9-story, 122,543-gsf building with one below-grade parking level would be constructed in its place. As shown in Table S.3 on pp. S.35-S.36, this alternative would be most similar to the proposed project described in Chapter 2, Project Description.

The proposed building would be approximately 95 feet tall as measured at the centerline of the Market Street frontage (four stories and 32 feet shorter than the proposed project) and would be built to the property line. The proposed building's design would be informed by the character-defining features of the MSTL District (e.g. façade articulation, materials, and fenestration pattern) and would meet the Secretary's Standards. The height of the proposed building would relate to the existing pattern of building heights along the north side of Market Street. The Compatible Design Alternative would differ from the proposed project because it would be shorter, would be set back at the northwestern corner of the property (approximately 25 feet by 90 feet), and would be set back from the southeast corner of the property on the Market Street frontage. The proposed setback at the northwest corner would start at the 3rd floor and would rise to the full height of the building at the west and north (Golden Gate Avenue) elevations. The proposed setback at the southeast corner of the lot would start at the 2nd floor and would rise to

the full height of the building along the south (Market Street) and east elevations. An approximately 760-sf courtyard would be developed at the 2nd floor in this setback area. The setback at the southeast corner of the property would preserve public views of the Golden Gate Theatre dome from Market Street.

The proposed building would be developed with ground floor retail/restaurant space along Market Street and Golden Gate Avenue and residential uses on the 2nd through 9th floors. The overall development program for the Compatible Design Alternative, as shown in Table S.3 on pp. S.35-S.36, reflects all of the new uses on the project site. The Compatible Design Alternative's building program would have a total area of 122,543 gsf and would include 112 new residential units (74 fewer than under the proposed project). The project sponsor would meet its inclusionary housing obligation by providing the required number of below market rate units on site. Since fewer market rate units would be provided under this alternative than under the proposed project, fewer affordable units would be provided as well. This alternative would have a total of 98,543 gsf of residential space, 9,000 gsf of ground-floor retail/restaurant space, and 15,000 gsf of below grade parking, storage, and circulation space. In addition to the proposed retail/restaurant uses, the ground floor of the proposed building would include space for a residential lobby, a bicycle storage room, and back of house functions. The 9,000-gsf space for the ground-floor retail/restaurant uses would represent a minor reduction in commercial square footage compared to the proposed project.

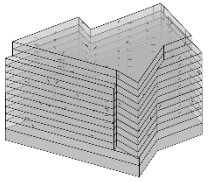
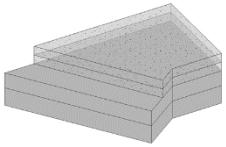
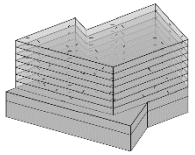
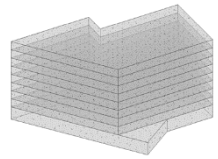
Under the Compatible Design Alternative, the proposed building would have seven residential units at the 2nd floor and 15 residential units per floor from the 3rd through 9th floors with a total of 73 studio/one-bedroom units and 39 two/three-bedroom units. The residential floors would be accessed via the elevators and stairwells at the proposed building's centrally located residential service core. A residential amenity space would be provided at the 2nd floor, i.e., a fitness center similar to the proposed project. As with the proposed project, storage space, shared circulation areas, and space for building services such as trash rooms would be provided at each residential floor.

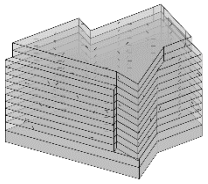
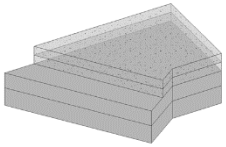
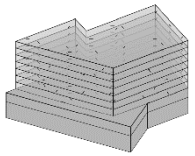
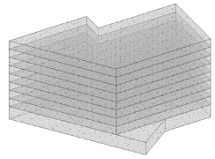
Access to the residential use would be provided at the eastern end of the Market Street frontage. Access to the ground-floor retail/restaurant uses would be centrally located on the Market Street frontage. Access to the residential and retail/restaurant uses would also be provided from Golden Gate Avenue. Class 1 and 2 bicycle parking spaces would be provided for all land uses. The required Class 1 space for the retail/restaurant (1) use would be provided on the ground floor. Eighteen Class 2 bicycle parking spaces would be provided on the Market Street and Golden Gate Avenue sidewalks near the residential and retail/restaurant entrances. Access to the basement level and ground floor bicycle storage facilities associated with the residential uses (103 Class 1 bicycle parking spaces) would be provided from both Market Street and Golden Gate Avenue.

As with the proposed project, below-grade parking would be provided under this alternative. Under the Compatible Design Alternative, 11 spaces would be provided in the below-grade parking garage: 8 parking spaces for the residential uses (including one ADA-accessible space), 1 car-share space, and 2 service vehicle loading spaces. As with the proposed project, direct access to the parking and service vehicle loading spaces in the below-grade parking levels would be provided from a new 12-foot-wide curb cut on Golden Gate Avenue at the northeast corner of the project site. Car-share access would be provided via an entrance at the west end of the Market Street frontage, as with the proposed project. Unlike the proposed project, there is no requirement for the provision of an off-street loading space for the land uses proposed under this alternative. However, as with the proposed project, an on-street loading space would be applied for and designated on Golden Gate Avenue at a location immediately to the east of the project site, if approved by the SFMTA, and service vehicle loading spaces would be provided at the below-grade parking level to accommodate the loading demand that would be generated by the alternative.

As with the proposed project, private open space would be provided in the form of terraces on Market Street, and common open space would be provided in the form of a rooftop terrace. Unlike the proposed project, the north-facing courtyard on Golden Gate Avenue would be divided into private terraces to meet the open space requirements for the dwelling units abutting it and the proposed 740-sf courtyard at the 2nd floor along the southeast corner of the property would be developed as common open space extending from the amenity space. As with the proposed project, two new street trees would be planted on Golden Gate Avenue and the sidewalk along the Golden Gate Avenue frontage would be extended by six feet. Pedestrian access to the proposed building would be provided from both Market Street and Golden Gate Avenue.

Table S.3: Comparison of Significant Impacts of the Proposed Project to Impacts of the Alternatives

	Proposed Project 	**No Project Alternative** **[assumes no change to the site]**	**Full Preservation Alternative** 	**Partial Preservation Alternative** 	**Compatible Design Alternative** 
Legend: NI = No Impact; LS = Less than Significant; S = Significant; SU = Significant and unavoidable; SUM = Significant and unavoidable impact with mitigation; NA = Not Applicable					
Description					
Height at Market Street [a]	127 feet	37 feet	57 feet	107 feet	95 feet
Number of Stories	13 stories	2	4	9	9
Number of Residential Units [b]	186 (117/69)	N/A	20 (8/12)	112 (89/23)	112 (73/39)
GSF by Use					
Residential [c]	153,095 gsf	N/A	28,006 gsf	100,533 gsf	98,543 gsf
Retail/Restaurant	9,657 gsf	N/A	10,000 gsf	6,700 gsf	9,000 gsf
Commercial	None	N/A	15,000 gsf	None	None
Below Grade Parking, Building Storage, Bicycle Storage, Mechanical, and Circulation Space	15,556 gsf	N/A	None	None	15,000 gsf
Total GSF	***178,308 gsf***	***33,310 gsf***	***53,006 gsf***	***107,233 gsf***	***122,543 gsf***
Parking and Loading					
Residential Spaces [d]	39 (2)	N/A	0	0	8 (1)
Car-share Spaces	1 [e]	N/A	0	0	1 [e]
Service Vehicle Loading Spaces	2 [f]	N/A	0	0	2
Total Parking and Loading Spaces [g]	***42***	***N/A***	***0***	***0***	***11***
Bicycle Parking					
Class 1	123	N/A	24	103	104
Class 2	22	N/A	16	15	18
Ability to Meet Project Sponsor's Objectives					
	Yes	None	Minimal	Some	Many

	Proposed Project	**No Project Alternative** **[assumes no change to the site]**	**Full Preservation Alternative**	**Partial Preservation Alternative**	**Compatible Design Alternative**
					

Legend: NI = No Impact; LS = Less than Significant; S = Significant; SU = Significant and unavoidable; SUM = Significant and unavoidable impact with mitigation; NA = Not Applicable

Historic Architectural Resources				
Impact CR-1: The proposed demolition of the existing 1028 Market Street building would have a substantial adverse effect on the significance of the Market Street Theatre and Loft National Register Historic District. (**SUM**)	NI	NI	NI	SUM
Impact CR-2: The proposed new construction on the project site would have a substantial adverse effect on the significance of the Market Street Theatre and Loft National Register Historic District. (**SU**)	NI	LS	SU Reduced from Proposed Project	SU Reduced from Proposed Project

Notes:

[a] The height of the proposed project is 120 feet as measured from Golden Gate Avenue per Planning Code Sections 260(a)(1)(B) and 260(a)(1)(D).

[b] The number of studio and one-bedroom units and two- and three-bedroom units is indicated in parentheses (XX/XX).

[c] For the proposed project, the total includes the fitness center, management office, and tenant storage space on the 2nd through 5th floors. Storage and amenity spaces are provided on the residential floors for each of the proposed alternatives. The total also includes space for the residential lobby, bicycle storage, back of house functions, and circulation.

[d] For each 25 off-street parking spaces provided, one space must be designed and designated for persons with disabilities per San Francisco Planning Code Section 155(i). The number of ADA-accessible spaces is shown in parentheses.

[e] One space is required per San Francisco Planning Code Section 166.

[f] The substitution of two service vehicle spaces for each required off-street freight loading space may be made, provided that a minimum of 50 percent of the required number of spaces are provided for freight loading. Where the 50 percent allowable substitution results in a fraction, the fraction shall be disregarded (Planning Code Section 153(a)(6)).

[g] For the proposed project and each of the proposed alternatives, the project sponsor would request through the SFMTA that on-street parking immediately to the east of the project site's Golden Gate Avenue frontage be converted to a metered commercial loading space (10 feet by 25 feet) that would be used by delivery and service vehicles as well as for residential move-in and move-out activities.

Source: Solomon Cordwell Buenz Architects, 2016.

ENVIRONMENTALLY SUPERIOR ALTERNATIVE

Pursuant to CEQA Guidelines Section 15126.6(e)(2), an EIR is required to identify the environmentally superior alternative from among the alternatives evaluated if the proposed project has significant impacts that cannot be mitigated to a less-than-significant level. The Environmentally Superior Alternative is the alternative that best avoids or lessens any significant effects of the proposed project, even if the alternative would impede, to some degree, the attainment of the project objectives. The No Project Alternative is considered the overall environmentally superior alternative, because the significant impacts associated with implementation of the proposed project would not occur with the No Project Alternative. The No Project Alternative, however, would not meet any of the objectives of the project sponsor.

If the No Project Alternative is environmentally superior, CEQA requires selection of the "environmentally superior alternative other than the no project alternative" from among the proposed project and the other alternatives evaluated. The proposed project would result in significant and unavoidable project-level impacts related to historic architectural resources. Given this, the Full Preservation Alternative would be the environmentally superior alternative because, unlike the proposed project, it would result in less-than-significant impacts related to historic architectural resources. Moreover, of the alternatives studied, the Full Preservation Alternative would require the least amount of physical alteration to the 1028 Market Street building, which is considered a historical architectural resource as a contributing structure to the MSTL District, which is listed on the National Register of Historic Places, and the CRHR-eligible Tenderloin LGBTQ Historic District. The Full Preservation Alternative would include a modest amount of new construction (a two-story addition with a 25-foot setback from Market Street) in contrast to the Partial Preservation Alternative (a seven-story addition with a 10-foot setback from Market Street) and the Compatible Design Alternative (a new 9-story building). Additionally, as the alternative with the least amount of physical alteration, it would result in the fewest physical impacts to the environment. Further, the Full Preservation Alternative would not conflict with those policies in the *General Plan's* Urban Design Element and *Downtown Area Plan* that call for the preservation of buildings identified as historical resources. Thus, the Full Preservation Alternative would be the environmentally superior alternative.

S.4. AREAS OF KNOWN CONTROVERSY AND ISSUES TO BE RESOLVED

An Environmental Evaluation application for the 1028 Market Street Project was submitted to the Planning Department on April 17, 2014. The Planning Department prepared an Initial Study and published a Notice of Preparation of an EIR on February 17, 2016, announcing its intent to prepare and distribute a focused EIR (the NOP/IS is presented as Appendix A to this EIR). Publication of the NOP/IS initiated a 30-day public review and comment period that began on February 18, 2016 and ended on March 18, 2016. Individuals and agencies that received these

notices included owners of properties within 300 feet of the project site and potentially interested parties, including regional and state agencies. During the public review and comment period, two comment letters were submitted to the Planning Department by interested parties.

On the basis of public comments on the NOP/IS, potential areas of controversy for the proposed project include the following public concerns:

- Explain the amount of affordable housing to be included in the proposed project (addressed in the NOP/IS on pp. 9, 47, 59, and 149; and in Chapter 2, Project Description, p. 2.10).
- Revise the project to provide more family housing (the mix of types of residential units is identified in Chapter 2, Project Description, pp. 2.9-2.10).
- Analyze pedestrian safety impacts, including impacts on the high percentage of seniors and disabled persons who live in the Tenderloin neighborhood (see the Pedestrian subsection of Section 4.C, Transportation and Circulation, pp. 4.C.45-4.C.46).
- Present additional best management practices to reduce construction noise (noise impacts and improvement measures are presented in the NOP/IS on pp. 71-96).
- Present a thorough analysis of cumulative impacts from the many residential development projects proposed in the vicinity, including 1066 Market Street, which was omitted from the list of cumulative projects (the development projects considered in the analysis of the proposed project's contribution to cumulative environmental impacts are listed on pp. 38-40 of the NOP/IS as well as in Table 4.A.1 on EIR p. 4.A.7 and include 1066 Market Street; cumulative impacts are analyzed for each of the environmental topics in the NOP/IS as well as in the discussions of Historic Architectural Resources [Section 4.B] and Transportation and Circulation [Section 4.C] in this EIR).

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

An additional area of controversy may emerge regarding the provisions of CEQA Section 21099 as they relate to the proposed project and this EIR. Section 21099(d) directs that the aesthetic and parking impacts of mixed-use infill projects located in transit priority areas are not considered impacts on the environment under CEQA. The proposed project meets the definition of a mixed-use infill project in a transit priority area. Accordingly, this EIR does not contain a separate discussion of the topic of aesthetics. The EIR nonetheless provides visual simulations for informational purposes as part of Chapter 2, Project Description.

In addition, CEQA Section 21099(b)(1) requires that the Governor's Office of Planning and Research (OPR) develop revisions to the CEQA Guidelines establishing criteria for determining the significance of transportation impacts of projects that promote the "reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses." CEQA Section 21099(b)(2) states that upon certification of the revised CEQA Guidelines for determining transportation impacts pursuant to Section 21099(b)(1), automobile delay, as

described solely by level of service (LOS) or similar measures of vehicular capacity or traffic congestion, shall not be considered a significant impact on the environment under CEQA.

In January 2016, OPR published for public review and comment a *Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA*[1] (proposed transportation impact guidelines) recommending that transportation impacts for projects be measured using a vehicle miles traveled (VMT) metric, rather than the LOS metric. VMT measures the amount and distance that a project might cause people to drive, accounting for the number of passengers within a vehicle.

OPR's proposed transportation impact guidelines provide substantial evidence that VMT is an appropriate standard to use in analyzing transportation impacts to protect environmental quality and a better indicator of greenhouse gas, air quality, and energy impacts than automobile delay. Acknowledging this, San Francisco Planning Commission Resolution 19579, adopted on March 3, 2016:

- Found that automobile delay, as described solely by LOS or similar measures of vehicular capacity or traffic congestion, shall no longer be considered a significant impact on the environment pursuant to CEQA, because it does not measure environmental impacts and therefore it does not protect environmental quality.
- Directed the Environmental Review Officer to remove automobile delay as a factor in determining significant impacts pursuant to CEQA for all guidelines, criteria, and list of exemptions, and to update the Transportation Impact Analysis Guidelines for Environmental Review and Categorical Exemptions from CEQA to reflect this change.
- Directed the Environmental Planning Division and Environmental Review Officer to replace automobile delay with VMT criteria, which promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses, consistent with proposed and forthcoming changes to the CEQA Guidelines by OPR.

Planning Commission Resolution 19579 became effective immediately for all projects that have not received a CEQA determination and all projects that have previously received CEQA determinations, but require additional environmental analysis.

Accordingly, this EIR does not contain a discussion of automobile delay impacts. Instead, a VMT and induced automobile travel impact analysis is provided in Section 4.C, Transportation and Circulation. Nonetheless, automobile delay may be considered by decision-makers, independent of the environmental review process, as part of their decision to approve, modify, or

[1] Governor's Office of Planning and Research (OPR), *Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA*, January 2016. Available online at https://www.opr.ca.gov/s_sb743.php. Accessed March 26, 2016.

disapprove the proposed project. (See Section 4.A, Introduction, pp. 4.A.1-4.A.3, for further discussion of CEQA Section 21099.)

1. INTRODUCTION

A. PROJECT SUMMARY

The 1028 Market Street project site is located mid-block on the north side of Market Street between Taylor and Jones streets in San Francisco's Downtown/Civic Center neighborhood (see Figure 2.1: Project Location on p. 2.4). The project site (Assessor's Block 0350, Lot 002) is in a Downtown General Commercial (C-3-G) Zoning District and a 120-X Height and Bulk District. The project site is developed with a two-story, reinforced concrete building constructed in 1907, which is identified as a contributing structure to the Market Street Theatre and Loft National Register Historic District and the CRHR-eligible Tenderloin LGBTQ Historic District. The project site is also located within the proposed Mid-Market Special Use District (SUD).

With the proposed project, the existing 33,310-gross-square-foot (gsf) Golden Gate Building would be demolished and a 13-story, 178,308-gsf mixed-use building with one below-grade basement level would be constructed in its place. The proposed building would be about 120 feet tall (not including the 20-foot-tall mechanical penthouse) and would have 148,119 gsf of residential uses with up to 186 residential units on the 2nd through 13th floors, 9,657 gsf of retail/restaurant uses at the ground floor, and 15,556 gsf of below-grade basement level parking and circulation space as well as storage and mechanical space. Four separate retail/restaurant spaces would be provided, three on Market Street, to the west of the main residential entrance, and one on Golden Gate Avenue at the northwest corner of the project site. The project site's Golden Gate Avenue frontage would be improved with new street trees and an expanded sidewalk. The proposed project would provide 40 subsurface parking spaces, including two Americans with Disabilities Act (ADA)-accessible spaces and one car-share space; two service vehicle loading spaces; and 123 Class 1 and 22 Class 2 bicycle parking spaces. Vehicular access would be provided from a new 12-foot-wide curb cut and driveway on Golden Gate Avenue at the northeastern end of the project site. The proposed project would meeting the inclusionary housing requirement by providing a minimum of 22 on-site below market rate (BMR) units.

B. PURPOSE OF THIS ENVIRONMENTAL IMPACT REPORT

This Environmental Impact Report (EIR) has been prepared by the San Francisco Planning Department (Planning Department) in the City and County of San Francisco, the Lead Agency for the proposed project, in compliance with the provisions of the California Environmental Quality Act (CEQA) and the CEQA Guidelines (California Public Resources Code Section 21000 et seq., and California Code of Regulations Title 14, Section 15000 et seq., "CEQA Guidelines"), and Chapter 31 of the San Francisco Administrative Code. The lead agency is the public agency that has the principal responsibility for carrying out or approving a project.

Pursuant to CEQA Guidelines Section 15161, this is a project-level EIR, defined as an EIR that examines the physical environmental impacts of a specific development project. The project sponsor has provided sufficient information about the proposed project for a project-level analysis to be conducted. This EIR assesses the proposed project's potentially significant impacts in the areas of historic architectural resources and transportation and circulation. As defined in CEQA Guidelines Section 15382, a "significant effect on the environment" is:

> . . . a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. An economic or social change by itself shall not be considered a significant effect on the environment. A social or economic change related to a physical change may be considered in determining whether the physical change is significant.

On September 27, 2013, Governor Brown signed Senate Bill (SB) 743, which became effective on January 1, 2014. Among other things, SB 743 added Section 21099 to the California Public Resources Code and eliminated the analysis of aesthetics and parking impacts for certain urban infill projects under CEQA. The proposed project meets the definition of a mixed-use residential project on an infill site located within a transit priority area as specified by CEQA Section 21099(d). Accordingly, this EIR does not contain a separate discussion of the topic of Aesthetics, which can no longer be considered in determining the significance of the proposed project's physical environmental effects under CEQA. The EIR nonetheless provides visual simulations for informational purposes in Chapter 2, Project Description. In addition, parking is discussed for informational purposes in Section 4.C, Transportation and Circulation. (See Section 4.A, Introduction, pp. 4.A.1-4.A.3, for further discussion of SB 743 and CEQA Section 21099.)

In addition, CEQA Section 21099(b)(1) requires that the Governor's Office of Planning and Research (OPR) develop revisions to the CEQA Guidelines establishing criteria for determining the significance of transportation impacts of projects that promote the "reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses." CEQA Section 21099(b)(2) states that upon certification of the revised CEQA Guidelines for determining transportation impacts pursuant to Section 21099(b)(1), automobile delay, as described solely by level of service (LOS) or similar measures of vehicular capacity or traffic congestion, shall not be considered a significant impact on the environment under CEQA.

In January 2016, OPR published for public review and comment a *Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA*[1] (proposed transportation impact guidelines) recommending that transportation impacts for projects be

[1] Governor's Office of Planning and Research (OPR), *Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA*, January 2016. Available online at https://www.opr.ca.gov/s_sb743.php. Accessed March 26, 2016.

measured using a vehicle miles traveled (VMT) metric, rather than the LOS metric. VMT measures the amount and distance that a project might cause people to drive, accounting for the number of passengers within a vehicle.

OPR's proposed transportation impact guidelines provides substantial evidence that VMT is an appropriate standard to use in analyzing transportation impacts to protect environmental quality and a better indicator of greenhouse gas, air quality, and energy impacts than automobile delay. Acknowledging this, San Francisco Planning Commission Resolution 19579, adopted on March 3, 2016:

- Found that automobile delay, as described solely by LOS or similar measures of vehicular capacity or traffic congestion, shall no longer be considered a significant impact on the environment pursuant to CEQA, because it does not measure environmental impacts and therefore it does not protect environmental quality.
- Directed the Environmental Review Officer to remove automobile delay as a factor in determining significant impacts pursuant to CEQA for all guidelines, criteria, and list of exemptions, and to update the Transportation Impact Analysis Guidelines for Environmental Review and Categorical Exemptions from CEQA to reflect this change.
- Directed the Environmental Planning Division and Environmental Review Officer to replace automobile delay with VMT criteria, which promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses, consistent with proposed and forthcoming changes to the CEQA Guidelines by OPR.

Planning Commission Resolution 19579 became effective immediately for all projects that have not received a CEQA determination and all projects that have previously received CEQA determinations, but require additional environmental analysis.

Accordingly, this EIR does not contain a discussion of automobile delay impacts. Instead, a VMT and induced automobile travel impact analysis is provided in Section 4.C, Transportation and Circulation. Nonetheless, automobile delay may be considered by decision-makers, independent of the environmental review process, as part of their decision to approve, modify, or disapprove the proposed project.

As determined and guided by findings of the Initial Study (see Appendix A to this EIR), this EIR assesses potentially significant impacts of the proposed project. As stated in CEQA Guidelines Section 15121(a), an EIR is an informational document intended to inform public agency decision-makers and the public of the significant environmental effects of a project, identify possible ways to minimize the significant effects, and analyze reasonable alternatives to the project. CEQA requires that public agencies not approve projects until all feasible means

available have been employed to substantially lessen the significant environmental effects of such projects.[2]

Before any discretionary project approvals may be granted for the proposed project, the San Francisco Planning Commission (Planning Commission) must certify the EIR as adequate, accurate, and objective. EIR adequacy is defined in CEQA Guidelines Section 15151, Standards for Adequacy of an EIR, which states:

> An EIR should be prepared with a sufficient degree of analysis to provide decisionmakers with information which enables them to make a decision which intelligently takes account of environmental consequences. An evaluation of the environmental effects of a proposed project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in the light of what is reasonably feasible. Disagreement among experts does not make an EIR inadequate, but the EIR should summarize the main points of disagreement among the experts. The courts have looked not for perfection but for adequacy, completeness, and a good faith effort at full disclosure.

The degree of specificity required in an EIR should "correspond to the degree of specificity involved in the underlying activity which is described in the EIR" (CEQA Guidelines Section 15146).

City decision-makers will use the certified EIR, along with other information and public processes, to determine whether to approve, modify, or disapprove the proposed project, and to require any feasible mitigation measures as conditions of project approval.

C. ENVIRONMENTAL REVIEW PROCESS

An Environmental Evaluation Application for the 1028 Market Street project was submitted to the Planning Department on April 17, 2014.

The environmental review process for this project includes a number of steps: publication and circulation for public comment of a Notice of Preparation/Initial Study (NOP/IS), publication of a Draft EIR for public review and comment, preparation and publication of responses to public and agency comments on the Draft EIR, and certification of the Final EIR. The environmental review process is initiated when a project sponsor files an Environmental Evaluation Application.

[2] "Feasible" means capable of being accomplished in a successful manner within a reasonable period of time taking into account economic, environmental, social, and technological factors (Public Resources Code Section 21061.1).

NOTICE OF PREPARATION/INITIAL STUDY

The Planning Department prepared an Initial Study and published a Notice of Preparation of an EIR on February 17, 2016, announcing the intent to prepare and distribute a focused EIR (the NOP/IS is included as Appendix A).

Environmental Effects Found to Be Less than Significant in the Initial Study

The NOP/IS found that the following potential individual and cumulative environmental effects of the project, as fully analyzed in the NOP/IS, would be less than significant (LTS)[3]:

- Land Use and Land Use Planning (all topics)
- Population and Housing (all topics)
- *Cultural Resources* (all topics except Historic Architectural Resources)
- Noise (all topics)
- *Air Quality* (all topics)
- Greenhouse Gas Emissions (all topics)
- Wind and Shadow (all topics)
- Recreation (all topics)
- Utilities and Service Systems (all topics)
- Public Services (all topics)
- Biological Resources (all topics)
- Geology and Soils (all topics)
- Hydrology and Water Quality (all topics)
- Hazards and Hazardous Materials (all topics)
- Mineral and Energy Resources (all topics)
- Agricultural and Forest Resources (all topics)

Environmental Effects Requiring Further Study in the EIR

The NOP/IS determined that the proposed project could result in potentially significant environmental impacts, and that an EIR is required under CEQA to analyze the following environmental topics:

- Cultural Resources (Historic Architectural Resources only)
- Transportation and Circulation

[3] If environmental impacts were found to be less than significant with mitigation for at least one topic, the section title is *italicized.*

As noted above, the proposed project is subject to CEQA Section 21099(d), which eliminates aesthetics and parking as impacts that can be considered in determining the significance of physical environmental effects under CEQA for projects meeting certain criteria. Accordingly, this EIR does not contain a separate discussion of the topic of Aesthetics. The EIR nonetheless provides visual simulations for informational purposes as part of Chapter 2, Project Description. This EIR discusses parking for informational purposes only in Section 4.C, Transportation and Circulation. (See Section 4.A, Introduction, pp. 4.A.1-4.A.3, for further discussion of SB 743 and CEQA Section 21099.)

PUBLIC REVIEW OF AND COMMENT ON THE NOP/IS

Publication of the NOP/IS initiated a 30-day public review and comment period that began on February 18, 2016, and ended on March 18, 2016. During the public review and comment period, two letters were submitted to the Planning Department by interested parties. The comment letters received in response to the NOP/IS are available for review at the Planning Department offices as part of Case File No. 2014.0241E. The Planning Department has considered the comments made by the public in preparation of the Draft EIR for the proposed project. Comments on the NOP/IS that relate to environmental issues are summarized below and are addressed in the NOP/IS (see Appendix A) or in this EIR, as noted.

Comments on the NOP/IS raise the following environmental issues that are addressed either in the NOP/IS or in this EIR:

- Explain the amount of affordable housing to be included in the proposed project (addressed in the NOP/IS on pp. 9, 47, 59, and 149; and in Chapter 2, Project Description, p. 2.10).
- Revise the project to provide more family housing (the mix of types of residential units is identified in Chapter 2, Project Description, pp. 2.9-2.10).
- Analyze pedestrian safety impacts, including impacts on the high percentage of seniors and disabled persons who live in the Tenderloin neighborhood (see the Pedestrian subsection of Section 4.C, Transportation and Circulation, pp. 4.C.45-4.C.46).
- Present additional best management practices to reduce construction noise as suggested by a comment (noise impacts and improvement measures are presented in the NOP/IS on pp. 71-96).
- Present a thorough analysis of cumulative impacts from the many residential development projects proposed in the vicinity, including 1066 Market Street, which was omitted from the list of cumulative projects (the development projects considered in the analysis of the proposed project's contribution to cumulative environmental impacts are listed on pp. 38-40 of the NOP/IS as well as in Table 4.A.1 on EIR p. 4.A.7 and include 1066 Market Street; cumulative impacts are analyzed for each of the environmental topics in the NOP/IS as well as in the discussions of Historic Architectural Resources [Section 4.B] and Transportation and Circulation [Section 4.C] in this EIR).

DRAFT EIR

This Draft EIR has been prepared in accordance with CEQA and the CEQA Guidelines. It provides an analysis of the project-specific physical environmental impacts of construction and operation of the proposed project, and the project's contribution to the environmental impacts from past, present, and reasonably foreseeable future development in the project site vicinity and the city as a whole.

Copies of the Draft EIR are available at the Planning Information Counter, San Francisco Planning Department, 1660 Mission Street, 1st Floor. The Draft EIR is also available for viewing or downloading at the Planning Department website, http://tinyurl.com/sfceqadocs, by choosing the link for Negative Declarations and EIRs under "Current Documents for Public Review" and searching for Case File No. 2014.0241E. You may also request that a copy be sent to you by calling (415) 575-9030 or emailing the Environmental Review Coordinator, Rachel Schuett, at rachel.schuett@sfgov.org.

All documents referenced in this Draft EIR, and the distribution list for the Draft EIR, are available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

How to Comment on the Draft EIR

This Draft EIR was published on September 21, 2016. There will be a public hearing before the Planning Commission during the 47-day public review and comment period for this EIR to solicit public comment on the adequacy and accuracy of information presented in this Draft EIR. The public comment period for this EIR is September 22, 2016 to November 7, 2016. The public hearing on this Draft EIR has been scheduled before the Planning Commission for October 27, 2016 in Room 400, City Hall, 1 Dr. Carlton B. Goodlett Place, beginning at 12:00 p.m. or later. Please call (415) 558-6422 the week of the hearing for a recorded message giving a more specific time. In addition, members of the public are invited to submit written comments on the adequacy of the document, that is, whether this Draft EIR identifies and analyzes the possible environmental impacts and identifies appropriate mitigation measures. Comments are most helpful when they suggest specific alternatives and/or additional measures that would better mitigate significant environmental effects.

Written comments should be submitted to:

Lisa M. Gibson, Acting Environmental Review Officer
Re: 1028 Market Street Project Draft EIR
San Francisco Planning Department
1650 Mission Street, Suite 400
San Francisco, CA 94103
lisa.gibson@sfgov.org

Comments may also be submitted by email to lisa.gibson@sfgov.org. Comments must be received by 5:00 p.m. on November 7, 2016.

Commenters are not required to provide personal identifying information. All written and oral communications, including submitted personal contact information, may be made available to the public for inspection and copying upon request and may appear on the Planning Department's website or in other public documents.

Only commenters on the Draft EIR will be permitted to file an appeal of the certification of the Final EIR to the Board of Supervisors.

Other Hearings Known at the Time of Draft EIR Publication

There will be a hearing before the Historic Preservation Commission regarding this proposed project on October 19, 2016 in Room 400, City Hall, 1 Dr. Carlton B. Goodlett Place, beginning at 12:30 p.m. or later.[4] Please call (415) 558-6320 the week of the hearing for a recorded message giving a more specific time.

FINAL EIR

Following the close of the Draft EIR public review and comment period, the Planning Department will prepare and publish a document entitled "Responses to Comments," which will contain a copy of all comments on this Draft EIR and the City's responses to those comments, along with copies of the letters received and a transcript of the Planning Commission public hearing on the Draft EIR. This Draft EIR, together with the Responses to Comments document, will be considered by the Planning Commission in an advertised public meeting, and then certified as a Final EIR, if deemed adequate.

The Planning Commission will use the information in the Final EIR in their deliberations on whether to approve, modify, or deny the proposed project or aspects of the proposed project. If the Planning Commission decides to approve the proposed project, its approval action must include findings that identify significant project-related impacts that would result; discuss mitigation measures or alternatives that have been adopted to reduce significant impacts to less-than-significant levels; determine whether mitigation measures or alternatives are within the jurisdiction of other public agencies; and explain reasons for rejecting mitigation measures or alternatives if any are infeasible for legal, social, economic, technological, or other reasons.

A Mitigation Monitoring and Reporting Program (MMRP) must be adopted by the Planning Commission as part of the adoption of the CEQA findings and project approvals to the extent that mitigation measures are made part of the proposed project. The MMRP identifies the measures

[4] Note that this is not a public hearing on the Draft EIR to receive public comments.

included in the proposed project or imposed by the decision-makers as conditions of approval, the entities responsible for carrying out the measures, and the timing of implementation. If significant unavoidable impacts would remain after all feasible mitigation measures are implemented, the approving body, if it elects to approve the proposed project, must adopt a statement of overriding considerations explaining how the benefits of the proposed project would outweigh the significant impacts.

D. ORGANIZATION OF THIS EIR

This EIR is organized into eight chapters and one appendix, as described below.

The Summary chapter provides a concise overview of the proposed project and the necessary approvals; the environmental impacts that would result from the proposed project; mitigation measures identified to reduce or eliminate these impacts; project alternatives; and areas of known controversy and issues to be resolved.

Chapter 1, Introduction, describes the type, purpose, and function of the EIR; the environmental review process and comments received on the NOP/IS; and the organization of the EIR.

Chapter 2, Project Description, presents details about the proposed project and the approvals required to implement it.

Chapter 3, Plans and Policies, describes any inconsistencies between the proposed project and applicable federal, state, regional, and local plans and policies.

Chapter 4, Environmental Setting and Impacts, addresses the topics of Historic Architectural Resources in Section 4.B and Transportation and Circulation in Section 4.C. Each topic section includes the environmental setting; regulatory framework; approach to analysis; project-specific and cumulative impacts; and mitigation measures and improvement measures, when appropriate.

Chapter 5, Other CEQA Issues, addresses potential growth-inducing impacts of the proposed project, and identifies significant effects that cannot be avoided if the proposed project is implemented and areas of known controversy and project-related issues that have not been resolved.

Chapter 6, Alternatives, presents and analyzes a range of alternatives to the proposed project. Four alternatives are described and evaluated: No Project Alternative, Full Preservation Alternative, Partial Preservation Alternative, and Compatible Design Alternative. This chapter identifies the environmentally superior alternative. It also discusses any alternatives considered for analysis in the EIR but rejected, and gives the reasons for rejection.

Chapter 7, Report Preparers, identifies the EIR authors and the agencies, organizations, and individuals who were consulted during preparation of the Draft EIR. In addition, the project sponsor, their attorneys, and any consultants working on their behalf are listed.

Appendix A: Notice of Preparation/Initial Study, presents the NOP/IS for the proposed project.

2. PROJECT DESCRIPTION

A. PROJECT OVERVIEW

The 1028 Market Street project site is located mid-block on the north side of Market Street between Taylor and Jones streets, to the east and west, respectively, in San Francisco's Downtown/Civic Center neighborhood. The project site block is bounded by Golden Gate Avenue to the north, Taylor Street to the east, Market Street to the south, and Jones Street to the west.[1] The project site has two frontages – one on Market Street and one on Golden Gate Avenue – and shares its east and west property lines with the adjacent surface parking lot/two-story commercial building to the west and the four-story mixed-use development to the east.

The project site is developed with a 33,310-gross-square-foot (gsf), two-story, 37-foot-tall commercial building over a partial basement. The existing building, known historically as the Golden Gate Building, was constructed in 1907, and is considered a historical resource as a contributing structure to the Market Street Theatre and Loft National Register Historic District (MSTL District), which is listed on the National Register of Historic Places and the Tenderloin Lesbian-Gay-Bisexual-Transgender-Queer (LGBTQ) Historic District, which has been determined to be eligible for listing on the California Register of Historical Resources (CRHR). The renovated storefront and ground-floor space along Market Street has been used as a temporary food pavilion for local vendors since October 2014.

The project sponsor, LCL Global-1028 Market Street LLC, proposes demolition of the 33,310-gsf Golden Gate Building, and in its place, construction of a 13-story, 178,308-gsf mixed-use building with one below-grade basement level. The proposed building would have 148,119 gsf of residential uses with up to 186 residential units on the 2nd through 13th floors, 9,657 gsf of retail/restaurant uses at the ground floor, and 15,556 gsf of below-grade basement level space devoted to parking, circulation, bicycle storage, tenant storage, materials storage, and mechanical, electrical, and plumbing systems. The ground floor would also include the residential lobby, a mail room, a bicycle storage area, circulation spaces, and back of house functions, e.g. the residential and retail trash rooms. Approximately 7,457 square feet (sq. ft.) of common open space would be provided at the 2nd floor and on the rooftop. Private open space for 14 of the proposed 186 residential units would be provided on the 4th through 12th floors in the form of balconies and private terraces. The proposed project would include improvements to the Golden Gate Avenue right-of-way, specifically a 6-foot extension of the existing 10-foot-wide sidewalk along the project site frontage.

[1] Market Street is oriented in a northeast-southwest direction, but is referred to as an east-west street in this document. Taylor and Jones streets are referred to as north-south streets in this document. This convention is used to describe the locations of other buildings and uses in relation to the project site.

The proposed project would provide 40 subsurface parking spaces, including two ADA-accessible spaces and one car-share space; two service vehicle loading spaces; and 123 Class 1 and 22 Class 2 bicycle parking spaces. The main entrance to the residential portion of the proposed building would be through a lobby entrance at the east end of the Market Street frontage. Pedestrian access to the residential units would also be available from Golden Gate Avenue. Four separate retail/restaurant spaces would located on Market Street, to the west of the main residential entrance, and on Golden Gate Avenue at the northwest corner of the project site. Vehicular access would be provided from a 12-foot-wide curb cut and driveway on Golden Gate Avenue at the east end of the project site.

B. PROJECT SPONSOR'S OBJECTIVES

The project sponsor seeks to achieve the following objectives by undertaking the 1028 Market Street project:

- To redevelop a large, underutilized site with a range of dwelling units, ground-floor commercial and retail uses, and open space amenities.
- To create a mixed-use project consistent with C-3-G Zoning District controls and the objectives and policies of the *San Francisco General Plan's* Downtown Plan and its Housing, Urban Design, and Transportation Elements.
- To build a substantial number of residential units on the site to contribute to the *General Plan's* Housing Element goals, Association of Bay Area Governments' Regional Housing Needs Allocation for the City and County of San Francisco, and to respond to the City's current shortage of housing.
- To provide affordable dwelling units on site, pursuant to the City's Inclusionary Affordable Housing Program.
- To provide neighborhood services on the ground floor for residents and neighbors.
- To construct streetscape improvements and retail that serve neighborhood residents and workers, and enliven pedestrian activity on Market Street and Golden Gate Avenue.
- To provide open space that will enhance the quality of life for the project's residents both in the form of private balconies and shared open spaces on the roof and courtyards.
- To build a project that demonstrates exemplary commitment to the principles of environmental sustainability through its transportation planning, energy and water usage, materials selection, indoor environmental quality, and waste management.
- To construct a high-quality project that includes a sufficient number of residential units and amount of commercial space to make economically feasible the redevelopment of the site, produce a reasonable return on investment for the project sponsor and its investors, attract investment capital and construction financing, and generate sufficient revenue to subsidize the project's planned below market rate units.

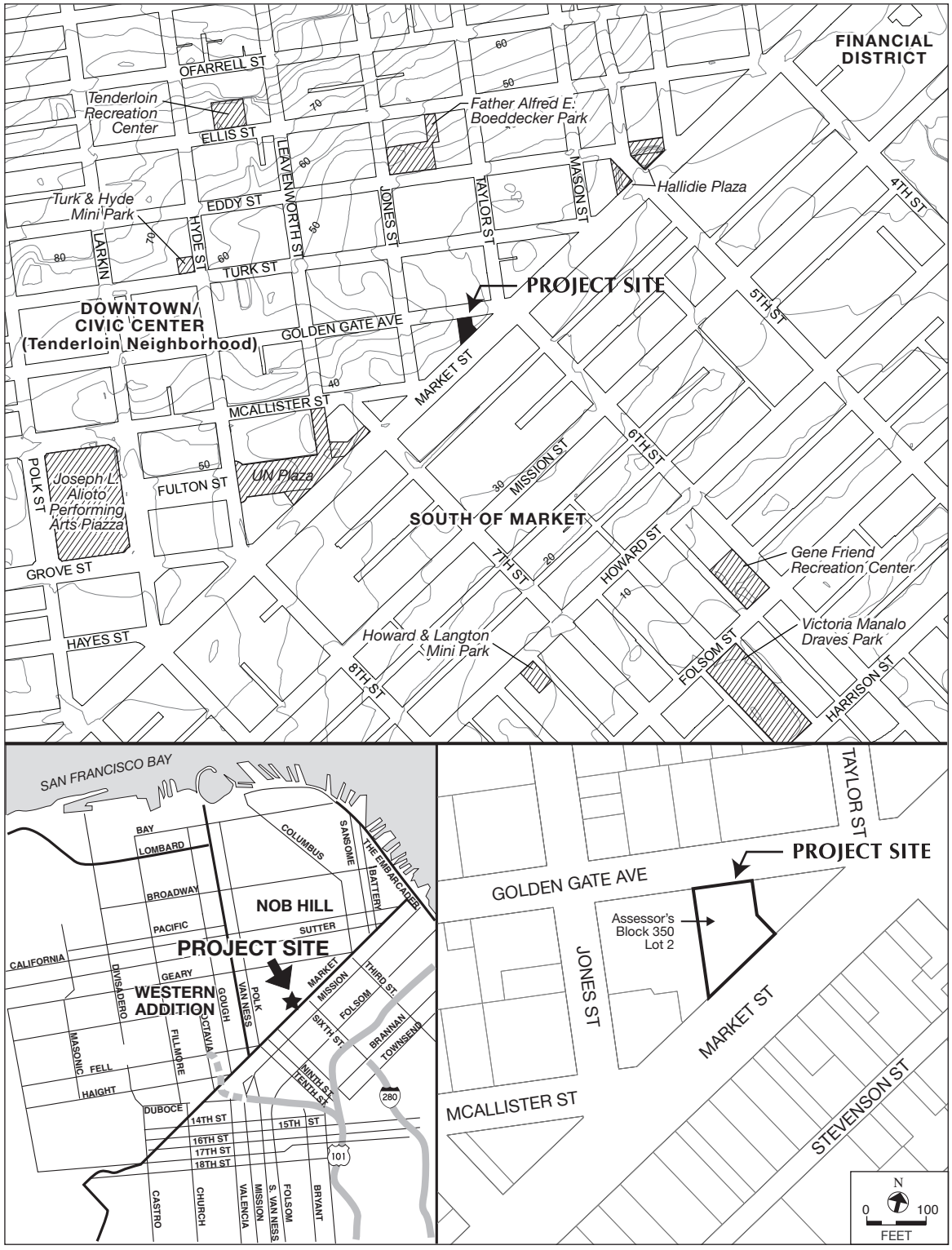
C. PROJECT LOCATION AND SITE

The 1028 Market Street project site (Assessor's Block 0350, Lot 002) is located within the Downtown Plan area along the southern edge of San Francisco's Downtown/Civic Center neighborhood on the north side of Market Street (see Figure 2.1: Project Location). Within the Downtown / Civic Center neighborhood are micro-neighborhoods and smaller districts, such as the Tenderloin neighborhood, the MSTL District, and the CRHR-eligible Tenderloin LGBTQ Historic District, of which this project site is a part. The project site is located in the middle of a triangular-shaped block bounded by Golden Gate Avenue to the north, Taylor Street to the east, Market Street to the south, and Jones Street to the west. Immediately adjacent to and west of the project site at 1066 Market Street (Assessor's Block 0350, Lot 003) is a surface parking lot (accessed via Golden Gate Avenue) and a two-story commercial building (fronting Market Street) proposed for redevelopment with a 120-foot-tall mixed-use residential project.[2] Immediately adjacent to and east of the project site at 1000 Market Street (Assessor's Block 0350, Lot 001) is the four-story San Christina Building, constructed in 1913.

The 15,077-sq.-ft. lot is irregularly shaped and slopes downward from north to south (Golden Gate Avenue to Market Street) with an elevation change of approximately 7 feet. The project site has frontages on Market Street and Golden Gate Avenue with the primary project frontage along Market Street. The project site measures 154 feet from east to west along its Market Street frontage, 98 feet from east to west along its Golden Gate Avenue frontage, 182 feet from north to south along its western property line, and 101 feet from north to south along its eastern property line (see Figure 2.2: Existing Site Plan).

Market Street is a major east-west transportation corridor through downtown San Francisco that runs from the Twin Peaks, Upper Market, and Castro neighborhoods to the Ferry Building on The Embarcadero. The project site is well served by local and regional public transit. The San Francisco Municipal Transportation Agency (Muni) operates light rail vehicles underneath Market Street (J Church, KT Ingleside/Third Street, L Taraval, M Ocean View, N Judah), numerous buses and historic streetcars on Market Street (6 Haight/Parnassus, 7 Haight/Noriega, 7R Haight/Noriega Rapid, 9 San Bruno, 9R San Bruno Rapid, 21 Hayes, and F Market and Wharves), and express bus service on Golden Gate Avenue and Turk Street (7X Noriega Express). The Bay Area Rapid Transit District (BART) operates a regional transit system that runs underneath Market Street. The closest entrances to the underground Muni/BART stations are located one block west at United Nations (U.N.) Plaza at the intersection of Charles J. Brenham Place and Market Street (Civic Center Muni/BART station) and one block east at

[2] The proposed project at 1066 Market Street has undergone environmental review. Available online at http://sfmea.sfplanning.org/2013.1753E_PMND.pdf. Accessed March 25, 2016



SOURCE: Turnstone Consulting/SWCA, 2015

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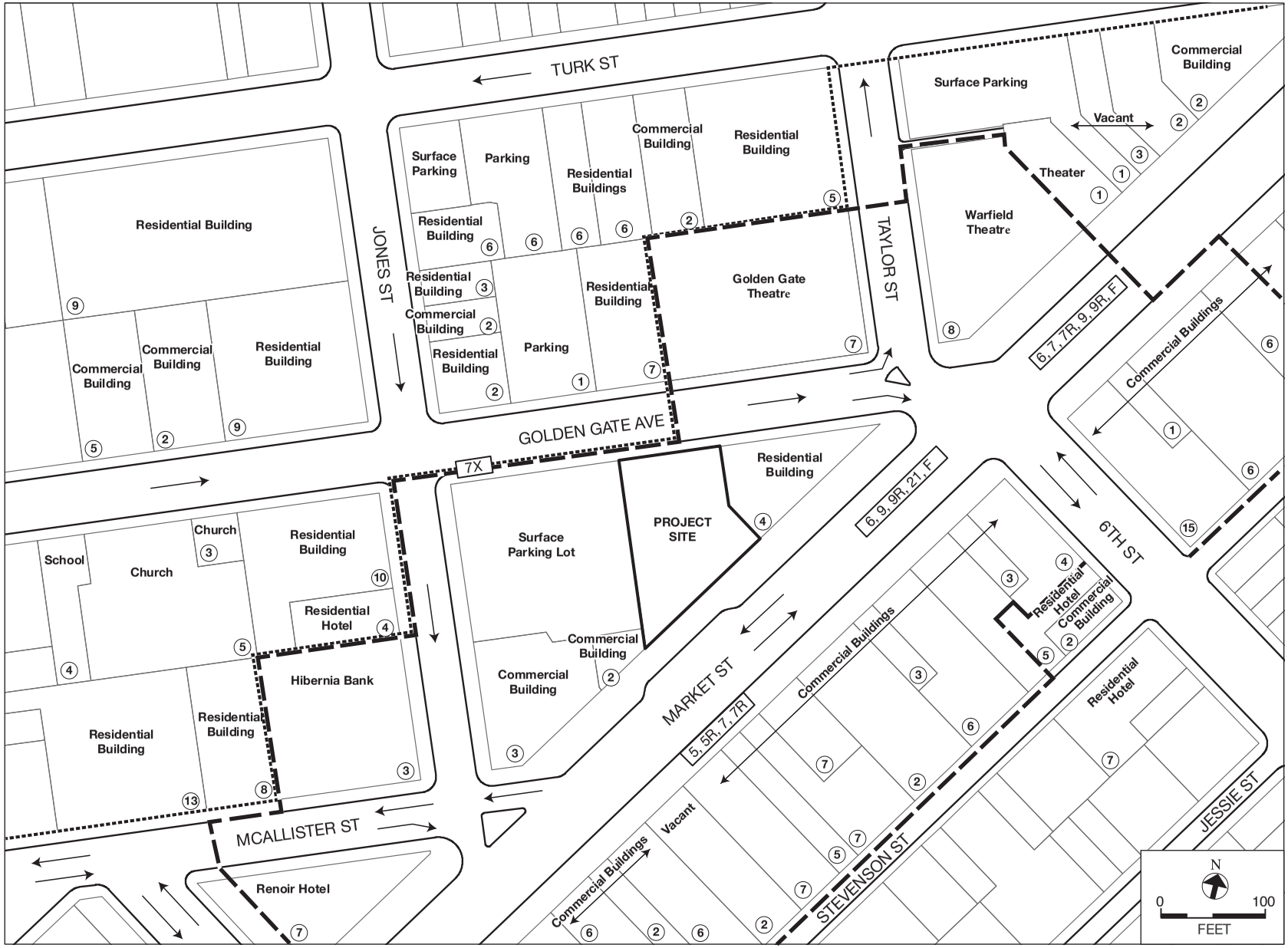
FIGURE 2.1: PROJECT LOCATION



SOURCE: Turnstone Consulting/SCWA

(#) Number Of Stories #, # Muni Transit Stops Market Street Theatre and Loft National Register Historic District Uptown Tenderloin National Register Historic District

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FIGURE 2.2: EXISTING SITE PLAN

Hallidie Plaza at the intersection of Cyril Magnin and Market streets (Powell Muni/BART station). Golden Gate Transit operates surface buses that run on Seventh, Eighth, and Mission streets, and SamTrans operates surface buses on Mission Street.

EXISTING BUILDING ON THE PROJECT SITE

The project site is completely developed with an approximately 33,310-gsf, two-story commercial building over a partial basement[3] that measures 37 feet in height above street-grade,[4] known historically as the Golden Gate Building. There is an existing utility vault under Golden Gate Avenue adjacent to the project site that extends from 3 to 13 feet into the public right-of-way.[5] The Golden Gate Building was previously occupied by theater, retail, and restaurant uses and has been vacant since 2008. However, its storefront and ground floor space along Market Street was recently renovated and has been used as a temporary food pavilion for local vendors under short-term lease arrangements since October 2014. There are no off-street spaces for parking or loading on the project site, and there is no vehicular access.

Pedestrian access is from Market Street and Golden Gate Avenue. The sidewalks on Market Street and Golden Gate Avenue adjacent to the project site are 35 feet wide and 10 feet wide, respectively. There is an approximately 75-foot-long vehicle pullout designated for commercial vehicle loading along the project site's Market Street frontage. At this location the Market Street sidewalk narrows to 26 feet. There are seven mature street trees along the Market Street frontage of the project site and none along the Golden Gate Avenue frontage.

EXISTING ZONING ON THE PROJECT SITE

The project site is in a Downtown General Commercial (C-3-G) Zoning District and a 120-X Height and Bulk District. A base floor area ratio (FAR) of 6:1 is permitted in the C-3-G Zoning District. A maximum FAR of 9:1 is allowable with the use of Transferable Development Rights (TDRs) and subject to applicable height and bulk limitations.[6] The project site is also located in the Mid-Market area of downtown San Francisco, generally between Fifth and Eleventh streets along the Market and Mission corridors, an area covered by the proposed Mid-Market Special Use District (SUD).

[3] The basement partially extends into the Golden Gate Avenue public right-of-way.

[4] Building heights are measured in feet above-grade (or ground surface) or in number of building stories. A building story may be the equivalent of about 10 feet, or 12 to 15 feet if it includes retail, at the ground floor and between 10 and 12 feet for the upper stories.

[5] The project sponsor holds an encroachment permit for the sub-sidewalk basement.

[6] TDRs are units of gross floor area that may be transferred, pursuant to the provisions of Planning Code Section 128 and Article 11, from a Transfer Lot to increase the allowable gross floor area of a development on a Development Lot.

D. PROJECT CHARACTERISTICS

The proposed project would require demolition of the 33,310-gsf Golden Gate Building. In place of the existing building, the project sponsor would construct a 13-story, 178,308-gsf mixed-use building with one below-grade basement level (see Figure 2.3: Proposed Site Plan). The proposed building would be 120 feet tall as measured from the center line on the easternmost building mass along Golden Gate Avenue (not including the rooftop mechanical penthouse/elevator overrun that would terminate approximately 20 feet above the roof) and would have residential floor-to-ceiling heights of 9 feet, 2 inches.

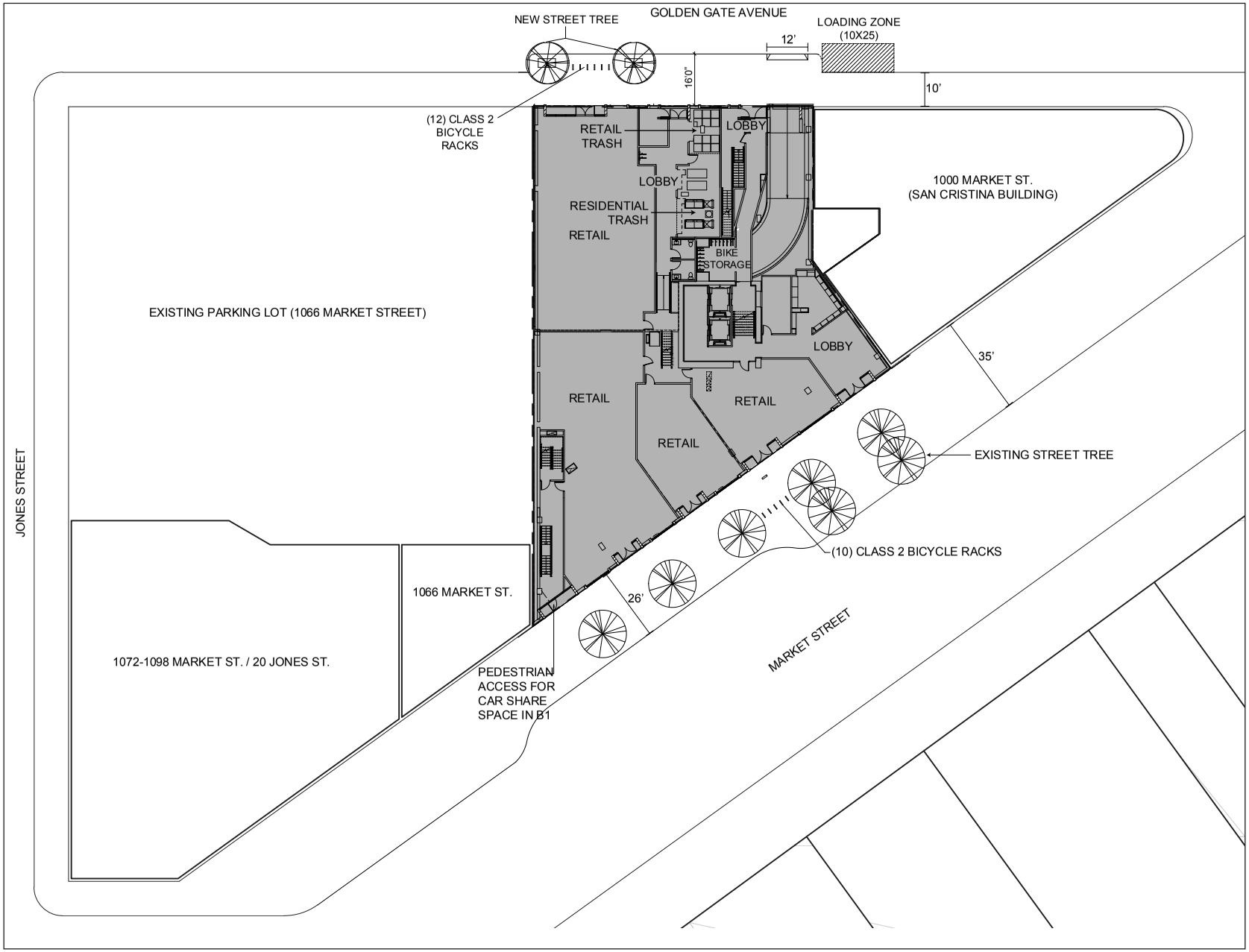
PROPOSED USES

The proposed 178,308-gsf mixed-use building would have 148,119 gsf of residential uses with up to 186 residential units on the 2nd through 13th floors (see Table 2.1: Summary of Proposed Uses and Building Characteristics). The ground floor would include the residential lobby, mail room, bicycle storage area, circulation space, retail/restaurant uses, and back of house functions. The ground floor would also have 9,657 gsf of retail/restaurant space. Primary pedestrian access to the residential portion of the proposed building would be provided through an entrance at the east end of the Market Street frontage. A secondary entrance for the residents would also be provided at the east end of the Golden Gate Avenue frontage, immediately west of the proposed garage driveway.

There would be a fitness center on the 2nd floor, a building management office on the 3rd floor, and tenant storage rooms on the 4th and 5th floors. All Class 1 bicycle parking spaces required for the residential uses would be provided in two separate bicycle storage rooms, one at the ground floor and the other on Basement Level 1. Access to the bicycle storage rooms would be from the Market Street and Golden Gate Avenue residential entrances.[7] One Class 1 space for the retail/restaurant uses would be provided at the ground floor. The required Class 2 bicycle parking spaces for both the residential and retail components of the proposed project would be provided along the Market Street and Golden Gate Avenue sidewalks near the proposed residential and retail entrances.

The below-grade basement level space would be devoted to parking, circulation, bicycle storage, tenant storage, materials storage, and mechanical, electrical and plumbing systems. An approximately 12-foot-deep-by-42-foot-wide utility room for the proposed building's transformer would be located under the east end of the Golden Gate Avenue sidewalk. Access to the 40 subsurface vehicle parking spaces (including one car-share space and two ADA-accessible spaces) and the two service vehicle loading spaces would be provided from Golden Gate Avenue at the east end of the project site via a 12-foot-wide curb cut leading to a one-way, 12-foot-wide

[7] The Class 1 spaces located in Basement Level 1 would be accessed from the ground floor via the residential lobby and centrally located elevators.



SOURCE: Solomon Cordwell Buenz

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FIGURE 2.3: PROPOSED SITE PLAN

parking garage driveway with traffic signals at the top and bottom of the driveway. Pedestrian access to the garage would be from the ground floor via the residential lobby and centrally located elevators. Non-residents would access the car-share space by a separate entrance on the west end of the Market Street frontage.

Table 2.1: Summary of Proposed Uses and Building Characteristics

Uses	**New Construction (gsf)**
Residential (plus Fitness Center, Management Office, Tenant Storage Space)	148,119 gsf
Residential Lobby, Bicycle Storage, Back of House, and Circulation Space	4,976 gsf
Retail/Restaurant	9,657 gsf
Parking, Building Storage, Bicycle Storage, Mechanical, and Circulation Space	15,556 gsf
Total	**178,308 gsf**
Characteristics	
Height	120 feet
No. of Stories	13 stories
No. of Residential Units	**186**
Studio Units	70
Junior One-Bedroom Units	26
One-Bedroom Units	21
Two-Bedroom Units	57
Three-Bedroom Units	12
No. of Off-Street Parking and Loading Spaces	**42**
Service Vehicle Loading [a]	2
ADA-Accessible	2
Car-Share	1
No. of Class 1 Bicycle Parking Spaces [b, c]	**123**
No. of Class 2 Bicycle Parking Spaces [d, e]	**22**

Notes:

[a] Pursuant to Planning Code Section 153(a)(6) the substitution of two service vehicle spaces for each required off-street freight loading space may be made, provided that a minimum of 50 percent of the required number of spaces are provided for freight loading.

[b] A Class 1 bicycle space protects the entire bicycle from theft or weather; examples include lockers, secure bike rooms, or attendant-monitored parking.

[c] Planning Code-required Class 1 spaces for the residential (122) and retail/restaurant uses (1).

[d] A Class 2 bicycle space is located in a publicly accessible, highly visible location intended for transient or short-term use by building visitors, guests, and patrons.

[e] Planning Code-required Class 2 spaces for the residential (9) and retail/restaurant uses (13).

Source: Solomon Cordwell Buenz, January 2016

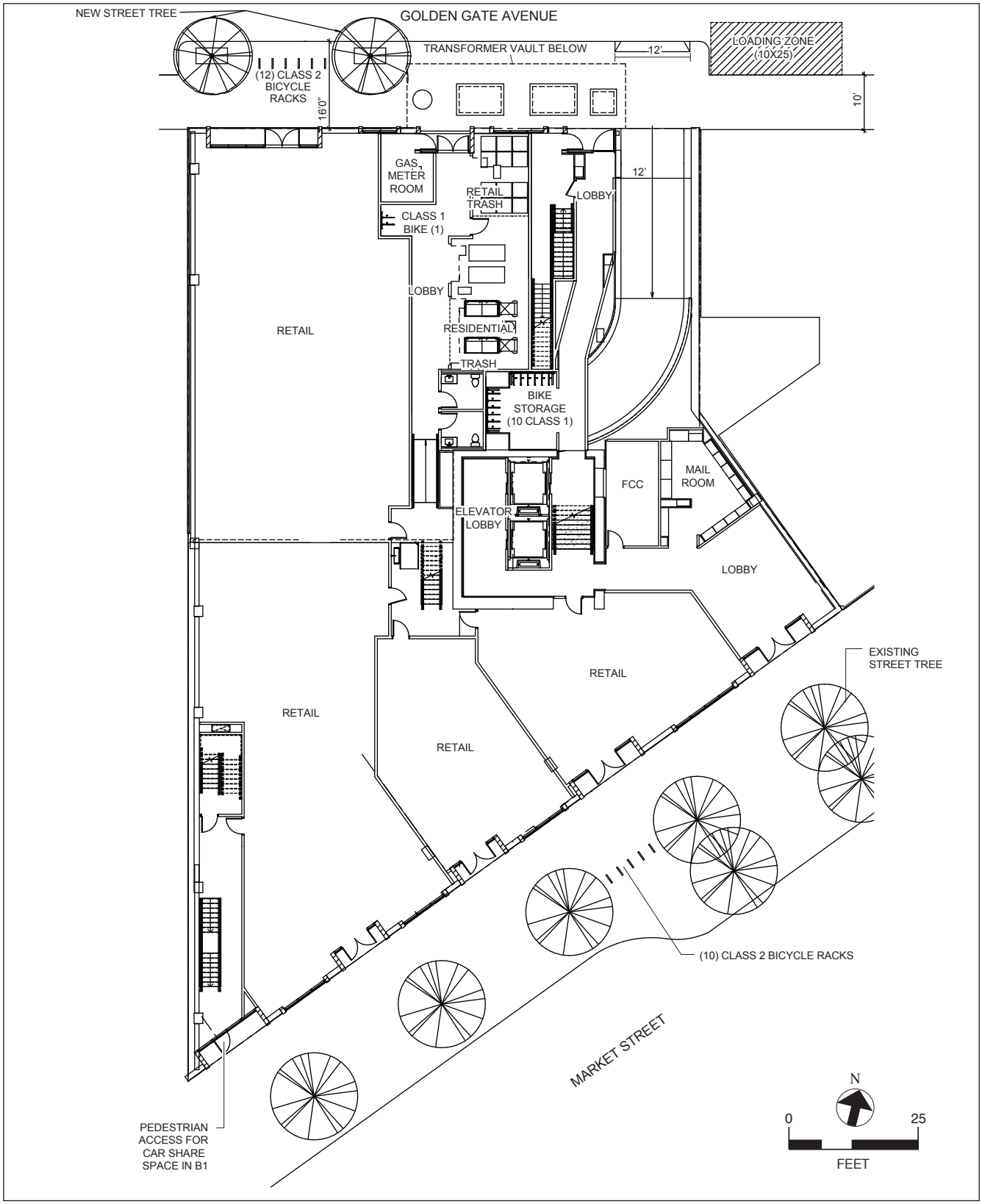
Ground Floor

The 14,633-gsf ground floor would include 4,976 gsf of space for the residential and elevator lobbies, the mail and mechanical rooms, bicycle storage, and pedestrian and vehicular circulation (corridors, stairs, elevators, and garage driveway). (See Figure 2.4: Proposed Ground Floor Plan.) The residential lobby would be accessed at the east end of the Market Street and Golden Gate Avenue frontages. The centrally located elevator lobby and stairs would provide access to the residential floors above. The below-grade parking garage would be accessed via the 12-foot-wide driveway at the east end of the Golden Gate Avenue frontage. Back of house functions such as the residential and retail trash rooms would be accessed from a service entrance at the center of the Golden Gate Avenue frontage. The ground floor would also include 9,657 gsf of space for retail/restaurant uses, divided into four separate retail/restaurant spaces, three along Market Street and one on Golden Gate Avenue. Each of the retail/restaurant spaces would have a separate entrance.

Floors 2 through 13

Residential uses would occupy a total of about 148,119 gsf of building area. The proposed project would provide up to a total of 186 residential units consisting of 70 studio units, 26 junior one-bedroom units, 21 one-bedroom units, 57 two-bedroom units, and 12 three-bedroom units on the 2nd through 13th floors (see Figure 2.5: Proposed 2nd Floor Plan, Figure 2.6: Proposed 3rd Floor Plan, Figure 2.7: Proposed 4th Floor Plan, Figure 2.8: Proposed 5th Floor Plan, Figure 2.9: Proposed 6th Floor Plan, Figure 2.10: Proposed 7th through 11th Floor Plan, and Figure 2.11: Proposed 12th and 13th Floor Plan). Each of the residential floors would have shared circulation and common areas as well as space for building services such as trash and telecommunication rooms. The project sponsor would meet its inclusionary housing obligation by providing a minimum of 22 below market rate (BMR) units on site.

An approximately 1,890-gsf fitness center for residents, with an outdoor terrace fronting Market Street, would be located on the 2nd floor. An approximately 780-gsf building management office would be located on the 3rd floor, and approximately 2,500 gsf of tenant storage space would be located on the 4th and 5th floors. Private open space (2,503 sq. ft.) for 14 units would be provided as private terraces/balconies on the 4th through 12th floors, and 9,179 sq. ft. of common open space would be provided on the 2nd floor (1,722 sq. ft.) and at the rooftop (7,457 sq. ft.). Mechanical equipment, building services such as trash and storage areas, and a diesel backup generator would be located in a rooftop penthouse on the central portion of the roof (see Figure 2.12: Proposed Roof Plan).



SOURCE: Solomon Cordwell Buenz

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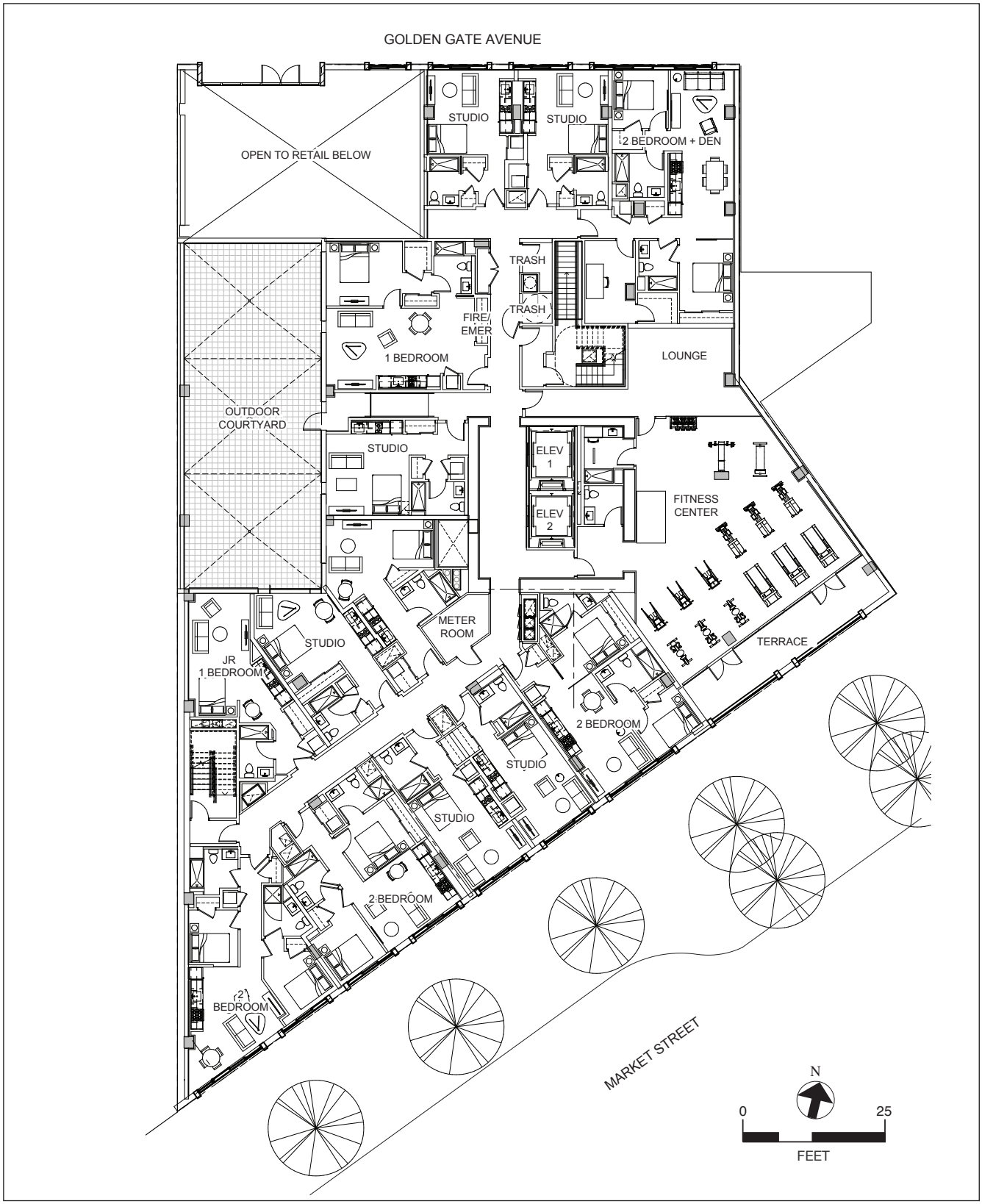
FIGURE 2.4: PROPOSED GROUND FLOOR PLAN



SOURCE: Solomon Cordwell Buenz

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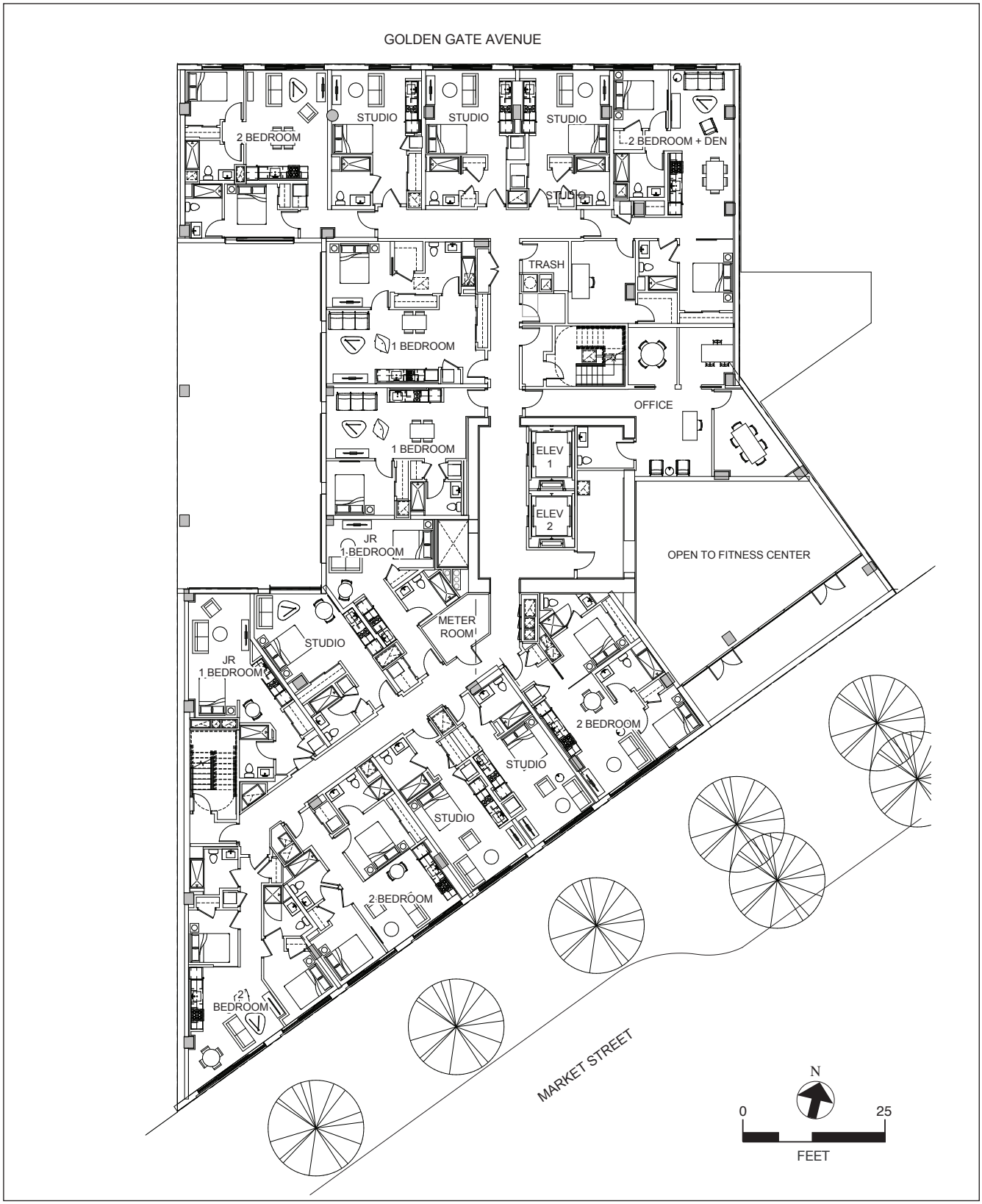
FIGURE 2.5: PROPOSED 2ND FLOOR PLAN



SOURCE: Solomon Cordwell Buenz

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FIGURE 2.6: PROPOSED 3RD FLOOR PLAN

SOURCE: Solomon Cordwell Buenz

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FIGURE 2.7: PROPOSED 4TH FLOOR PLAN

SOURCE: Solomon Cordwell Buenz

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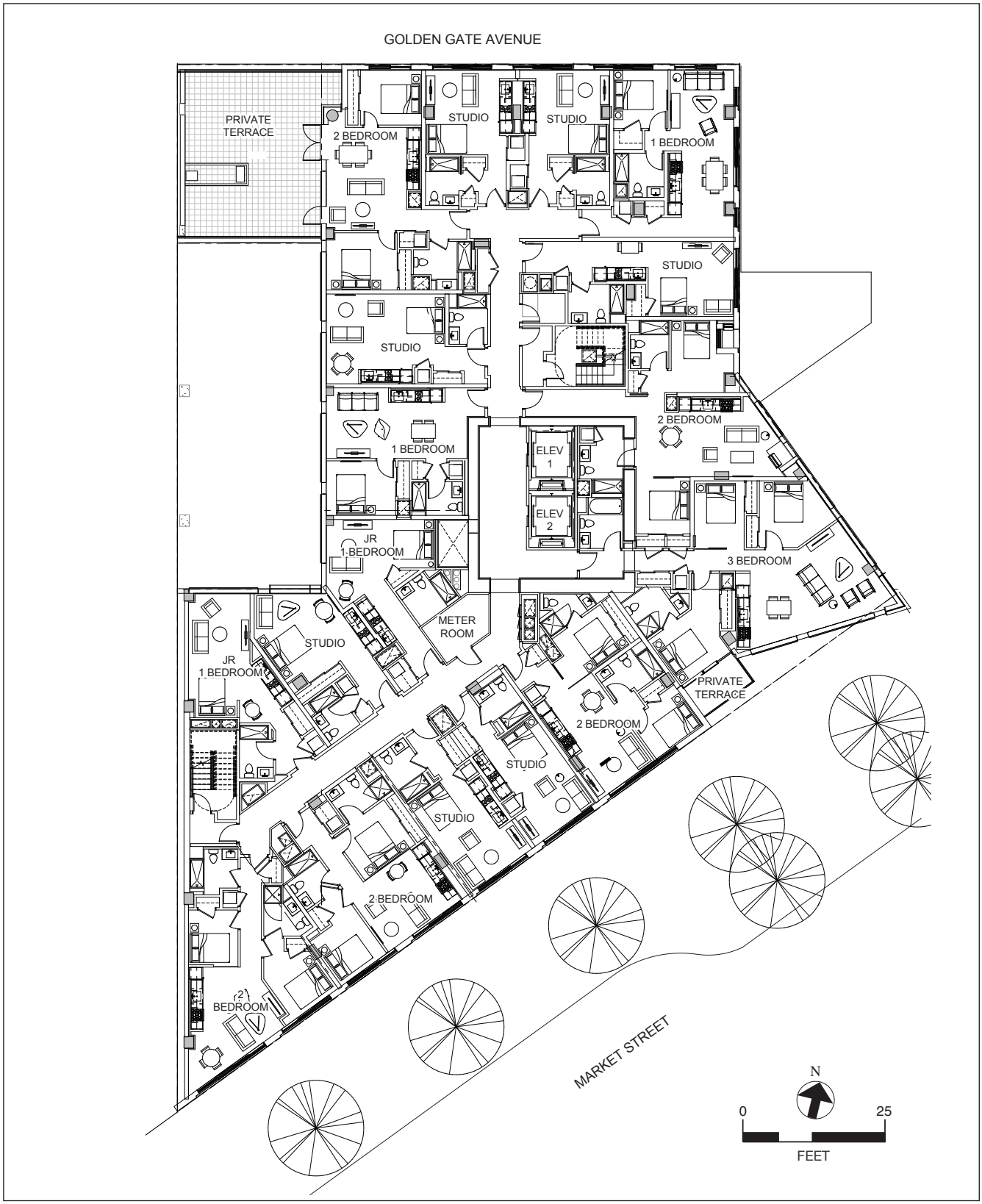
FIGURE 2.8: PROPOSED 5TH FLOOR PLAN



SOURCE: Solomon Cordwell Buenz

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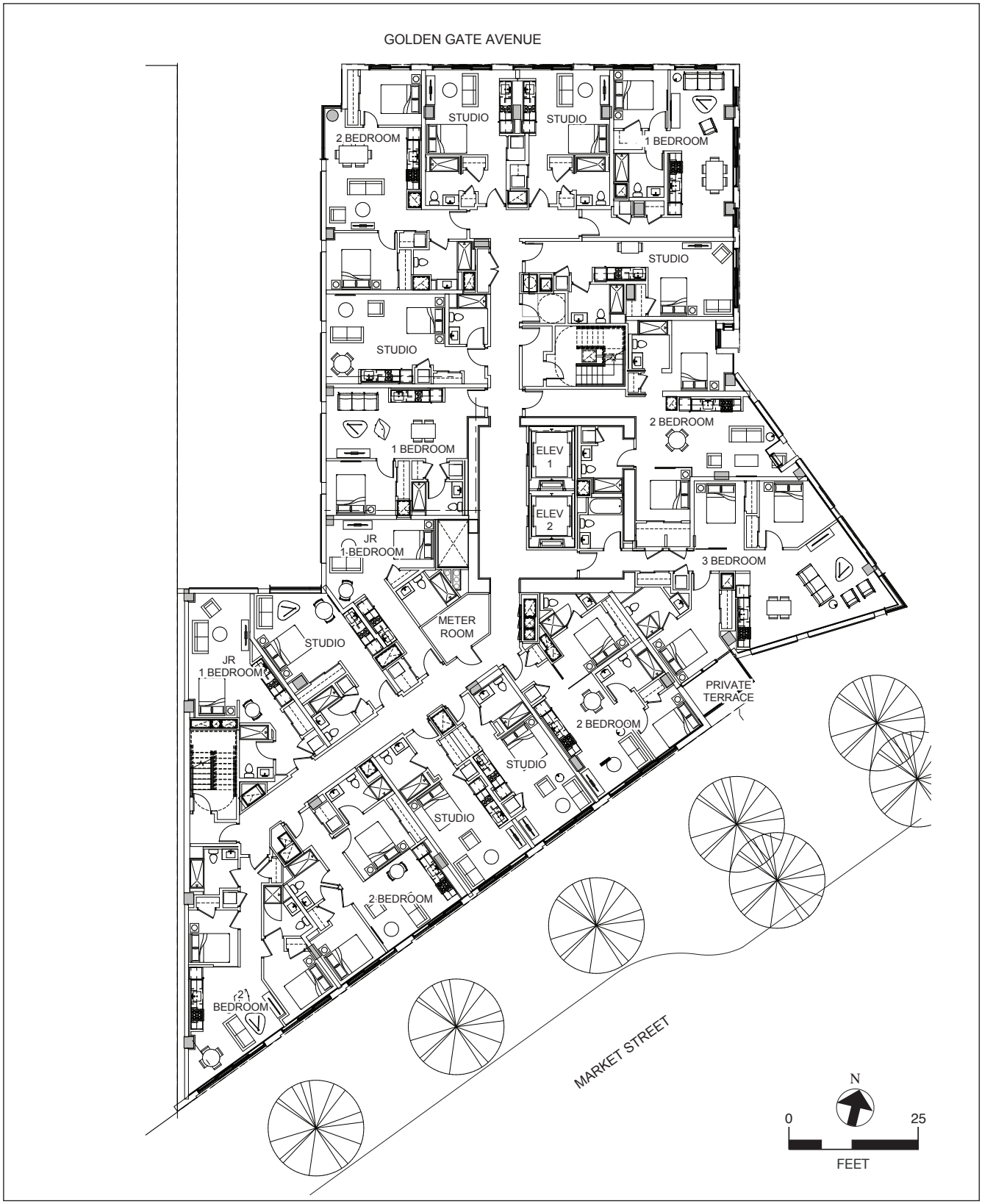
FIGURE 2.9: PROPOSED 6TH FLOOR PLAN



SOURCE: Solomon Cordwell Buenz

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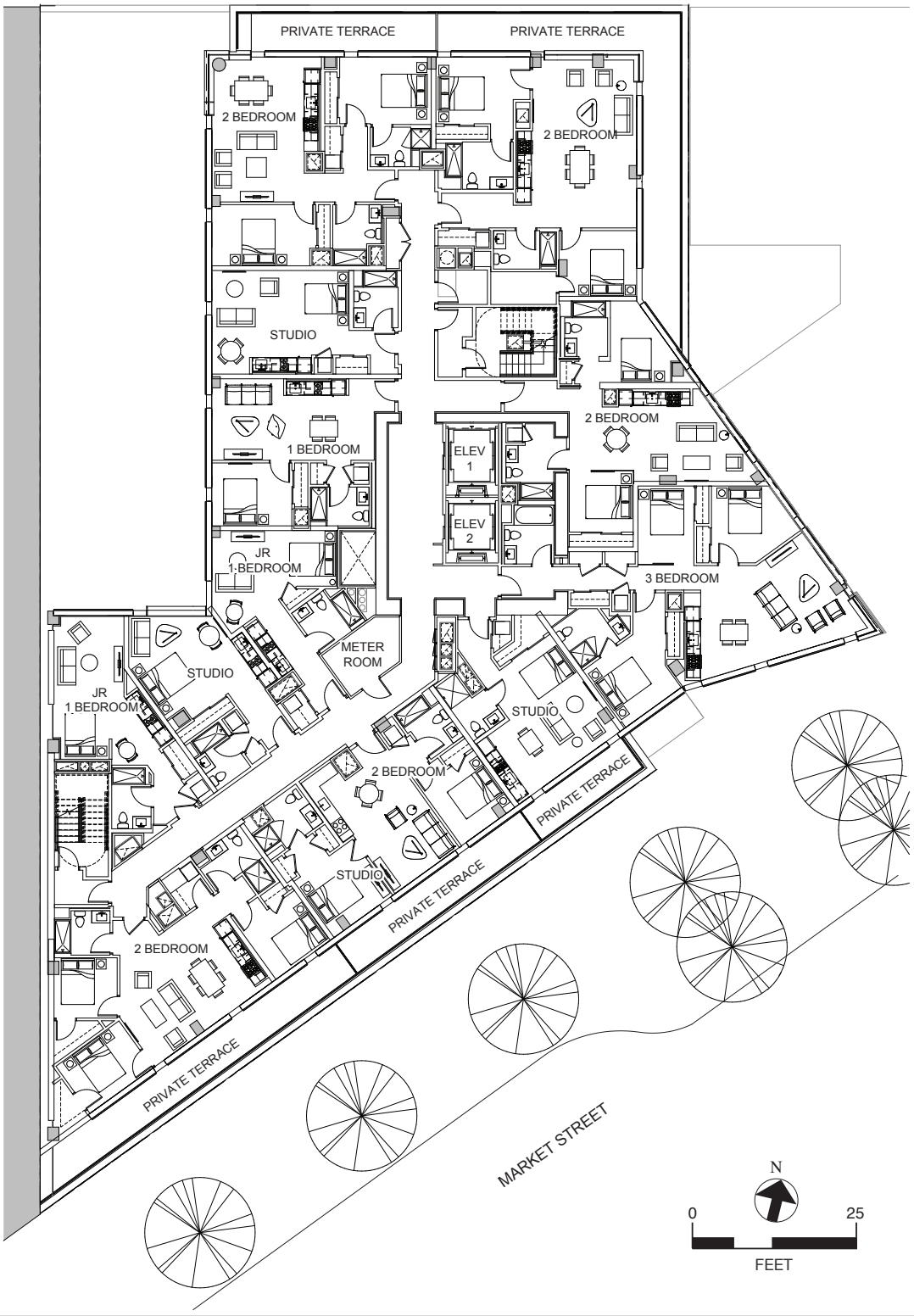
FIGURE 2.10: PROPOSED 7TH THROUGH 11TH FLOOR PLAN



SOURCE: Solomon Cordwell Buenz

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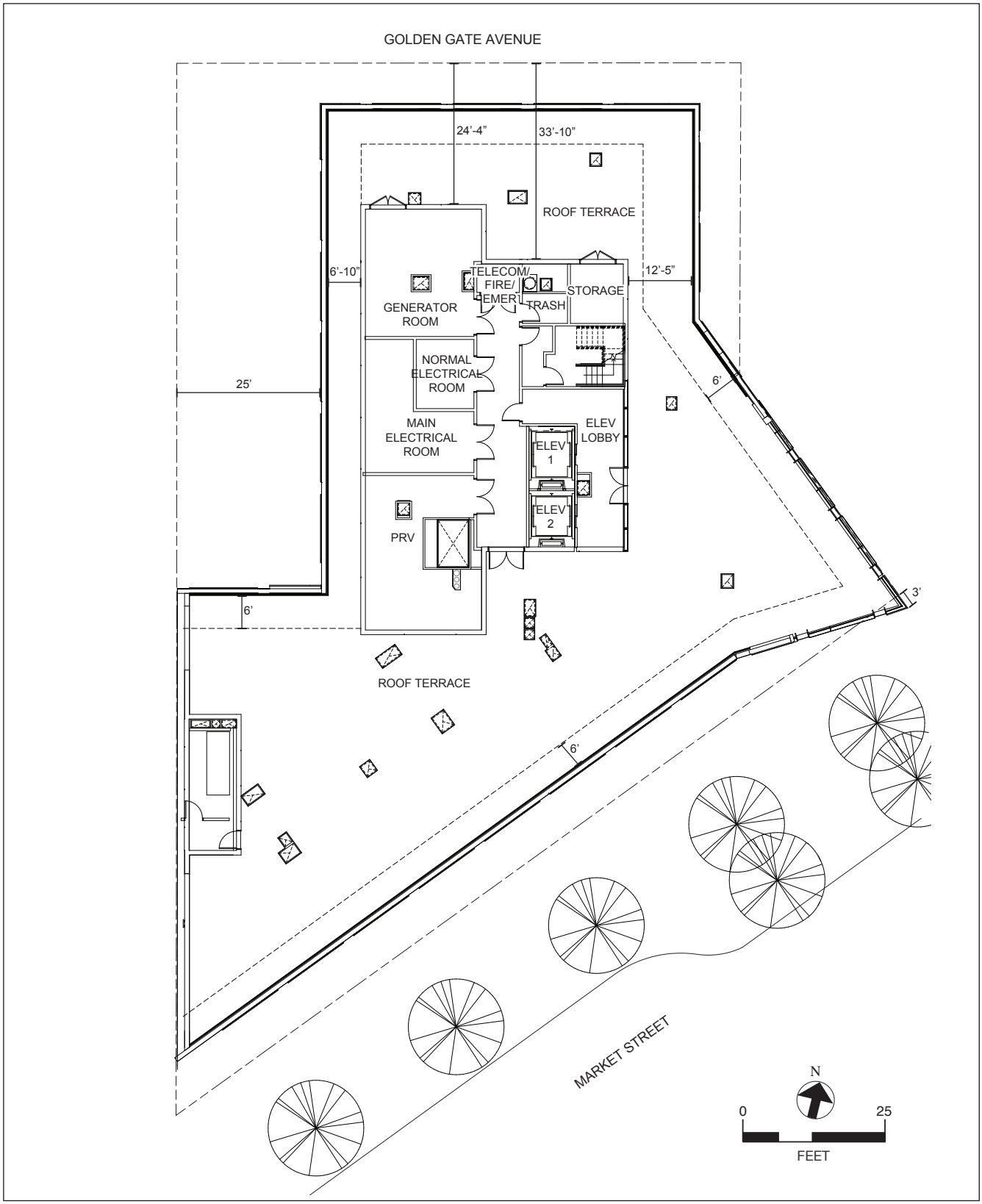
FIGURE 2.11: PROPOSED 12TH AND 13TH FLOOR PLAN



SOURCE: Solomon Cordwell Buenz

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FIGURE 2.12: PROPOSED ROOF PLAN

PROPOSED PARKING, LOADING, AND BICYCLE PARKING

The proposed project would include one 15,556-gsf basement level with space devoted to parking and circulation; bicycle storage; and mechanical, electrical, and plumbing systems (see Figure 2.13: Proposed Basement Level 1 Plan). A total of 42 parking and loading spaces would be provided; 39 residential parking spaces (including two ADA-accessible spaces), one car-share space, and two service vehicle loading spaces. No off-street parking is proposed for the 9,657 gsf of ground floor retail/restaurant uses. Residents would enter and exit the below-grade parking via the proposed 12-foot-wide curb cut and parking garage driveway at the east end of the Golden Gate Avenue frontage.

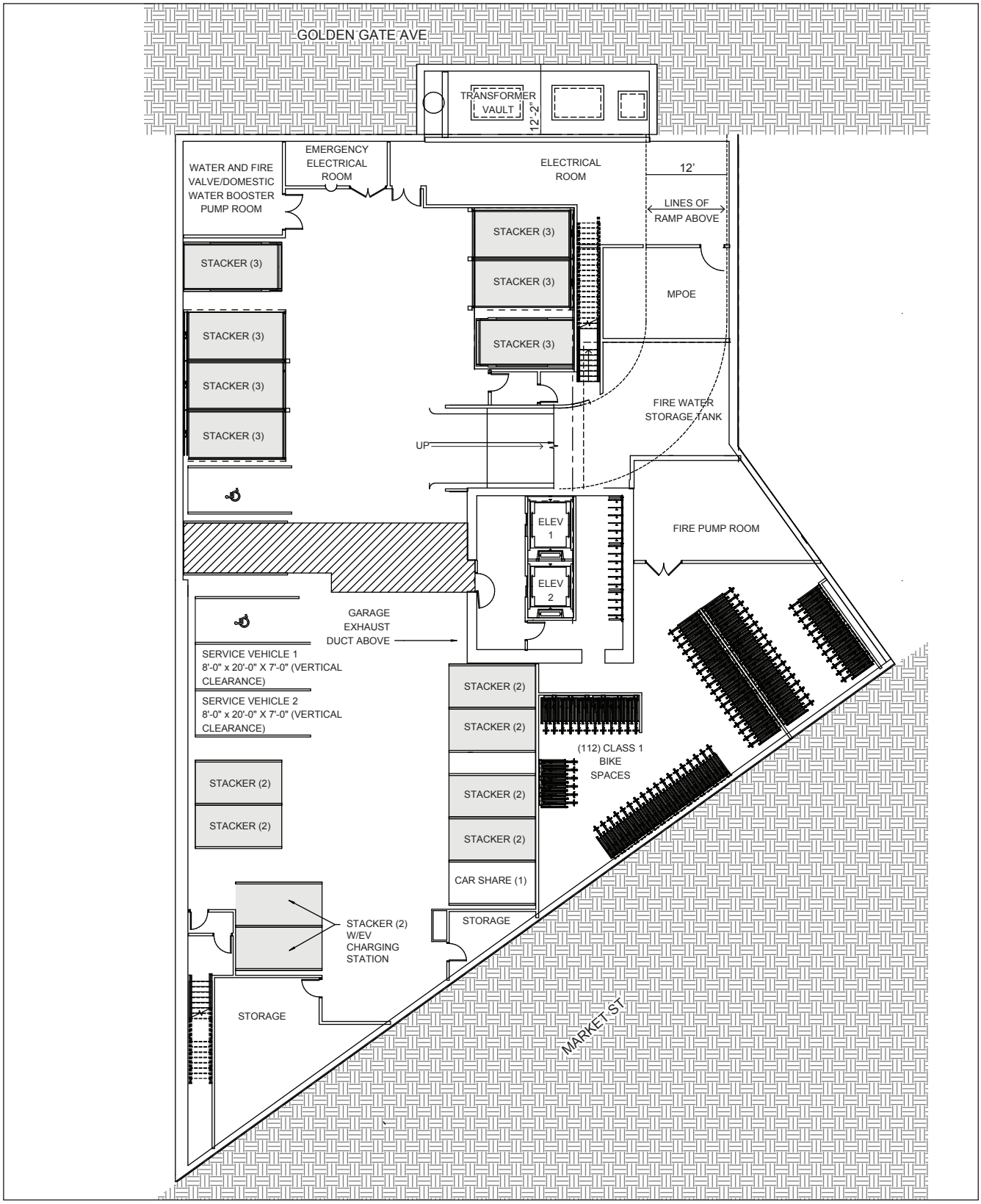
The below-grade parking garage would have 37 parking spaces for residential uses, accommodated within a mechanical stacker parking system. The mechanical stackers would be arrayed as three-car stackers on the northern portion of the basement and as two-car stackers on the southern portion of the basement. Four of the parking spaces would be reserved for use by electric vehicles.[8] Drivers would be able to retrieve and return their own vehicles, i.e., they would be able to operate the mechanical stackers without assistance from a valet. The service vehicle loading, ADA-accessible, and car-share spaces would be separate from the mechanical stacker parking system.

The proposed project would not include an on-site off-street freight loading space as required under Planning Code Section 152.1 for buildings in the C-3 Zoning Districts. Instead, the project sponsor would substitute two service vehicle loading spaces for the required off-street freight loading space, as allowed under Planning Code Section 153(a)(6).[9] The project sponsor would also request through the San Francisco Municipal Transportation Agency (SFMTA) that the on-street parking spaces immediately to the east of the proposed parking garage entrance at the east end of the project site's Golden Gate Avenue frontage be converted to a metered commercial loading space (10 feet by 25 feet) that could be used by delivery and service vehicles as well as for residential move-in and move-out activities.

All Class 1 and Class 2 bicycle parking spaces for the residential and retail/restaurant uses would be provided in compliance with Planning Code Section 155.2.11. The proposed project would provide 122 Class 1 bicycle parking spaces on the ground floor and at Basement Level 1, with

[8] An at-grade electric vehicle charging station would be provided. The station would have a charging cord long enough to rise and fall with the two-car mechanical stackers without getting unplugged from the electric vehicle.

[9] The Planning Code allows the substitution of two service vehicle spaces for each required off-street freight loading space provided that a minimum of 50 percent of the required number of spaces are provided for freight loading.



SOURCE: Solomon Cordwell Buenz

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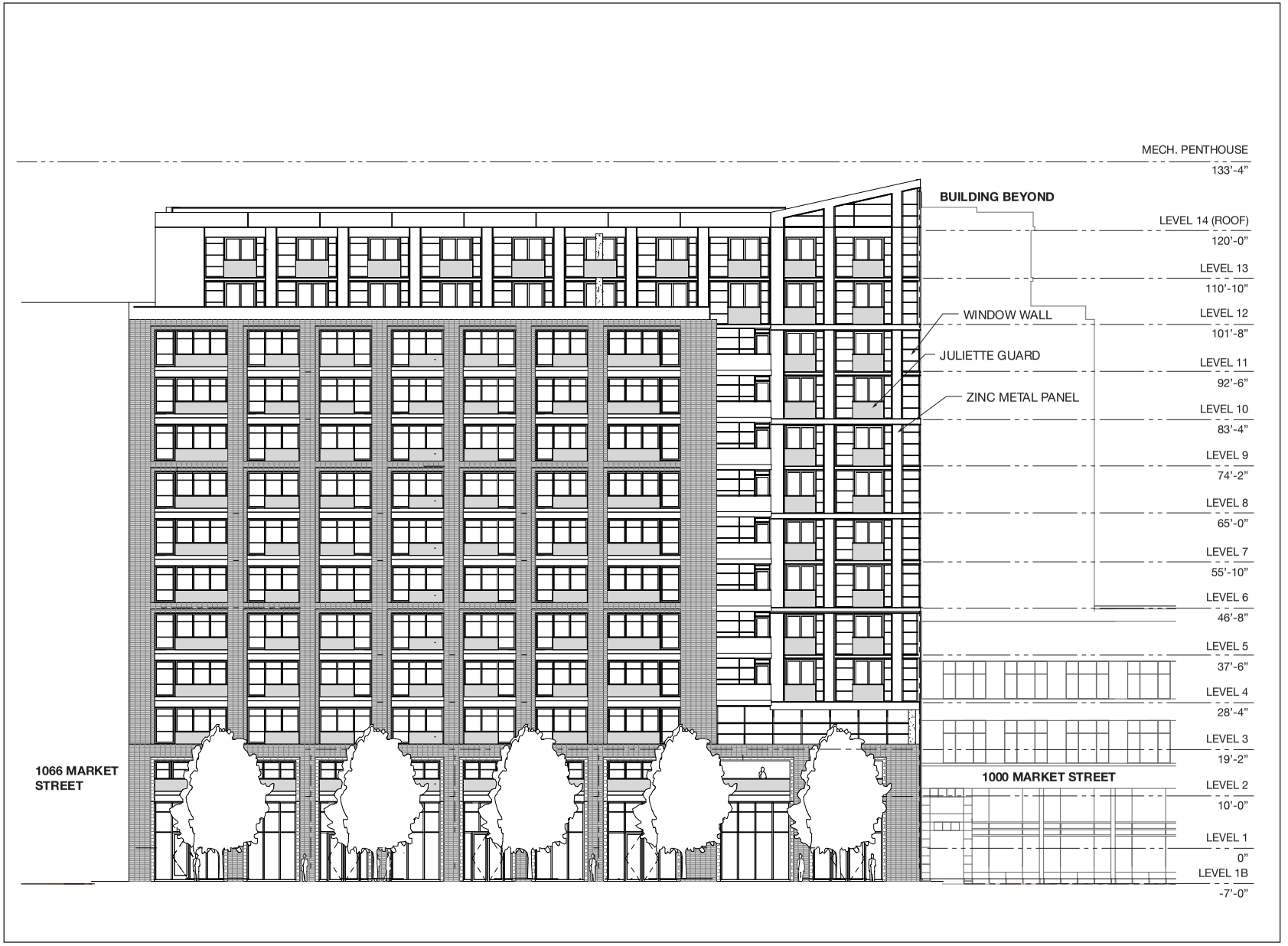
FIGURE 2.13: PROPOSED BASEMENT LEVEL 1 PLAN

access via the Market Street and Golden Gate Avenue entrances. One Class 1 bicycle parking space for the proposed retail/restaurant uses would also be provided on the ground floor. A total of 22 Class 2 bicycle parking spaces would be provided on the sidewalks near the proposed residential and retail/restaurant entrances, with 10 spaces on Market Street and 12 spaces on Golden Gate Avenue.

PROPOSED BUILDING FORM AND DESIGN

The proposed 13-story, 178,308-gsf building would cover the entire lot with no ground-floor setbacks from the north (Golden Gate Avenue), east, south (Market Street), or west property lines. The 120-foot-tall vertical volume would include a rooftop mechanical penthouse that would terminate approximately 13 feet 4 inches above the roof and an elevator overrun that would terminate approximately 20 feet above the roof. In plan, the floor plates would match the irregular lot shape and would have a full height façade along Golden Gate Avenue and Market Street (see Figure 2.14: Proposed Market Street (South) Elevation and Figure 2.15: Proposed Golden Gate Avenue (North) Elevation). As described on p. 2.3, the adjacent parcel to the west of the project site at 1066 Market Street is proposed for redevelopment. The proposed building would be set back approximately 25 feet from the west property line starting at the 2nd floor to form an interior common open space and light court (see Figure 2.16: Proposed West Elevations). A shallow v-shaped east façade would be visible above the adjacent four-story San Christina Building at 1000 Market Street (see Figure 2.17: Proposed East Elevations, p. 2.26, and Figures 2.7 through 2.12 on pp. 2.14-2.19). Private terraces and balconies would be provided on the 4th through 12th floors within setback areas along Market Street, Golden Gate Avenue, and east elevations (see Figures 2.7 through 2.11 on pp. 2.14-2.18).

The proposed building's elevations would be asymmetrical and contemporary in character. The Market Street (south) elevation would have a stepped and layered composition. The layers would be articulated through the use of different building materials. The Market Street elevation's first two stories would be clad with stone veneer all the way across to form a continuous base element at street level (see Figure 2.14). At the 3rd through 9th stories, the seven westernmost window bays would be clad with brick veneer to form an 11-story façade plane along the Market Street property line. The three easternmost bays at the fourth floor and above would incorporate a setback intended to break up the vertical mass of the building along Market Street. At the 12th floor the façade along the Market Street property line would be set back by 6 feet to break up the vertical mass of the Market Street façade. The setback portions of the Market Street façade would feature contrasting metal paneling combined with window walls. The roof line of the Market Street elevation would be flat, except at the east end, where it would rise to culminate in a triangular point.



SOURCE: Solomon Cordwell Buenz

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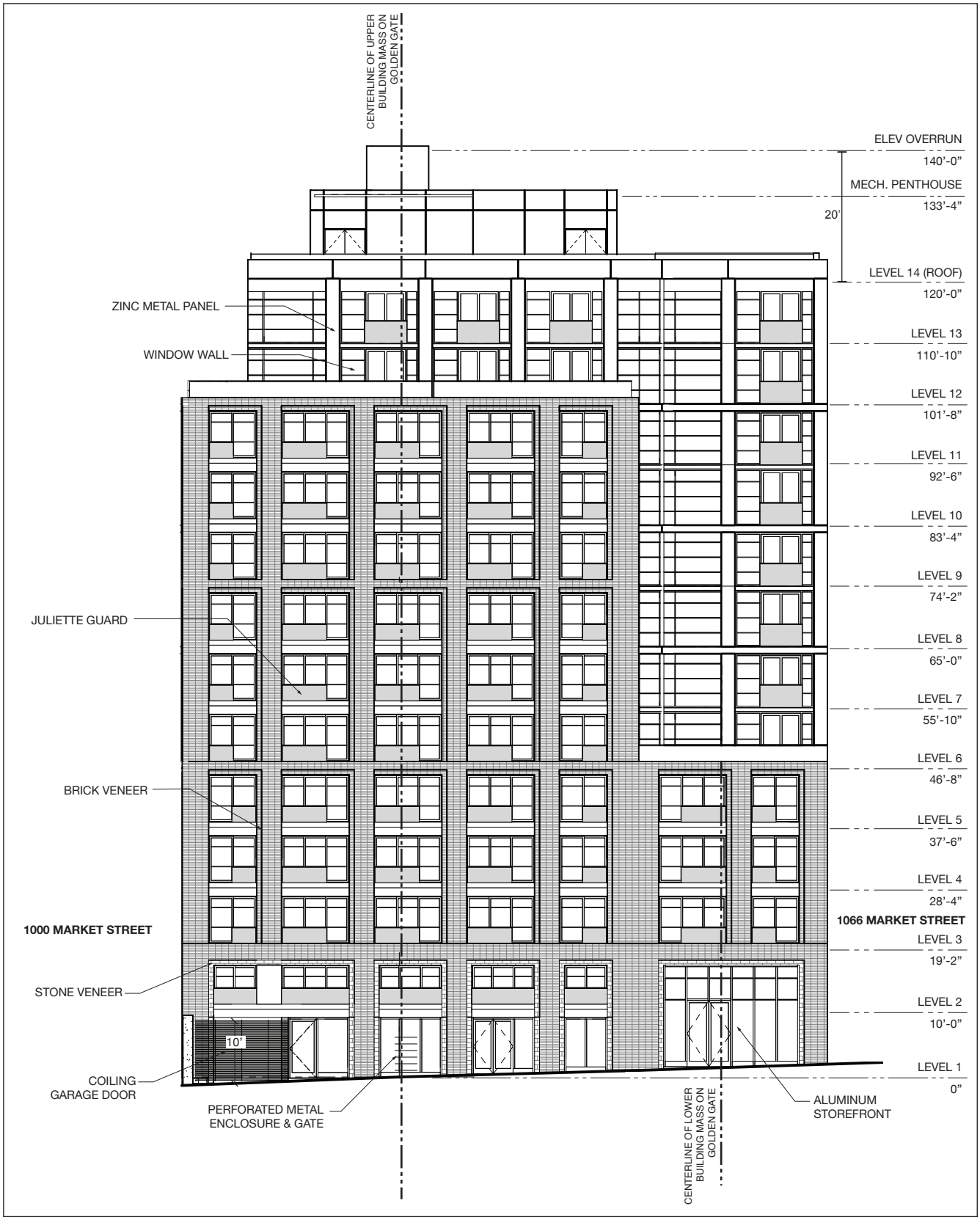
FIGURE 2.14: PROPOSED MARKET STREET (SOUTH) ELEVATION



SOURCE: Solomon Cordwell Buenz

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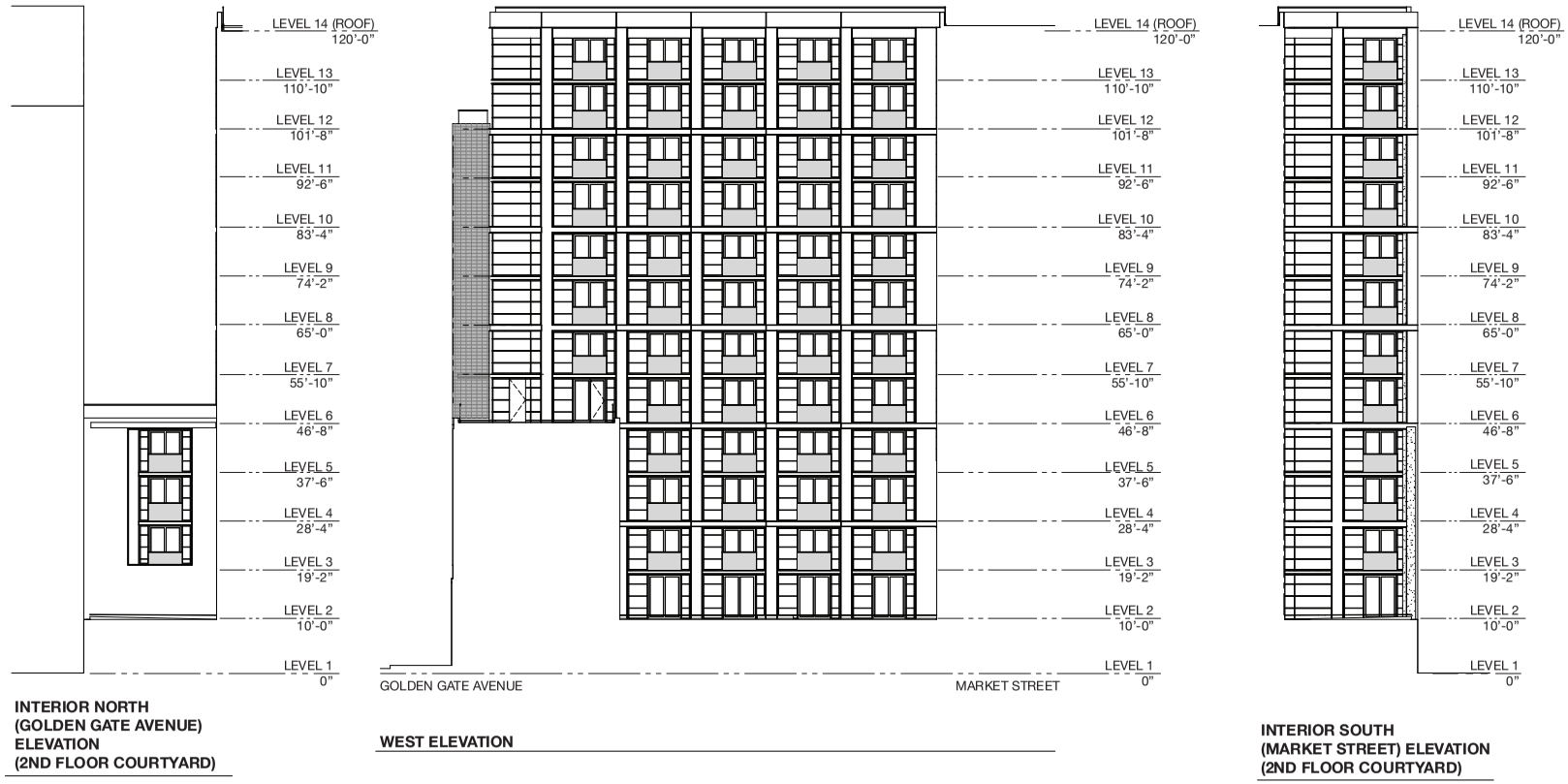
FIGURE 2.15: PROPOSED GOLDEN GATE AVENUE (NORTH) ELEVATION



SOURCE: Solomon Cordwell Buenz

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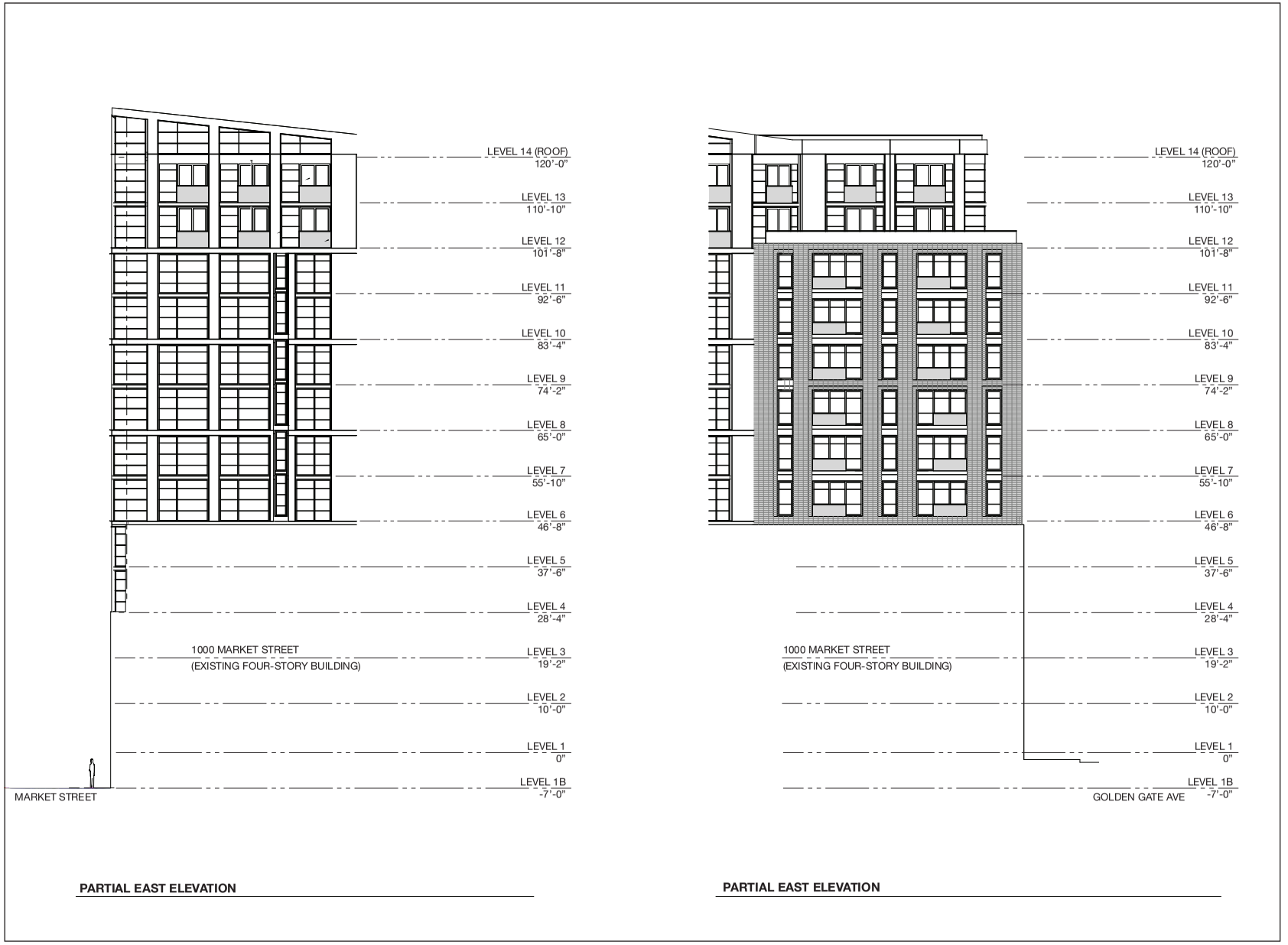
FIGURE 2.16: PROPOSED WEST ELEVATIONS



SOURCE: Solomon Cordwell Buenz

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FIGURE 2.17: PROPOSED EAST ELEVATIONS

The Golden Gate Avenue (north) elevation would have a similar stepped and layered composition, with layers composed of the same combination of materials as the Market Street elevation (see Figure 2.15). At the 12th floor the façade along the Golden Gate Avenue property line would be set back by 6 feet to break up the vertical mass of the Golden Gate Avenue façade. The interior west elevation would be simpler (see Figure 2.16). It would include the same set of features as the north and south elevations: window walls, zinc panels, aluminum windows, and perforated metal railings, except at the portion closest to Market Street, which would consist of a poured-in-place concrete panel in anticipation of the proposed development at 1066 Market Street. The proposed building's shallow, v-shaped east façade would create both a southeast and a northeast elevation along two façade planes (see Figure 2.17). Although the east elevation would be built along interior lot lines, it would be prominent, rising above the adjacent San Christina Building at 1000 Market Street when viewed from the east. The southeast elevation would feature window walls, zinc panels, aluminum windows, and perforated metal railings; the northeast elevation would feature window walls, zinc paneling, and brick veneer. At the 12th floor the façade along the northeast property line would be set back by 10 feet to break up the vertical mass of the east elevation.

VISUAL SIMULATIONS OF PROPOSED PROJECT[10]

The proposed building would have active street frontages along Market Street and Golden Gate Avenue. Along the Market Street frontage, the 17-foot-tall ground floor would feature the residential entrance at the east end of the project site and three retail storefronts to the west (see Figure 2.18: Perspective View from Market Street (Looking Northwest) and Figure 2.19: Perspective View from Market Street (Looking Northeast)). The Golden Gate Avenue frontage would be differentiated by an upper (13 stories) and lower (6 stories) building massing with a double-height retail space at its west end, the parking garage entrance at its east end, and residential and service entrances at its center (see Figure 2.20: Perspective View from Golden Gate Avenue (Looking Southeast) and Figure 2.21: Perspective View from Market Street (Overhead)). The ground-floor retail spaces would be defined with aluminum window wall assemblies and separate entries.

The proposed project would include integrated downward-pointing perimeter lighting designs along Market Street and Golden Gate Avenue to ensure nighttime safety. Exterior signage and sign illumination would be developed in accordance with the requirements set forth in the Market Street Special Sign District.

[10] The proposed project is subject to CEQA Guidelines Section 21099(d), which eliminates aesthetics as an impact that can be considered in determining the significance of physical environmental effects for projects meeting certain criteria. Accordingly, this EIR does not contain a separate discussion of the topic of Aesthetics. Visual simulations of the proposed project are provided for informational purposes only. See pp. 4.A.1-4.A.3 for further discussion of CEQA Guidelines Section 21099.

SOURCE: Solomon Cordwell Buenz

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FIGURE 2.18: PERSPECTIVE VIEW FROM MARKET STREET (LOOKING NORTHWEST)

SOURCE: Solomon Cordwell Buenz

1028 MARKET STREET

2014.0241E

FIGURE 2.19: PERSPECTIVE VIEW FROM MARKET STREET (LOOKING NORTHEAST)

SOURCE: Solomon Cordwell Buenz

1028 MARKET STREET

2014.0241E

FIGURE 2.20: PERSPECTIVE VIEW FROM GOLDEN GATE AVENUE (LOOKING SOUTHEAST)

SOURCE: Solomon Cordwell Buenz

1028 MARKET STREET

2014.0241E

FIGURE 2.21: PERSPECTIVE VIEW FROM MARKET STREET (OVERHEAD)

PROPOSED STREETSCAPE IMPROVEMENTS

Improvements in the Market Street and Golden Gate Avenue public rights-of-way (i.e., the provision of new street trees, discussed below under "Proposed Landscaping," and the widening of sidewalks) would be informed by Public Works Code Sections 805 and 806, the *Better Streets Plan*, the Better Market Street Project, the Safer Market Street Project, and the *Tenderloin-Little Saigon Neighborhood Transportation Plan*. As shown on Figure 2.4 on p. 2.11, the proposed project includes widening the Golden Gate Avenue sidewalk from its current 10-foot width to 16 feet. This sidewalk expansion would match that proposed for the adjacent development at 1066 Market Street and would be consistent with the SFMTA's proposed changes for this segment of Golden Gate Avenue, which includes the removal of one lane of traffic between Jones and Market streets.

PROPOSED RESIDENTIAL OPEN SPACE

A total of 2,503 sq. ft. of private open space for 14 of the 186 proposed residential units would be in the form of private terraces and balconies at the 4th through 12th floors (see Figures 2.7 through 2.11 on pp. 2.14-2.18). The remaining 172 residential units would be served by the proposed 1,722-sq.-ft. common open space on the 2nd floor and the proposed 7,457-sq.-ft. common open space on the building's rooftop (see Figures 2.5 and 2.12 on pp. 2.12 and 2.19, respectively). The rooftop level would be defined by a continuous rooftop common open space along its perimeter, separated by the uppermost portion of the building core that would house rooftop mechanical equipment, egress stairs, and the elevator overrun. The rooftop common open space would include two exercise areas, a sod lawn, gathering areas with built-in seating and cooking grills, and deep landscape planters.

PROPOSED LANDSCAPING

The proposed building would cover the project site with impervious surfaces (buildings and paving), similar to existing conditions. As part of the project sponsor's compliance efforts related to the City's Stormwater Management Ordinance, on-site landscaping would be provided on the 2nd floor courtyard and on the rooftop.

The project sponsor would retain the seven existing street trees on the Market Street sidewalk. According to Public Works Code Sections 805 and 806, the project sponsor would be required to plant six new street trees along the Market Street and Golden Gate Avenue frontages. As shown on Figure 2.4 on p. 2.11, the proposed project would include widening the Golden Gate Avenue sidewalk by six feet. Due to the presence of a vault under the eastern portion of the project site's Golden Gate Avenue frontage, only two new street trees would be planted along the expanded portion of the Golden Gate Avenue sidewalk. All new street trees on the Market Street and Golden Gate Avenue frontages would be planted in accordance with the standards set forth in

Public Works Code Sections 805 and 806 and the *Better Streets Plan*, the Better Market Street Project, the Safer Market Street Project, and the *Tenderloin-Little Saigon Neighborhood Transportation Plan*. If the Department of Public Works (DPW) determines that planting the full complement of required street trees would not be feasible due to site constraints or other reasons, the project sponsor may request a waiver of this requirement from the Zoning Administrator (Public Works Code Sections 805 and 806). In this case, the project sponsor would pay an in-lieu street tree fee pursuant to Planning Code Section 428, which would be transferred to DPW.

PROJECT CONSTRUCTION

Foundation and Excavation

The project site is near the underground tunnels for the BART system and Muni. Construction drawings indicate that a portion of the project site is within the BART Zone of Influence (ZOI). According to the *Geotechnical Investigation* prepared for the proposed project, the proposed building would be supported by a deep foundation system consisting of a reinforced concrete mat bearing on non-displacement auger cast in place piles.[11,12] For the portion of the proposed building foundation within the BART ZOI the mat would be designed as a structural slab that spans between pile caps and/or grade beams. In order to meet requirements that there be no load transfer from the proposed building to the BART and Muni tunnels, a permanent void or casing to at least 10 feet below the BART ZOI is required. The permanent void would be constructed by double-casing the piles within the BART ZOI. The below-grade construction would include reinforced and waterproofed concrete walls with water stops placed at all construction joints.

The proposed project would have an estimated depth of excavation for the single basement level (including the elevator pit and automobile stacker pit) of up to 23 feet below ground surface. The greatest depth of excavation would occur on the north portion of the site closest to Golden Gate Avenue where there is an existing partial basement. Up to 9,800 cubic yards of excavated soil and 630 cubic yards of demolition debris would be removed from the project site. Below-grade excavation would require temporary shoring to support the planned cuts. The recommended

[11] Langan Treadwell Rollo, *Geotechnical Investigation, 1028 Market Street, San Francisco, California*, June 2, 2014 (hereinafter "*Geotechnical Investigation*"), pp. 29-35. A copy of this document (and all others cited in this report, unless otherwise noted) is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

[12] Auger cast in place piles are installed by drilling to the required depth with a hollow-stem, continuous-flight auger. When the auger reaches the required depth, cement grout or concrete is injected through the bottom port of the hollow stem auger. Grout or concrete is injected continuously, replacing the soil removed by the drilling operation, as the augers, still rotating in a forward direction, are slowly withdrawn. While the grout is still fluid, a steel reinforcing cage is inserted into the shaft. Auger cast in place piles can range in diameter; however, 18- and 24-inch-diameter auger cast in place piles are typical.

shoring system is a soldier pile and lagging system[13] with intermittent deep soil mixing columns in combination with underpinning. Underpinning would be required along the east property line and a portion of the west property line to support adjacent structures (the five-story building at 1000 Market Street to the east and the two-story structure at 1066 Market Street to the west).[14]

Construction Phasing and Duration

The project sponsor estimates that construction of the proposed project would take approximately 20 months. Demolition would take about 3 weeks. Basement construction would take a little over 6 months with the following phases: about 7 weeks of excavation and shoring work and about 18 weeks to construct the mat and basement floor slabs and basement walls. Above-ground building construction, exterior finishing, and interior finishing would take a total of about 12 months, with some work overlap. The project sponsor estimates that the cost of construction of the proposed project would be approximately $60 million dollars.

E. INTENDED USES OF THE EIR

An EIR is an informational document that is intended to inform the public and the decision-makers of the environmental consequences of a proposed project and to present information about measures and feasible alternatives to avoid or reduce the environmental effects of the proposed project. It examines the potential significant physical environmental impacts that could result from the proposed project. This EIR provides the environmental information and evaluation necessary for decision-makers to adopt and implement the proposed 1028 Market Street Project. This Draft EIR has been prepared by the City and County of San Francisco pursuant to the California Environmental Quality Act (California Public Resources Code Section 21000 et seq. and California Code of Regulations Title 14, Sections 15000 et seq., "CEQA Guidelines").

This EIR is a project-level EIR. That is, it analyzes implementation of the proposed project at a project-specific level. Before any discretionary project approvals may be granted for the project, the San Francisco Planning Commission (Planning Commission) must certify the EIR as adequate, accurate, and objective. This Draft EIR will undergo a public comment period (from September 22, 2016 to November 7, 2016) as noted on the cover of this EIR, during which time the Planning Commission will hold a public hearing on the Draft EIR. Following the close of the public comment period, the San Francisco Planning Department (Planning Department) will prepare and publish a Responses to Comments document, containing all substantive comments received on the Draft EIR and the Planning Department's responses to those comments. It may

[13] Steel H-shaped soldier piles are installed in pre-drilled holes along the face of a planned cut to support timber lagging boards placed horizontally between the soldier piles during excavation. The soldier piles are braced for deep excavations with tie-back anchors that are secured in place behind the face of the planned cut.

[14] Langan Treadwell Rollo, *Geotechnical Investigation*, pp. 44-45.

also contain specific changes to the Draft EIR text and/or figures. The Draft EIR, together with the Responses to Comments document, including revisions to the Draft EIR, if any, will be considered for certification by the Planning Commission at a public hearing and certified as a Final EIR if deemed adequate, accurate, and objective. As noted, no approvals or permits may be issued prior to certification of the Final EIR.

REQUIRED PROJECT APPROVALS

The proposed project would require the approval actions listed below. These approvals may be considered in conjunction with the required environmental review, but will not be granted until the required environmental review has been completed.

Actions by the Planning Commission

- Certification of the Final EIR and adoption of CEQA Findings and adoption of a Mitigation Monitoring and Reporting Program.
- Approval of an application for a Planning Code Section 309 Downtown Project Authorization for the construction of a new building in a Downtown (C-3) Zoning District. The proposed project requires rear yard, wind (pedestrian comfort), curb cut (Golden Gate Avenue), and off-street loading exceptions, and others to be determined.
- Approval of a Conditional Use Authorization to allow exemption of affordable units from the calculation of FAR.

Actions by the Zoning Administrator

- Granting of a variance from the requirements related to dwelling unit exposure (Planning Code Section 140).
- Granting of an exception from requirements to height for elevator mechanicals (Planning Code Section 260(b)(1)(B))
- Approval of Certificate(s) of Transfer and Notice(s) of Use of Transferable Development Rights to increase permitted FAR.

Actions by Other City Departments

- Approval of site, demolition, grading, and building permits (*Planning Department and Department of Building Inspection*).
- Approval of permits for streetscape improvements in the public right-of-way, including a new curb cut on Golden Gate Avenue (*Department of Public Works*).
- Approval of a request for an on-street loading space on Golden Gate Avenue (*San Francisco Municipal Transportation Agency*).
- Approval of project compliance with the Stormwater Design Guidelines (*San Francisco Public Utilities Commission*).
- Approval of a Stormwater Control Plan (*San Francisco Public Utilities Commission*).
- Issuance of a certification of registration for a diesel backup generator (*San Francisco Department of Public Health*).

- Approval of an Enhanced Ventilation System (*San Francisco Department of Public Health*).

Actions by Other Government Agencies

- Approval of permit for installation, operation, and testing of diesel backup generator (*Bay Area Air Quality Management District*).
- Approval of proposed construction within the BART Zone of Influence (*BART*).

3. PLANS AND POLICIES

CEQA Guidelines Section 15125(d) requires that an EIR discuss "any inconsistencies between the proposed project and applicable general plans, specific plans, and regional plans." Chapter 3, Plans and Policies, provides a summary of relevant local and regional plans and policies that are applicable to the proposed project with a particular focus on the project's potential inconsistencies with applicable plans and policies that could result in environmental impacts.

Policy conflicts do not, in and of themselves, indicate a significant environmental effect within the meaning of CEQA. To the extent that physical environmental impacts may result from such conflicts, such impacts are analyzed in their specific topical sections in Chapter 4, Environmental Setting and Impacts, and in Section E, Evaluation of Environmental Effects, of the NOP/IS that was published on February 17, 2016 (Appendix A to this EIR). The staff reports and approval motions prepared for the decision-makers would include a comprehensive project analysis and findings regarding the consistency of the proposed project with applicable plans, policies, and regulations independent of the environmental review process.

A. SAN FRANCISCO GENERAL PLAN

The *San Francisco General Plan* (*General Plan*) is the embodiment of the City's vision for the future of San Francisco.[1] It is comprised of a series of ten elements, each of which deals with a particular topic that applies citywide: Air Quality, Arts, Commerce and Industry, Community Facilities, Community Safety, Environmental Protection, Housing, Recreation and Open Space, Transportation, and Urban Design.

Development in San Francisco is subject to the *General Plan*, which establishes objectives and policies to guide land use decisions related to the physical development of San Francisco and contains some policies that relate to physical environmental issues. The Planning Department, the Zoning Administrator, the Planning Commission, and other City decision-makers will evaluate the proposed project for conformance with the objectives and policies of the *General Plan*, and will consider potential conflicts as part of the decision-making process. The consideration of *General Plan* objectives and policies is carried out independent of the environmental review process, as part of the decision to approve, modify, or disapprove a proposed project.

Conflicts with plans, policies, or regulations do not indicate a significant environmental effect. To the extent that physical environmental impacts may result from such conflicts, these impacts

[1] The *San Francisco General Plan* is available online at http://www.sf-planning.org/ftp/General_Plan/index.htm. Accessed March 3, 2016.

are analyzed under the relevant environmental topic in the Initial Study (Section E, Evaluation of Environmental Effects in Appendix A) or in the EIR (Chapter 4, Environmental Setting and Impacts). The consistency of the proposed project with plans, policies, and regulations that do not relate to physical environmental issues will be considered by City decision-makers when they determine whether to approve, modify, or disapprove the proposed project.

As discussed below, the proposed project could be inconsistent with some of the objectives and policies of the *General Plan's* Urban Design Element that relate to physical environmental effects. The proposed project does not appear to conflict with other objectives and policies in the *General Plan*.

The Urban Design Element addresses the physical character and order of the City and the relationship between people and their environment. Some of the objectives of the Urban Design Element that are applicable to the proposed project include emphasizing the characteristic pattern which gives the City and its neighborhoods an image, a sense of purpose, and a means of orientation; conserving resources which provide a sense of nature, continuity with the past, and freedom from overcrowding; and moderating major new development to complement the City pattern, the resources to be conserved, and the neighborhood environment.

The proposed project would entail the demolition of the existing Golden Gate Building at 1028 Market Street, which is a historic architectural resource and a contributor to the MSTL District and the CRHR-eligible Tenderloin LGBTQ Historic District. In its place, a 13-story, 120-foot-tall mixed-use building (not including an approximately 20-foot-tall rooftop mechanical penthouse/elevator overrun) would be constructed. The proposed project could conflict with some policies of the Urban Design Element including, but not limited to, the following:

- Policy 1.3: Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.
- Policy 2.4: Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.
- Policy 2.6: Respect the character of older development nearby in the design of new buildings.
- Policy 3.1: Promote harmony in the visual relationships and transitions between new and older buildings.
- Policy 3.5: Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

Downtown Area Plan

The *General Plan* also includes area plans, each of which focuses on a particular area of the City. The project site is in the area covered by the *Downtown Area Plan (Downtown Plan)*, which is

centered on Market Street and covers an area roughly bounded by Washington Street to the north, The Embarcadero to the east, Folsom Street to the south, and Van Ness Avenue to the west. The *Downtown Plan* was designed to promote development in Downtown that sustains the neighborhood as a commercial, employment, and visitor center while protecting the area's existing housing stock. It places particular emphasis on reducing the use of private vehicles in favor of enhancing travel by bicycle, foot, and public transit. It emphasizes improving the pedestrian and bicycle networks. One of the fundamental concepts of the *Downtown Plan* is the expansion of the City's downtown office core south from its traditional center north of Market Street.

The proposed project would not conflict with most of the objectives or policies in the *Downtown Plan*, with two exceptions. The proposed demolition of the existing building at 1028 Market Street could conflict with the following policies of the *Downtown Plan*:

- Policy 12.1: Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.
- Policy 12.3: Design new buildings to respect the character of older development nearby.

The physical environmental impacts that could result from the potential conflicts noted above are discussed in Section 4.B, Historic Architectural Resources. Two alternatives to the proposed project, the Full Preservation Alternative and the Partial Preservation Alternative, would preserve all or part of the existing historic resource at 1028 Market Street. These alternatives and their environmental impacts are discussed in Chapter 6, Alternatives.

B. SAN FRANCISCO PLANNING CODE

The Planning Code, which incorporates by reference the City's Zoning Map, implements the *San Francisco General Plan* and governs permitted uses, density, and configuration of buildings within the City. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless (1) a project complies with the Planning Code, (2) allowable exceptions are granted pursuant to provisions of the Planning Code, or (3) amendments to the Planning Code are included as part of the project.

USE DISTRICTS

The project site is in the C-3-G Zoning District. As stated in Planning Code Section 210.2, the C-3-G Zoning District "is composed of a variety of uses: retail, offices, hotels, entertainment, clubs and institutions, and high-density residential. Many of these uses have a citywide or regional function, although the intensity of development is lower here than in the downtown core area. As in the case of other downtown districts, no off-street parking is required for individual commercial buildings. In the vicinity of Market Street, the configuration of this district reflects

easy accessibility by rapid transit." Planning Code Section 210.2 regulates the types of land uses that are principally permitted, conditionally permitted, or not permitted in the C-3-G District. Within the C-3-G Zoning District, retail sales and service uses (including eating and drinking uses) on the ground floor and residential uses above the ground floor, as proposed by the project, are principally permitted.

The project site is in the area covered by the proposed Mid-Market Special Use District (SUD). The Planning Department, in collaboration with the Office of Economic and Workforce Development, has proposed a Mid-Market SUD to encourage arts uses and achieve other land use objectives along the Mid-Market corridor. The Mid-Market SUD proposes to eliminate density limits for residential uses and provide height and floor area ratio (FAR) exemptions for arts uses. Under this proposal, floor area devoted to arts uses would be exempt from the calculation of FAR, and buildings containing substantial amounts of space devoted to arts uses would be permitted up to a height of 180 feet, instead of the current height limit of 120 feet, without a Zoning Map amendment. No timetable has been set for adoption of the proposed Mid-Market SUD, and the proposed project is not dependent on its adoption.

The proposed project would seek a Downtown Project Authorization (Planning Code Section 309). The proposed project would also require a Conditional Use Authorization (CUA) to allow for the exemption of affordable units from the calculation of FAR. The proposed project would not conflict with any provisions of the Planning Code but would require exceptions by the Planning Commission through the Downtown Project Authorization process for provision of a rear yard (Planning Code Section 134), ground-level wind currents (Planning Code Section 148), development of a curb cut on Golden Gate Avenue (Planning Code Section 155(r)(4)), and off-street loading configuration (Planning Code Section 161(f)(4)). In addition, the Zoning Administrator must grant a variance from the requirements related to dwelling unit exposure (Planning Code Section 140) and an exception from height requirements for the elevator mechanicals (Planning Code Section 260(b)(1)(B)).

Implementation of the proposed project would not require the adoption of any legislative amendments to the provisions of the Planning Code or Zoning Maps.

HEIGHT AND BULK DISTRICTS

The project site is in a 120-X Height and Bulk District, which permits a maximum building height of 120 feet. The proposed project would be 120 feet tall not including the rooftop mechanical penthouse/elevator overrun extending between 13 feet 4 inches to 20 feet above the roof parapet. Although these additional features would extend above 120 feet, they are exempt per Planning Code Section 260(b). Bulk controls generally reduce the size of a building's floorplates as the building increases in height. Pursuant to Planning Code Section 270(a), there

are no bulk controls in an "X" Bulk District. The proposed project would not conflict with the height and bulk controls.

FLOOR AREA RATIO

The base FAR allowed for the project site is 6:1, which can be increased to 9:1 through the purchase of Transferable Development Rights (TDRs). Thus, the base FAR would allow for the development of a 90,462-gsf building and a maximum FAR would allow for the development of a 135,693-gsf building. With the purchase of TDRs, exceptions to FAR allowed under Planning Code Section 102.9, and a CUA to allow for the exclusion of on-site affordable housing from the FAR calculation, the proposed project would have a gross floor area of approximately 128,161 gsf, resulting in a FAR of approximately 8.5:1, approximately 37,700 gsf above the base FAR limit but within the allowable maximum FAR of 135,693 gsf. The proposed project would not conflict with the FAR controls.

THE ACCOUNTABLE PLANNING INITIATIVE

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the Planning Code and established eight Priority Policies. These policies are (1) preservation and enhancement of neighborhood-serving retail uses and future opportunities for resident employment in and ownership of such businesses; (2) conservation and protection of existing housing and neighborhood character to preserve the cultural and economic diversity of neighborhoods; (3) preservation and enhancement of affordable housing; (4) discouragement of commuter automobiles that impede Muni transit service or that overburden streets or neighborhood parking; (5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; (6) maximization of earthquake preparedness; (7) preservation of landmarks and historic buildings; and (8) protection of parks and open space and their access to sunlight and vistas.

The proposed demolition of the existing building at 1028 Market Street would conflict with Priority Policy Number 7. The physical environmental impacts that could result from the proposed demolition are discussed in Section 4.B, Historic Architectural Resources.

Prior to issuing a permit for any project that requires an Initial Study under CEQA; prior to issuing a permit for any demolition, conversion, or change of use; and prior to taking any action that requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project or action is consistent with the Priority Policies. This information is used in the case report for the proposed project. The staff reports and approval motions prepared for the decision-makers will include a comprehensive project analysis and findings regarding the consistency of the proposed project with the Priority Policies. As with policies in the *General*

Plan, Priority Policies may conflict with another, depending on the project; decision makers in considering whether to approve a project, must assess whether, on balance, the proposed project is consistent with those applicable Priority Policies.

C. OTHER LOCAL PLANS AND POLICIES

In addition to the *General Plan* and the Planning Code other local plans and policies that are relevant to the proposed project are discussed below.

- The *San Francisco Sustainability Plan* is a blueprint for achieving long-term environmental sustainability by addressing specific environmental issues including, but not limited to, air quality, climate change, energy, ozone depletion, and transportation. The goal of the *San Francisco Sustainability Plan* is to enable the people of San Francisco to meet their present needs without sacrificing the ability of future generations to meet their own needs.
- The *Climate Action Plan for San Francisco: Local Actions to Reduce Greenhouse Emissions* is a local action plan that examines the causes of global climate change and the human activities that contribute to global warming, provides projections of climate change impacts on California and San Francisco based on recent scientific reports, presents estimates of San Francisco's baseline greenhouse gas emissions inventory and reduction targets, and describes recommended actions for reducing the City's greenhouse gas emissions.
- The *Transit First Policy* (City Charter, Section 8A.115) is a set of principles that underscore the City's commitment to give priority to traveling by transit, bicycle, and on foot over traveling by private automobile. These principles are embodied in the objectives and policies of the Transportation Element of the *General Plan.* All City boards, commissions, and departments are required by law to implement Transit First principles in conducting the City's affairs.
- The *San Francisco Bicycle Plan* is a citywide bicycle transportation plan that identifies short-term, long-term, and other minor improvements to San Francisco's bicycle route network. The overall goal of the *San Francisco Bicycle Plan* is to make bicycling an integral part of daily life in San Francisco.
- The *San Francisco Better Streets Plan* consists of illustrative typologies, standards and guidelines for the design of San Francisco's pedestrian environment, with the central focus of enhancing the livability of the City's streets.
- The *Better Market Street Plan* is a plan that envisions a new Market Street that is more beautiful and green, has enlivened public plazas and sidewalks full of cafés, showcases public art and performances, provides dedicated bicycle facilities, and delivers efficient and reliable transit. The goal of the *Better Market Street Plan* is to revitalize and reestablish Market Street as the cultural, civic, and economic center of San Francisco.
- The *Safer Market Street Plan* is a plan that will help achieve Vision Zero, San Francisco's policy commitment to work towards eliminating all traffic-related fatalities. The *Safer Market Street Plan* aims to help achieve Vision Zero with the extension of transit-only lanes, turn restrictions and supplemental safety treatments.

- The *Tenderloin-Little Saigon Neighborhood Transportation Plan* is a community-based transportation plan designed to prioritize community transportation needs and develop near and mid-term improvements in the Tenderloin and Little Saigon neighborhoods.

The proposed project has been reviewed against these local plans and policies and would not obviously or substantially conflict with them.

D. REGIONAL PLANS AND POLICIES

In addition to local plans and policies, there are several regional planning agencies whose environmental, land use, and transportation plans and policies consider the growth and development of the nine-county San Francisco Bay Area. Some of these plans and policies are advisory, and some include specific goals and provisions that must be adhered to when evaluating a project under CEQA. The regional plans and policies that are relevant to the proposed project are discussed below.

- *Plan Bay Area*, prepared by the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC), includes the Regional Transportation Plan and Sustainable Communities Strategy for the San Francisco Bay Area. *Plan Bay Area* is a long-range integrated land use and transportation plan for the nine-county Bay Area that covers the period from 2010 to 2040. *Plan Bay Area* calls for concentrating housing and job growth around transit corridors, particularly within areas identified by local jurisdictions as Priority Development Areas. In addition, *Plan Bay Area* specifies strategies and investments for maintaining, managing, and improving the region's multi-modal transportation network and proposes transportation projects and programs to be implemented with reasonably anticipated revenue. *Plan Bay Area* updated the MTC's 2009 regional transportation plan (*Transportation 2035 Plan - Change in Motion)*, which outlined transportation projects for highway, transit, rail, and related uses through 2035 for the nine Bay Area counties. *Plan Bay Area* was adopted on July 18, 2013 and will be updated every four years.
- The ABAG's *Projections 2013* is an advisory policy document that includes population and employment forecasts to assist in the development of local and regional plans and policy documents.
- The Bay Area Air Quality Management District's (BAAQMD) *Bay Area 2010 Clean Air Plan* updated the Bay Area 2005 Ozone Strategy, in accordance with the requirements of the California Clean Air Act, to implement feasible measures to reduce ozone and provide a control strategy to reduce ozone, particulate matter, air toxics, and greenhouse gases throughout the region.
- The Regional Water Quality Control Board's (RWQCB) *Water Quality Control Plan for the San Francisco Bay Basin* is a master water quality control planning document. It designates beneficial uses and water quality objectives for waters of the state, including surface waters and groundwater, and includes implementation programs to achieve water quality objectives.

The proposed project has been reviewed against these regional plans and policies and, due to the size and nature of the proposed project, it would not obviously or substantially conflict

with any environmental plan or policy adopted for the purpose of avoiding an environmental effect.

4. ENVIRONMENTAL SETTING AND IMPACTS

A. INTRODUCTION

Chapter 4, Environmental Setting and Impacts, of the EIR addresses the physical environmental effects of the proposed project. The Planning Department distributed an NOP/IS on February 17, 2016, announcing its intent to prepare and distribute an EIR and to solicit comments from the public about the scope of this EIR (the NOP/IS is presented as Appendix A to this EIR).

The Initial Study determined that project-specific and cumulative impacts in certain topic areas would have no impact or less-than-significant impacts, and therefore would not require analysis in this EIR. The topics of Land Use and Land Use Planning; Population and Housing; Cultural Resources (Archeological Resources only); Noise; Air Quality; Greenhouse Gas Emissions; Wind and Shadow; Recreation; Utilities and Service Systems; Public Services; Biological Resources; Geology and Soils; Hydrology and Water Quality; Hazards and Hazardous Materials; Mineral and Energy Resources; and Agricultural and Forest Resources will not be discussed further in the EIR. Please refer to the NOP/IS in Appendix A for a discussion of these topics.

The Initial Study determined that the proposed project could result in potentially significant impacts in the following topic areas: Cultural Resources (Historic Architectural Resources) and Transportation and Circulation. These topics are analyzed in this chapter.

This Introduction discusses the effect of CEQA Guidelines Section 21099 on the scope of CEQA analysis for the proposed project; describes the format of the environmental analysis in each environmental topic section of the chapter; and explains the general approach to the setting and cumulative analysis in this EIR. The Introduction concludes with existing land use setting information, presented for informational purposes to orient the reader to the surrounding context of the project site.

CEQA SECTION 21099

Aesthetics and Parking Analysis

CEQA Guidelines Section 21099(d) provides that "aesthetics and parking impacts of a residential, mixed-use residential, or employment center project on an infill site located within a transit priority area shall not be considered significant impacts on the environment." Accordingly, aesthetics and parking are not considered in determining if a project has the potential to result in significant environmental effects for projects that meet all of the following three criteria:

1. The project is in a transit priority area;

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

The proposed project meets each of the above three criteria and thus, this EIR does not consider aesthetics and the adequacy of parking in determining the significance of project impacts under CEQA.[1]

The Planning Department recognizes that the public and decision makers nonetheless may be interested in information pertaining to the aesthetic effects of a proposed project and may desire that such information be provided as part of the environmental review process. Therefore, some information that would have otherwise been provided in an aesthetics section of the EIR (i.e., "before" and "after" visual simulations) has been included in Chapter 2, Project Description, of this EIR. However, this information is provided solely for informational purposes and is not used to determine the significance of the environmental impacts of the project, pursuant to CEQA.

In addition, CEQA Guidelines Section 21099(d)(2) states that a Lead Agency maintains the authority to consider aesthetic impacts pursuant to local design review ordinances or other discretionary powers and that aesthetics impacts do not include impacts on historical or cultural resources (e.g., historic architectural resources). As such, the Planning Department does consider aesthetics for design review and to evaluate effects on historical or cultural resources.

Automobile Delay and Vehicle Miles Traveled Analysis

In addition, CEQA Guidelines Section 21099(b)(1) requires that the Governor's Office of Planning and Research (OPR) develop revisions to the CEQA Guidelines establishing criteria for determining the significance of transportation impacts of projects that "promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses." CEQA Guidelines Section 21099(b)(2) states that upon certification of the revised guidelines for determining transportation impacts pursuant to CEQA Guidelines Section 21099(b)(1), automobile delay, as described solely by level of service or similar measures of vehicular capacity or traffic congestion shall not be considered a significant impact on the environment under CEQA.

[1] San Francisco Planning Department, *Eligibility Checklist: CEQA Section 21099 – Modernization of Transportation Analysis*, 1028 Market Street Project, Case No. 2014.0241E, April 4, 2016. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400 as part of Case File No. 2014.0241E.

In January 2016, OPR published for public review and comment a *Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA*[2] with a draft recommendation that transportation impacts for projects (especially auto delay) be measured using a vehicle miles traveled (VMT) metric, rather than a Level of Service (LOS) metric. On March 3, 2016, in anticipation of the future certification of the revised CEQA Guidelines, the San Francisco Planning Commission adopted a resolution (consistent with OPR's recommendation) to use the VMT metric instead of automobile delay (as measured by LOS) to evaluate the transportation impacts of projects (Resolution 19579). (Note: the VMT metric does not apply to the analysis of impacts on non-automobile modes of travel such as riding transit, walking, and bicycling.)

Accordingly, this EIR does not contain a discussion of automobile delay impacts. Instead, a VMT and induced automobile travel impact analysis is provided in Section 4.C, Transportation and Circulation. The topic of automobile delay, nonetheless, may be considered by decision-makers, independent of the environmental review process, as part of their decision to approve, modify, or disapprove the proposed project. Information about automobile delay and intersection level of service is provided in the Transportation Impact Study prepared for the 1028 Market Street Project.[3]

FORMAT OF THE ENVIRONMENTAL ANALYSIS

This chapter contains two sections in addition to this Introduction, each addressing a different environmental topic. They are Section 4.B, Historic Architectural Resources, and Section 4.C, Transportation and Circulation. Each of these sections contains the following subsections: Introduction, Environmental Setting, Regulatory Framework, and Impacts and Mitigation Measures.

Introduction

The Introduction subsection describes each environmental topic and the types of impacts that are analyzed.

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[2] Governor's Office of Planning and Research (OPR), *Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA*, January 2016. Available online at https://www.opr.ca.gov/s_sb743.php. Accessed March 25, 2016.

[3] Stantec Consulting Services, *1028 Market Street Transportation Impact Study, Case No.2014.0241E*, June 20, 2016. A copy of this document is available at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

Environmental Setting

The Environmental Setting subsection describes the existing physical conditions in the project site vicinity. Existing conditions are those physical conditions that existed at the time that the proposed project's NOP/IS was published on February 17, 2016. These conditions serve as a baseline for the analysis of potential environmental impacts (adverse physical changes) that may result from implementation of the proposed project, presented under the Impacts and Mitigation Measures subsection (described below).

Regulatory Framework

The Regulatory Framework subsection describes federal, state, and local regulatory requirements that are directly applicable to the environmental topic.

Impacts and Mitigation Measures

The Impacts and Mitigation Measures subsection describes the physical environmental impacts of the proposed project, as well as any mitigation measures that could reduce impacts to less-than-significant levels. This subsection begins with a listing of the significance thresholds used to assess the severity of the environmental impacts for that particular topic. These thresholds reflect the Planning Department's Initial Study checklist. Section 4.B, Historic Architectural Resources, and Section 4.C, Transportation and Circulation, include a "Project Features" discussion, which summarizes the particular aspects of the proposed project that are relevant to each topic. This is followed by a topic-specific "Approach to Analysis," which explains the parameters, assumptions, and data used in the analysis.

Under the "Impact Evaluation" discussion, the project-level impact analysis for each topic begins with an impact statement that reflects the applicable significance thresholds. Some significance thresholds may be combined in a single impact statement, if appropriate. Each impact statement is keyed to a subject area abbreviation (e.g., CR for Cultural Resources) and an impact number (e.g., 1, 2, 3) for a combined alpha-numeric code (e.g., Impact CR-1, Impact CR-2, Impact CR-3).

When significant impacts are identified, mitigation measures are presented to avoid, eliminate, or reduce significant adverse impacts of the proposed project, if any are available. Improvement measures are identified that would further reduce less-than-significant effects of the proposed project. Each mitigation measure corresponds to its impact statement and has an "M" in front to signify it is a mitigation measure (e.g., Mitigation Measure M-CR-1 for a mitigation measure that corresponds to Impact CR-1). If there is more than one mitigation measure for the same impact statement, each measure has a lowercase letter suffix (e.g., Mitigation Measures M-CR-1a and M-CR-1b). Improvement measures are designated in a similar fashion except that an "I" is placed in front of it to signify it is an improvement measure (e.g., Improvement Measure I-TR-1 for an

improvement measure that corresponds to Impact TR-1). As with mitigation measures if there is more than one improvement measure for the same impact statement, each improvement measure has a lowercase letter suffix (e.g., Improvement Measures I-TR-1a and I-TR-1b)

Each impact statement describes the impact that would occur without mitigation. The level of significance of the impact is indicated in parentheses at the end of the impact statement based on the following terms:

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

Cumulative impacts of the proposed project are described in a separate subsection following the complete project-level impact analysis for each topic. Cumulative impact statements are numbered consecutively for each impact statement with a combined alpha-numeric code to signify it is a cumulative impact. For example, C-CR-1 refers to the first cumulative impact for Historic Architectural Resources, which is a subtopic of the broader environmental topic identified as Cultural Resources.

APPROACH TO CUMULATIVE ANALYSIS

Potential cumulative impacts from the proposed project are analyzed for each environmental topic. Project contributions to significant cumulative impacts for each environmental topic, where those are identified in the impact analysis, are assessed to determine whether or not project contributions would be considerable. In accordance with CEQA, cumulative impacts may be analyzed by applying a list-based approach (a list of past, present, and reasonably foreseeable future projects, including projects outside the control of the lead agency), a plan-based approach (a summary of projections in an adopted general plan or related planning document), or a reasonable combination of the two.[4] In general, the City and County of San Francisco uses a

[4] CEQA Guidelines, Section 15130(b)(1).

plan-based approach that relies on local/regional growth projections (i.e., population, jobs, and number and type of residential units).

A combination of the two approaches was used for the analysis of cumulative impacts in this EIR. The plan-based approach is used, and augmented where applicable with the list-based approach, because there are other past, present, and reasonably foreseeable future projects in the project vicinity (defined as a ¼-mile radius) that, when combined with the proposed project, could result in cumulative effects. Therefore, the analysis of cumulative impacts accounts for the reasonably foreseeable future projects listed in Table 4.A.1: Cumulative Projects in the Project Vicinity. These cumulative projects are either under construction or the subject of an Environmental Evaluation Application on file with the Planning Department. Recently completed projects in the vicinity included the St. Anthony Foundation's Vera Haile Housing at 121 Golden Gate Avenue, the renovation of the Strand Theater at 1127 Market Street, and the development of several high-rise, mixed-use residential buildings in the South of Market area along Ninth, Tenth, and Mission streets. Refer to Figure 4.A.1: Cumulative Projects for the locations of the listed projects.

In addition to the cumulative projects identified below in Table 4.A.1, the following area plans and transportation infrastructure plans are also considered part of the cumulative setting:

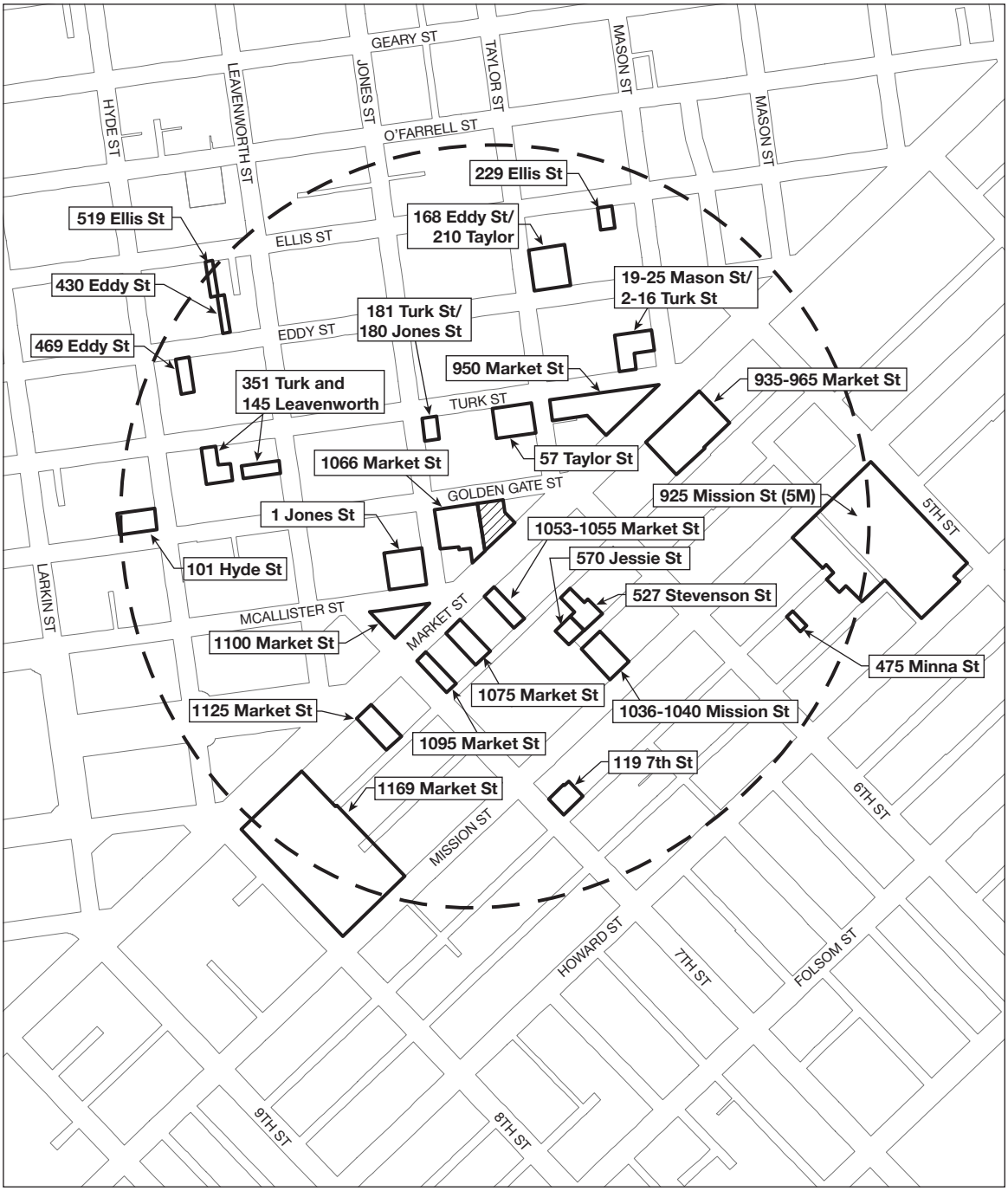
- **Central SoMa Plan:** The Central SoMa Plan (formerly the Central Corridor Plan) establishes a land use and transportation planning framework for the Central SoMa area. The plan area is bounded by Townsend Street to the south, Sixth Street to the west, and Second Street to the east. The northern boundary of the plan area is an irregular line that is generally formed by Folsom, Howard, and Stevenson streets.
- **Better Market Street Plan (BMSP):** The project envisions a new Market Street that is more beautiful and green, has enlivened public plazas and sidewalks full of cafés, showcases public art and performances, provides dedicated bicycle facilities, and delivers efficient and reliable transit. The goal of the BMSP is to redesign, revitalize, and reestablish Market Street as San Francisco's main thoroughfare and its cultural, civic, and economic center. As a coordinated multi-City agency effort, the BMSP would include transportation and streetscape improvements, including changes to roadway configuration and private vehicle access; traffic signals; surface transit, such as transit-only lanes, stop spacing, service, stop location, stop characteristics and infrastructure; bicycle facilities; pedestrian facilities; streetscapes; commercial and passenger loading; vehicular parking; plazas; and utilities. The BMSP area encompasses Market Street from Octavia Boulevard to The Embarcadero and potentially Mission Street between Valencia Street and The Embarcadero. The BMSP includes three alternatives, with two design options.
- **Safer Market Street Plan (SMSP):** The project is part of a coordinated multi-City agency effort to achieve Vision Zero, San Francisco's policy commitment to work towards eliminating all traffic-related fatalities by 2024. The SMSP aims to further Vision Zero efforts with the extension of transit-only lanes, introduction of turn restrictions for private automobiles between Third and Eighth streets at Market Street and supplemental safety treatments.

Table 4.A.1: Cumulative Projects in the Project Vicinity

Address	Case File No.	Dwelling Units	Hotel Rooms	Retail (gsf)	Commercial (gsf)	Non-Profit Arts (gsf)
1169 Market Street (Trinity Place) [a]	2002.1179E	1,900	--	60,000	--	--
475 Minna Street	2014.1422 ENV	15	--	--	--	--
469 Eddy Street	2014.0562E	29	--	2600	--	--
430 Eddy Street	2014.0400E	22	--	797	--	--
519 Ellis Street	2014.0506E	28	--	2541	--	--
1053-1055 Market Street	2014.0408E	--	155	4,000	--	--
1066 Market Street	2013.1753E	330	--	4,590	--	--
1075 Market Street	2013.1690E	90	--	9000	--	--
1095 Market Street (Grant Building) [b]	2014-000803PRJ	--	202	3,992	--	--
950 Market Street	2013.1049E	316	310	15,000	24,000	75,000
1125 Market Street	2013.0511E	--	160	5,562	19,156	--
351V Turk Street/ 145 Leavenworth Street	2012.1531E	234	--	--	--	--
19-25 Mason Street/ 2-16 Turk Street	2012.0678E	155	--	2,828	--	--
119 Seventh Street	2012.0673E	39	--	1,974	--	--
101 Hyde Street	2012.0086E	85	--	4,780	--	--
925 Mission Street (5M)	2011.0409E	702	--	96,600	812,500	
1100 Market Street (Renoir Hotel) [b]	2012.1123E	--	--	--	--	--
1 Jones Street (Hibernia Bank Building) [b]	2011.0167E	--	--	--	--	--
527 Stevenson Street	2010.0948XV	67	--	210	--	--
229 Ellis Street	2009.0343E	18	--	5,704	--	--
57 Taylor Street [c]	2015.007525ENV	77	--	11,000	--	--
168 Eddy Street/ 210 Taylor Street	2007.1342	103	--	5,297	--	--
935-965 Market Street (Market Street Place) [a]	2005.1074E	--	--	--	264,010	--
570 Jessie Street	2005.1018E	47	--	--	--	--
181 Turk Street/ 180 Jones Street	2005.0267E	32	--	--	--	--
1036-1040 Mission Street	2007.1464E	83	--	1,250	--	--
Totals		**4,372**	**827**	**501,445**	**856,016**	**75,000**

Notes:
[a] Under construction.
[b] Under renovation and do not include additional hotel rooms or increased gsf of other uses.
[c] Group housing.

Source: San Francisco Planning Department Property Information Database and Active Permits in My Neighborhood Map. Available online at http://propertymap.sfplanning.org/?dept=planning and http://www.sf-planning.org/index.aspx? page=2575. Accessed June 16, 2015. Updated June 2016.



SOURCES: SWCA/Turnstone Consulting and San Francisco Planning Department
Property Information Map and Database

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0 100
FEET

Project Site
.25-Mile Buffer
Cumulative Projects

1028 MARKET STREET
2014.0241E

FIGURE 4.A.1: CUMULATIVE PROJECTS

LAND USE SETTING

The project site is located at 1028 Market Street on the north side of Market Street, mid-block between Taylor and Jones streets. The irregularly shaped lot is 15,077 sq. ft. and is completely developed with an approximately 37-foot-tall, 33,310-gsf, two-story commercial building, historically known as the Golden Gate Building, with frontages on both Golden Gate Avenue and Market Street. The project site slopes from north to south (Golden Gate Avenue to Market Street) with an elevation change of approximately 7 feet.

The project site block is located along the Mid-Market corridor, which is generally defined as the area between Fifth and Eleventh streets along Market Street. The block is bounded by Golden Gate Avenue to the north, Market Street to the south, Jones Street to the west, and the beginning of Taylor Street to the east. The site is located along the southern edge of San Francisco's Downtown/Civic Center neighborhoods (which includes the Tenderloin neighborhood). The Nob Hill, Financial District, South of Market, and the Western Addition neighborhoods are to the north, east, south, and west of the project site, respectively (see Figure 2.1 on p. 2.4). The immediate project area is characterized by a dense mix of hotel, entertainment, residential, retail, office, and institutional land uses with some structured and surface parking (see Figure 2.2 on p. 2.5). Most residential and commercial buildings have ground-floor retail uses and many were constructed in the decades immediately following the 1906 Earthquake and Fire.

In the project site vicinity, Golden Gate Avenue is a one-way, eastbound-only, three-lane roadway with 10-foot-wide sidewalks and metered parking on both sides of the street, including three yellow metered loading spaces on the north side of Golden Gate Avenue between Jones and Taylor streets. At the southeast corner of Jones Street and Golden Gate Avenue there is an inbound Muni bus stop for the 7X Noriega Express. At the northwest corner of Golden Gate Avenue and Taylor Street there is a 100-foot-long white zone on the north side of Golden Gate Avenue and a 50-foot-long white zone on the west side of Taylor Street. Market Street is a four-lane, east-west roadway with shared curbside lanes that accommodate buses, private vehicles, commercial vehicles and bicycles, and two Muni-only center lanes. Bicycle facilities along this segment of Market Street are Class III facilities, i.e. shared lanes with green-backed sharrows. The Market Street sidewalk is approximately 35 feet wide, narrowing to 26 feet at the parking bay located at the western end of the project site frontage. Taylor Street (on the north side of Market Street) is a one-way, northbound-only, three-lane roadway with 10-foot-wide sidewalks and metered parking on both sides of the street and a 50-foot-long passenger loading zone along the southwest curb in front of the Golden Gate Theatre. South of Market Street, Taylor Street becomes Sixth Street, which is a four-lane, two-way roadway with 10-foot-wide sidewalks and metered parking on both sides of the street. Jones Street is a two-lane, one-way, southbound-only roadway with 12-foot-wide sidewalks and metered parking on both sides of the street.

The bus and streetcar stops closest to the project site are located on Market Street. The inbound stop for Muni's 6 Haight/Parnassus, 9 San Bruno, 9R San Bruno Rapid, 21 Hayes, and F Market and Wharves is located at the center lane transit boarding island on the west side of the Market Street/Taylor Street/Sixth Street intersection, and outbound stop for Muni's 6 Haight/Parnassus, 7 Haight/Noriega, 7R Haight/Noriega Rapid, 9 San Bruno, 9R San Bruno Rapid, and F Market and Wharves is located at the center lane transit boarding island on the east side of the intersection. Muni's inbound 7X Noriega Express bus has a stop on Golden Gate Avenue at the southeast corner of Jones Street. The closest outbound 7X Noriega Express bus stop is located on Turk Street, mid-block between Taylor and Mason streets. In addition, there are two BART/Muni stations nearby: the Civic Center Muni/BART station, one block west of the project site at U.N. Plaza at the intersection of Charles J. Brenham Place and Market Street, and the Powell Muni/BART station, one block east at Hallidie Plaza at the intersection of Cyril Magnin and Market streets.

The project site block is zoned C-3-G. The blocks on both sides of Market Street between Fifth and Eighth streets are generally zoned C-3-G with some parcels zoned P (Public) and C-3-R (Downtown General Retail). Blocks in the vicinity of the project site north of Golden Gate Avenue between Jones and Taylor streets as well as blocks east of Taylor Street and west of Jones Street are predominately zoned RC-4 (Residential – Commercial High Density) with some parcels zoned C-3-G. Blocks further to the west and southwest are zoned P (Public) and contain U.N. Plaza, the Fulton Street Mall, Joseph L. Alioto Performing Arts Piazza, federal and state courthouses, and other government buildings. The project site is also located within the proposed Mid-Market Special Use District (Mid-Market SUD), which is proposed to encompass all parcels fronting Market Street between Fifth and Eighth streets. To the north of Golden Gate Avenue, across from the project site, and west of Jones Street is the North of Market Residential Special Use District 1.

The project site is within the boundaries of the Market Street Theatre and Loft National Register District (MSTL District). Buildings within the MSTL District were constructed principally between 1900 and 1926. The MSTL District contains a collection of motion picture theaters, loft and office buildings, and small commercial buildings on both sides of Market Street with two grand intersections at Taylor Street/Golden Gate Avenue/Market Street/Sixth Street and Jones Street/McAllister Street/Market Street. Contributing buildings occupy their full lots and rise continuously straight up from the sidewalk, usually for two to eight stories with two- or three-part vertical compositions with flat roofs behind parapets, façade ornamentation, and prominent cornices. The project site is also within the preliminary boundaries of the CRHR-eligible Tenderloin LGBTQ Historic District. Planning Department Preservation staff have determined that, with further evaluation, this District would likely encompass properties fronting Market Street within the boundaries of the MSTL District, would likely encompass all or part of the neighborhood historically known as the Uptown Tenderloin (consistent with the boundaries of

the neighborhood defined in the designated Uptown Tenderloin National Register Historic District [Uptown Tenderloin District]), and would extend slightly east and west to include additional properties associated with the LGBTQ context identified in the *Citywide Historic Context Statement for LGBTQ History in San Francisco*.[5] The Uptown Tenderloin District is north of Golden Gate Avenue and west of Jones Street, and is characterized by a variety of multiple-story commercial, residential, hotel, and institutional buildings dating from 1906 to the 1930s. The Civic Center National Register Historic District is located to the west of the project site and is generally defined by the many institutional and civic buildings located along its central spine – U.N. Plaza, the Fulton Street Mall, and the Joseph L. Alioto Performing Arts Piazza. The project site is not located within the Uptown Tenderloin or the Civic Center Historic Districts.

The four-story, 52-foot-tall San Christina Building (1000 Market Street), a historic resource constructed in 1913, is adjacent to and east of the project site. The San Christina Building has three ground-floor commercial spaces along Market Street with three residential/residential support floors above. Immediately adjacent to and west of the project site is a vacant two-story commercial building built in 1966, and a surface parking lot with access via Golden Gate Avenue. The vacant two-story commercial building and surface parking lot (1066 Market Street) are proposed for redevelopment with a 120-foot-tall, mixed-use residential building. The three-story commercial building at 1072-1098 Market Street/20 Jones Street to the west of the project site (at the northeast corner of Jones, McAllister, and Market streets) is a historic resource constructed in 1911. The building contains seven ground-floor commercial spaces along Market and Jones streets, offices on the second floor, and a mosque on the third floor (Masjid Darussalam Mosque). The project vicinity contains many architecturally notable buildings, including a number of loft and theater buildings. Prominent nearby structures include the Warfield Theatre (982 Market Street) and the Golden Gate Theatre (1 Taylor Street) to the north and northeast; the Hibernia Bank Building (1 Jones Street) and Renoir Hotel (1100 Market Street) to the west; and the Imperial Theatre (1077 Market Street), the Eastern Outfitting Building (1019 Market Street), and the Ede Building (1061 Market Street) on the south side of Market Street.

Buildings on the project site block range from two to four stories and are below the established 120-X Height and Bulk District limits for the project site block. Buildings on the blocks to the north of the project site across Golden Gate Avenue as well as buildings on blocks to the east and west of the project site block are predominantly low- to mid-rise buildings with some high-rise buildings to the west of Jones Street. These existing buildings range from single-story commercial structures to a 13-story residential buildings and are within the established height

[5] City and County of San Francisco Planning Department, *Citywide Historic Context Statement for LGBTQ History in San Francisco* (hereinafter "Citywide LGBTQ HCS"), October 2015. Prepared by Donna J. Graves and Shayne E. Watson. Adopted by the San Francisco Historic Preservation Commission in November 2015. Available online at http://208.121.200.84/ftp/files/Preservation/lgbt_HCS/LGBTQ_HCS_October2015.pdf. Accessed August 15, 2016.

limits that range from 80 to 120 feet. Buildings on the blocks south of the project site along the south side of Market Street between Sixth and Seventh streets range from two to seven stories and are within the established height limits that range from 90 to 120 feet. There are four high-rise buildings within two blocks of the project site: the 15-story 995 Market Street building at the northeast corner of Market and Sixth streets, the 18-story San Francisco Federal Building at the southwest corner of Stevenson and Seventh streets, the 13-story 54 McAllister Street building at the intersection of McAllister Street and Charles J. Brenham Place, and the 28-story McAllister Tower Apartments at the northwest corner of McAllister and Leavenworth streets. Eastward down Market Street, towards the Financial District, development intensifies, with more mid- and high-rise hotel, retail, and commercial buildings.

B. HISTORIC ARCHITECTURAL RESOURCES

INTRODUCTION

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

For the purposes of this EIR, the term "historic architectural resource" is used to distinguish such resources from archaeological resources, which may also be considered historical resources under CEQA. The Notice of Preparation/Initial Study (included as Appendix A to this EIR), pp. 63-70, determined that the project, with implementation of mitigation measures, would not cause adverse effects to potential archeological resources that may be present within the project site. Therefore, further discussion of archeological resources is not required in this EIR.

Project impacts on "historical resources," as defined under CEQA, are analyzed in two steps. The first analysis determines whether a project may impact a resource that falls within the definition of "historical resource(s)" under CEQA. If the project is found to impact historical resources, a second analysis then determines whether the project would cause a substantial adverse change to the resource. A project that may cause a substantial adverse change in the significance of an historical resource is one that may have significant effect on the environment (CEQA Guidelines Section 21084.1). Thus, this subsection has two parts. The Environmental Setting discussion identifies and describes historical resources on and in the vicinity of the project site. The Impacts discussion evaluates the impacts of the proposed project on the historical resources identified in the Environmental Setting discussion.

This historic architectural resources section is generally based on the *Historic Resource Evaluation* (HRE), prepared by an independent historic architectural resource consultant, GPA Consulting;[1] and the *Historic Resource Evaluation Response* (HRER), prepared by the San Francisco Planning Department.[2] The Planning Department has reviewed the HRE and generally concurs with the HRE's analyses and conclusions.

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[1] GPA Consulting, *Historic Resource Evaluation, 1028-1056 Market Street, San Francisco*, March 3, 2016. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

[2] San Francisco Planning Department, *Historic Resource Evaluation Response, 1028 Market Street*, August 26, 2016. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

ENVIRONMENTAL SETTING

BUILDING DESCRIPTION AND HISTORY

The project site is occupied by a two-story commercial building, the 1028 Market Street building, which was built in 1907 and is historically known as the Golden Gate Building (see Figure 4.B.1: 1028 Market Street, Market Street Façade, Looking Northwest). The building is a contributor to the Market Street Theatre and Loft National Register Historic District (discussed below beginning on p. 4.B.15) and the CRHR-eligible Tenderloin Lesbian-Gay-Bisexual-Transgender-Queer (LGBTQ) Historic District (discussed below beginning on p. 4.B.21).

Building Description

The 1028 Market Street building takes up the entire, irregularly shaped parcel. It faces south onto Market Street with secondary street frontage on the north side of the property along the south side of Golden Gate Avenue. It is immediately adjacent to other commercial buildings to the east and west. As it is located near the center of the Market Street Theatre and Loft National Register Historic District (MSTL District), its setting consists of other low and mid-rise buildings from the early 20th century, along with a few non-contributing buildings.

The building is irregular in plan, reflecting its irregularly shaped lot. The building has a flat roof surrounded by a parapet. The building's primary façade is its Market Street (south) elevation. Its exterior walls are constructed of brick and clad with a mix of scored stucco and flat metal panels. The second story is more intact than the first. It is ten bays wide with a mix of non-original, single-light, fixed windows and one-over-one, double-hung windows. Its first story has been extensively altered, consisting of a variety of storefront infill treatments (including metal roll-up doors, aluminum storefronts, stucco).

While the building does not exhibit a distinguishable architectural style in its present state, *Splendid Survivors*, Michael R. Corbett's 1979 book documenting the historic buildings of San Francisco's downtown, states that the building once had "restrained Renaissance/Baroque ornamentation." The intact elements include simple cornices on the parapet and between the first and second story, a remnant of trim atop the westernmost storefront, and the scored stucco on the façade, intended to mimic rustication.

The building's only other visible elevation is its secondary Golden Gate Avenue (north) elevation. The Golden Gate elevation is six bays wide and made of painted brick. It has simple cornices on the parapet and between the stories. The second story exhibits a pair of original, one-over-over, double-hung windows in each bay. The first story consists of storefronts that have all been boarded up.

SOURCE: GPA Consulting, 2016

1028 MARKET STREET

2014.0241E

FIGURE 4.B.1: 1028 MARKET STREET FACADE LOOKING NORTHWEST

Building History

Real estate investor Morris Siminoff commissioned the building from the prominent local architecture firm Shea & Shea in 1907, after the earthquake and fire of 1906.

Uses

The building has had a wide variety of commercial tenants and uses since its construction, including retail, theaters, restaurants, night clubs, and offices. Consequently, it has experienced numerous alterations, especially to its storefronts, as described above. It originally contained retail stores and a warehouse. Based on a Sanborn Fire Insurance Company Map from 1913, the building housed seven stores in its early years; four fronted on Market Street and three fronted on Golden Gate Avenue. In the early 1920s, several theaters developed in the neighborhood and portions of the 1028 Market Street building were converted into second-run movie theaters: the Pompeii Theater (1923-1933), the Regal Theater (1940-c.1990), and the Bijoux Theater (1953-c.1990). In 1953, the building housed as many as 12 businesses, including the theater, a billiards hall, numerous stores, professional services, a cocktail lounge, a tavern, and restaurants; all but two fronted on Market Street. In more recent years, it has been occupied by stores and restaurants on the first floor and a billiards hall on the second. Currently, as of publication of this EIR, the building houses a temporary food court known as The Hall, which is projected to close in October 2016.

Builder

Morris Siminoff, the developer of the building, was born in Russia in 1863. In addition to his real estate investments, he was a well-known merchant and manufacturer of men's clothing. He was part owner of the Golden Gate Cloak & Suit House, which operated out of part of the 1028 Market Street building after its construction, hence its historic name. Siminoff was also a prominent member of both the Masons and Knights Templar; he donated a temple to the Decoto (now Union) Masonic Home for widows and orphans of members and was remembered for his generous charitable contributions. He died suddenly in March 1907, due to complications from a horse-riding injury sustained two years before. His death in early 1907 indicates that he may not have lived to see the completion of the 1028 Market Street building.

Architect

The building's design has been attributed to the firm of Shea & Shea, a partnership between brothers Frank Thomas Shea and William Denis Shea. Frank, the elder brother, was born around 1859. He was educated in San Francisco and later attended L'École des Beaux Arts. He then returned to the San Francisco area and became one of the city's leading architects for several decades. William Shea, the younger brother, was born about 1866. Based on the dates of their

extant work, the brothers formed their partnership sometime in the 1890s, and they were still actively working together at the time of Frank's death.

In 1904, William Shea was appointed City Architect for San Francisco, a position he held until 1907. It was around this time that Frank formed a partnership with another architect, John O. Lofquist. Shea & Lofquist notably won a design competition for the 1908 Bank of Italy building at 552 Montgomery Street. Frank Shea passed away in 1929 after a brief illness, and his brother William passed away two years later in 1931. The brothers are remembered primarily for their church architecture, designed together and with Lofquist, which is noted to be some of the most outstanding in San Francisco.

Existing Status under Local Registers of Historical Resources

San Francisco Planning Code Article 10

The 1028 Market Street building is not designated under Article 10 of the San Francisco Planning Code as an individual City Landmark. The MSTL District, in which the building is located and to which the building contributes, is not designated under Article 10 of the Planning Code.

San Francisco Planning Code Article 11

The 1028 Market Street building is a "Category V, Unrated" building under Article 11 of the Planning Code and is not within any Conservation District designated under Article 11 of the Planning Code.

San Francisco Architectural Heritage – Downtown Survey

The San Francisco Architectural Heritage (Heritage) Downtown Survey was completed in 1977-1978, and published in 1979 as *Splendid Survivors*. The rating system ranged from 'A' (highest importance) to 'D' (minor or no importance). The 1028 Market Street building was included in the Heritage Downtown Survey and was given a rating of 'C' (contextual importance). Inclusion in the Heritage Downtown Survey indicates that the Planning Department has additional information on the building, but it does not alone indicate that the building is an "historical resource" under CEQA.[3]

[3] San Francisco Planning Department, *Preservation Bulletin No. 16, CEQA Review Procedures for Historic Resources*, Draft, March 31, 2008, p. 6. Available online at http://sf-planning.org/Modules/ShowDocument.aspx?documentid=5340. Accessed March 23, 2016.

San Francisco Planning Department Historic Resources Survey Program

In November 2015, the San Francisco Historic Preservation Commission adopted the *Citywide Historic Context Statement for LGBTQ History in San Francisco* (Citywide LGBTQ HCS).[4] The Citywide LGBTQ HCS provides a broad overview of the many and complex patterns, events, influences, individuals, and groups that shaped LGBTQ history in the city. It also discusses numerous properties citywide for potential associations with the development of San Francisco as a center of LGBTQ activity which began in the period immediately following the 1906 earthquake and fire. The 1028 Market Street building accommodated past uses that are documented in the Citywide LGBTQ HCS. Through additional research and analysis, Planning Department Preservation staff has determined that the 1028 Market Street building retains sufficient integrity to convey its association with two themes identified in the Citywide LGBTQ HCS as LGBTQ-friendly bars during the mid-20th century.[5] Further, a CRHR-eligible Tenderloin LGBTQ Historic District, significant under Criterion A/1 (Events), has been identified and is located generally within the boundaries of the MSTL District and the Uptown Tenderloin National Register District, and may be extended east and west to include other properties associated with the Citywide LGBTQ HCS.[6] The subject property has also been determined to be a contributor to the CRHR-eligible Tenderloin LGBTQ Historic District.

EVALUATION

The 1028 Market Street building had not previously been evaluated for its individual significance under CRHR criteria. (See "California Register of Historical Resources" in the Regulatory Framework discussion beginning on p. 4.B.24.) Therefore, the HRE evaluates the building's eligibility for individual inclusion in the CRHR under the CRHR criteria within the context of the MSTL District. In addition, subsequent analysis documented through the San Francisco Planning Department's Historic Resources Evaluation Response (HRER) for 1028 Market Street evaluates the building's eligibility for individual inclusion in the CRHR under the CRHR criteria within the context of the Citywide LGBTQ HCS.

[4] City and County of San Francisco Planning Department, *Citywide Historic Context Statement for LGBTQ History in San Francisco* (hereinafter "Citywide LGBTQ HCS"), October 2015. Prepared by Donna J. Graves and Shayne E. Watson. Available online at http://208.121.200.84/ftp/files/Preservation/lgbt_HCS/LGBTQ_HCS_October2015.pdf. Accessed August 15, 2016.

[5] San Francisco Planning Department, *Historic Resource Evaluation Response, 1028 Market Street*, August 26, 2016.

[6] San Francisco Planning Department, *Historic Resource Evaluation Response, 950-974 Market Street*, June 29, 2016. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2013.1049E.

Evaluation of the 1028 Market Street Building as an Individual Resource – MSTL District Context

Criterion 1/A (Events)

To be eligible for the CRHR under Criterion 1/A, a property must be associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.

The 1028 Market Street building was constructed soon after the fire and earthquake of 1906. Thus, it is associated with the rebuilding of the city in the wake of the disaster. However, mere association with a development trend is not sufficient for significance under this criterion. The association must be direct and important. This does not appear to be the case with the 1028 Market Street building. It appears to have been an ordinary infill project constructed for the purpose of housing the Golden Gate Cloak & Suit House, a men's clothing retailer. There is no evidence to suggest that this singular building had a direct and important association with the rebuilding period. According to the National Register Nomination for the MSTL District, this part of Market Street was already developed as a secondary commercial zone of retail and loft buildings before the fire, and it continued as such afterward with many of the properties maintaining consistent ownership. Furthermore, rebuilding efforts in the neighborhood after the fire are better represented by the MSTL District as whole, rather than by this one building, as detailed on the nomination form.

In the 1920s, a portion of the 1028 Market Street building was converted into a second-run movie theater called the Pompeii. During the same period, three new, first-run, showcase theaters were constructed in the immediate vicinity. These included the Warfield Theatre (1921-1922), the Golden Gate Theatre (1921-1922), and, previously adjacent to the subject property, the Paramount Theater (1920, demolished in the 1960s). Another second-run theater, the Egyptian (1924), was also located nearby. This concentration of theaters made the neighborhood an important center of entertainment in the 1920s and is the source from which the MSTL District derives much of its significance. The 1028 Market Street building, however, does not appear to be significant as an individual building for any direct and important association with the entertainment industry in the city. It was an average second-run house, constructed for other commercial purposes and later converted. It does not have the ability to convey the significance of the development of the entertainment industry in the city on its own, especially when compared with the first-run houses, which served as primary distribution points for major studios like RKO, MGM, United Artists, and Paramount. The studios financed the construction of these high-style palaces and sent their major films to them for their initial San Francisco runs. The 1028 Market Street building continued to house a mix of movie theater and commercial spaces through the end of the 20th century.

The building does not appear to be significant individually within the context of the MSTL District under Criterion 1/A. While it is associated with post-fire reconstruction after 1906 and the entertainment industry in the city in the 1920s, these associations are neither direct nor important. Within both contexts the MSTL District as a whole is a much better representation of the significant patterns of the city's history than this singular, typical building from the early 20th century.

Criterion 2/B (Persons)

To be eligible under CRHR Criterion 2/B, a property must be associated with the lives of persons important to local, California, or national history.

The individual associated with the development of the 1028 Market Street building is Morris Siminoff, real estate investor and part owner of the Golden Gate Cloak & Suit Company. Siminoff was known in the community for his dedication to the Masons and Knights Templar. Extensive research into Mr. Siminoff did not reveal any reason to conclude that he should be considered an important person in the history of the city, state, or nation. Most results related to his name centered on a battle among family members for financial assets after his death. There were numerous other individuals associated with the building throughout the 20th century. A sampling of names identified in permit and City directory research include Margaret D. Havenscroft (1945), Nicholas Pagonis (1955), Don Cooper (1958), Jerome Bills (1969), and Lloyd Lutz (1970s), among others, as well as numerous businesses, such as Crystal Bowl (c.1945-1956), Keno's Forty Seven Club (c.1953-1956), 1028 Billiards (1958), Mr. T's Steakhouse (1957), Karrel Korn (1966), Bijoux Theater (1953-c.1990), Regal Theater (1940-c.1990), and Danny's (sometimes written as Dani's) Restaurant (1970s). Research into the individuals and businesses did not reveal any reason to conclude that any should be considered important in the history of the city, state, or nation individually. As a result, 1028 Market Street does not appear to be significant individually under Criterion 2/B.

Criterion 3/C (Design/Construction)

To be eligible under CRHR Criterion 3/C, a property must embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic values.

The 1028 Market Street building does not appear to be eligible as an individual historic resource under this criterion. It does not embody the distinctive characteristics of a type, period, or method of construction. While it may have had "restrained Renaissance/Baroque ornamentation" at one time, it is currently heavily altered, especially at the first story, and appears to be a very common example of a low-rise brick commercial building from the period. It is the work of master architects Shea & Shea; however, it is not a particularly good or representative example of

their work. They were best known for their religious buildings in the city. As the National Register Nomination Form for the MSTL District explains, "With the exception of the Hibernia Bank, none of the structures in the District would be listed among its architect's very best works..." This assertion remains true for 1028 Market Street. The building's Market Street façade was once defined by multiple and varied storefronts reflecting the diversity of commercial uses. Lastly, the building does not possess high artistic values. This aspect of Criterion 3/C generally refers to works of art and designs which express a high ideal. As a common, altered example of an early 20th century commercial building, 1028 Market Street does not rise to a sufficient level of expressing a high ideal to be determined individually significant.

Criterion 4/D (Information Potential)

To be eligible for the CRHR under Criterion 4/D, a property must have the potential to yield information important in prehistory or history. Criterion 4/D is generally understood to apply primarily to archaeological resources. (Although Criterion 4/D may apply to architectural resources under limited circumstances, not applicable here, where study of the physical fabric of a building may yield important scientific and historic information that is not otherwise available in the documentary record.) The potential for the presence of subsurface archaeological resources within the project site that predate construction of 1028 Market Street building is addressed in the Notice of Preparation/Initial Study (Appendix A) on pp. 63-67.

Conclusion

The 1028 Market Street building does not meet any of the criteria for inclusion in the CRHR as an individual resource in the context of the MSTL District and, as such, is not considered an individual historical resource for the purposes of CEQA. However, the alterations to the building have not limited the 1028 Market Street building's ability to convey its association with the MSTL District and to contribute to that District.

Evaluation of the 1028 Market Street Building as an Individual Resource – Citywide LGBTQ HCS

The HRE prepared for this property generally focused on its architectural history with the result that the determinations did not evaluate potential associations with social or cultural history. The HRER for the proposed project concurs with the analysis of architectural significance, but has also evaluated the other aspects of social or cultural significance in light of the Citywide LGBTQ HCS. Therefore, the eligibility of this property under Criterion 3/C (Design/Construction) was not re-evaluated, although architectural integrity was analyzed as it related to other potential areas of significance.

As discussed in the Citywide LGBTQ HCS, beginning as early as the 1930s, the Tenderloin, including the stretch of Market Street encompassed within the MSTL District, became one of the earliest LGBTQ-friendly neighborhoods in San Francisco, along with North Beach. The Citywide LGBTQ HCS briefly describes the Tenderloin:

> The concentration of multi-story residential hotels constructed in the first decades after the 1906 earthquake and fire helped create a dense neighborhood that served many working-class and lower-income residents. In addition to affordable housing, the large number of queer bars, nightclubs, bathhouses, theaters, and bookstores located in the Tenderloin from the early 20th century through the 1990s helped sustain a lasting LGBTQ presence in the neighborhood.[7]

As outlined in the Planning Department's *Historic Resource Evaluation Response, 950-974 Market Street*,[8] the Tenderloin neighborhood appears to be significant under many of the themes identified in the Citywide LGBTQ HCS,[9] particularly Early Development of LGBTQ Communities in San Francisco (Early 20th Century to 1960s); Policing and Harassment of LGBTQ Communities (1933-1960s); Evolution of LGBTQ Enclaves and Development of New Neighborhoods (1960s to 1980s); Homophile Movements (1950 to 1960s); and Gay Liberation, Pride, and Politics (1960s to 1990s).

Against the backdrop of the post-WWII era in the Tenderloin neighborhood, the 1028 Market Street building housed two known LGBTQ-friendly establishments: the Crystal Bowl, a cocktail lounge bar located in the 1032 Market Street storefront from circa 1945 to 1956, and Keno's Forty Seven Club, a tavern bar, located in the 47 Golden Gate Avenue storefront from circa 1953 to 1956. Both of these establishments are cross-referenced in the *Gay Inc. SF Business Directory*,[10] from the San Francisco History Center. These businesses were part of the neighborhood's interconnected community of restaurants, bars, bathhouses, nightclubs, adult movie theatres, and other LGBTQ-friendly businesses supported by Tenderloin residents and visitors to the area. Based upon additional research and analysis, Planning Department Preservation staff has determined that uses at the subject property are associated with two themes identified in the Citywide LGBTQ HCS: the larger context of the Early Development of LGBTQ Communities in San Francisco (early 20th century-1960s) and of the Policing and Harassment of LGBTQ Communities (1933-1960s) in bars and taverns.

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7 Citywide LGBTQ HCS, p. 159.

8 San Francisco Planning Department, *Historic Resource Evaluation Response, 950-974 Market Street*, June 29, 2016.

9 In Chapter 1 of the Citywide LGBTQ HCS, and further delineated in Chapter 5 (see pp. 332-352), nine themes have been identified for assessing significance under Criterion A/1.

10 Carl Sajben, *Gay, Inc.: Gay San Francisco Business Directory Past & Present*, 2004.

The Crystal Bowl, 1032 Market Street

The Crystal Bowl appears to have first opened as a restaurant in 1943, closed for one year and then appears again in Polk's City Directory in 1945-1946 under the category of retail liquors. A photograph of the façade of the Crystal Bowl dated May 20, 1946[11] showcases a Streamline Moderne storefront, with neon signage in sans serif typeface, speed lines, an angled recessed entry, high bulkhead, and decorative terrazzo paving which extended into the sidewalk.[12] In October of the same year, an announcement in *Billboard* magazine promoted the "Three Belles and a Beau" would be performing at the Crystal Bowl Lounge, San Francisco, at the beginning of the month.[13] No further announcements were located. Over the next several years, ownership changed hands several times and a lunch stand operation was added at the cocktail lounge business. From 1957 through the early 1980s, the 1032 Market Street commercial space was occupied by steakhouse restaurants – known by the names Mr. T's, Paul's, and Sal's. The Crystal Bowl is listed in *Gay Inc.* with operating dates from 1944 to 1956.

Keno's Forty Seven Club, 47 Golden Gate Avenue

Polk's City Directory lists Keno's Forty Seven Club, a tavern, at 47 Golden Gate Avenue from circa 1953 to 1956. The tavern is also listed in *Gay Inc.* as a gay-friendly establishment. The Sanborn maps from 1950 and 1998 indicate that 1032 Market Street and 47 Golden Gate Avenue storefront spaces may have been one contiguous ground floor commercial space, surrounded by multiple smaller commercial storefront spaces on Market Street and Golden Gate Avenue. No other information was located about performances, ephemera or historic photographs at Keno's Forty Seven Club. In the oral history collection of the Gay, Lesbian, Bisexual, Transgender (GLBT) Archives, recollections with men who resided in the Tenderloin during the early 1950s reference Keno's Forty Seven Club, along with references/retellings about dozens of other bars, taverns, nightclubs. Keno's was noted as quite popular in the Tenderloin, especially as it was close to other downtown bars.[14]

Early Tenderloin Neighborhood

In the early 20th century, the Tenderloin gained an early reputation as a sex and vice district. The 1914 Red-Light Abatement Act shut down the city's brothels, forcing prostitution into the streets, which led to the Tenderloin becoming the center of San Francisco's sex trade – for straight, gay

[11] San Francisco Library Historical Photograph Collection, S.F. Nightclubs. *Crystal Bowl*, May 20, 1946.
[12] San Francisco Planning Department, *Neighborhood Commercial Buildings Historic Context Statement, 1865-1965*, Draft for Public Review, February, 17, 2016. Available online at http://208.121.200.84/ftp/files/Preservation/nbh_comm_building_hrs/hp_NCD_Storefronts_HCS.pdf. Accessed August 15, 2016.
[13] *"In Short" column for the West Coast,* "Billboard Magazine" October 5, 1946.
[14] San Francisco Planning Department, *Historic Resource Evaluation Response, 1028 Market Street*, August 26, 2016.

and transgender prostitutes working Market Street to the waterfront.[15] The 1906 earthquake, fire and reconstruction of large swaths of the city included what is now the Uptown Tenderloin National Register Historic District and surrounding neighborhood. The Tenderloin returned as a much more dense residential neighborhood, but retained its image for vice, albeit more reputable than some other parts of the city, including the Barbary Coast. The Tenderloin neighborhood's lively and varied character was created through an early presence of LGBTQ-friendly commercial establishments, such as nightclubs and restaurants mixed with what were considered to be "respectable" hotels, restaurants, dance halls and the energy of Market Street, and further invigorated by decades of members of the armed forces on leave beginning during WWII.[16]

Following the repeal of Prohibition in 1933, queer bars and nightclubs proliferated in San Francisco, similar to national trends. Unique to California was the State Board of Equalization (SBE), a statewide entity which regulated liquor sales with a focus on taxation not direct policing, in contrast to other states with more local regulation and oversight.[17] This led to small taverns and nightclubs opening all over the City, providing public spaces for everyone, including the LGBTQ community. As noted in the Citywide LGBTQ HCS:

> The concept of public spaces providing the protection needed for establishing and nurturing community is critical to understanding LGBTQ history. As described in previous sections, any display or form of nonnormative sexuality was criminal, and most people viewed nonnormative men and women as pathological. Anyone arrested for a sex crime faced having his or her name, occupation, and home address printed in the newspaper, which frequently led to disastrous consequences such as lost jobs, financial instability, and ostracism by family and friends.[18]

Due to the lack of organized crime found in other large metropolitan areas post-enactment of the 21st Amendment, bar owners were often also the bartenders and proprietors, and these petty entrepreneurs were often heavily invested in their small businesses. As noted in *Wide Open Town* in the early 1950s, "in those days there were very few places that were purely gay". Proprietors often acted as protectors of patrons, monitored activities inside the bar, and hired hostesses to screen customers.[19]

San Francisco during and following World War II saw a surge in members of the armed forces based in the Bay Area or moving through the City and Bay Area to points around the world. With this increased military population, the armed forces sought to control the large presence starting

[15] Citywide LGBTQ HCS, p. 159.
[16] Anne Bloomfield and Michael Corbett, National Register of Historic Places Nomination Form for the Uptown Tenderloin Historic District (May 5, 2008), Section 8.
[17] Citywide LGBTQ HCS, pp. 54-55.
[18] Citywide LGBTQ HCS, p. 54.
[19] Nan Alamilla Boyd, *Wide Open Town: A History of Queer San Francisco to 1965* (Berkeley: University of California Press, 2003).

as early as 1941, and were joined by the San Francisco Police Department (SFPD) and the SBE, which controlled liquor licenses, to patrol vice establishments, including straight and queer spaces in San Francisco. The Armed Forces Disciplinary Control Board (AFDCB) monitored bars and established an off-limits list for vice establishments through the Korean War.[20] Even with this harassment, bars proliferated, some known as LGBTQ-only, some mixed and some straight.

Harassment of Vice Establishments, LGBTQ-friendly Establishments

In 1950, the owner of the Black Cat Café, Sol Stoumen, began the appeal process of the SBE's liquor license revocation for the Café. Stoumen and his attorney appealed to the California Supreme Court, *Stoumen v Reilly,* and in 1951 the Court decided unanimously to reinstate Stoumen's liquor license, which essentially legalized gay and lesbian bars in San Francisco. In this post-*Stoumen* era, bars were more openly serving the LGBTQ crowd and the atmosphere became more open. In notes from a 1955 meeting of the AFDCB, the SFPD, and the newly-formed Alcoholic Beverage Control (the SBE's new entity) it was noted that in the past several years that it had not been the position of the SFPD or SBE to institute proceedings against establishments.[21] The AFDCB agents were still monitoring establishments, but without the full engagement of SFPD or the state.

Starting in late 1954 and ramping up in 1955, shifts in public perception and state enforcement began to erode this more tolerant atmosphere. A new mayor of San Francisco, George Christopher, campaigned and was elected into office on a ticket to clean up the city from a moral perspective. The SBE transitioned into the ABC in 1955, and began an erosion of *Stoumen v Reilly*, which had otherwise protected the public assembly for the LGBTQ community. Specifically, in 1955 an amendment to the California Business and Professional Code allowed the ABC to investigate any bar functioning as a "resort for sexual perverts".[22] This was all buoyed by the Hearst-owned newspapers, which highlighted the vice raids conducted by these organizations.

As documented in *SF Chronicle* and *Examiner* articles in the 1950s, the Crystal Bowl experienced harassment, specifically for violations of employment of b-girls and of stocking of empty bottles. Many bars, known as LGBTQ-friendly, straight and with vice association, also experienced harassment by agents of the SBE/ABC or AFDCB for violations such as employing b-girls, stocking empty bottles, promiscuity, prostitution, or for being frequented by homosexuals. No documentation has been located about harassment at Keno's Forty Seven Club. In November of 1955, it was reported that the State Liquor Director ordered a 30-day suspension of Crystal

[20] Citywide LGBTQ HCS, pp. 107-110.
[21] Nan Alamilla Boyd, *Wide Open Town: A History of Queer San Francisco to 1965* (Berkeley: University of California Press, 2003), p. 125.
[22] Ibid.

Bowl's liquor license for employing b-girls. Two years later, in the 1957 City Directory, a restaurant use is listed at the 1032 Market Street storefront, Mr. T's Steakhouse, and the 47 Golden Gate Avenue storefront space is listed as vacant.

The Crystal Bowl and Keno's Forty Seven Club were LGBTQ-friendly bar spaces in the Tenderloin neighborhood. Crystal Bowl, as a nightclub and bar, was in operation for approximately a decade and Keno's for just a few years. There were older bars and those of longer duration in the Tenderloin neighborhood. Other long-operating LGBTQ-friendly bars which operated within the period of significance for the development of the early LGBTQ community include: Frenchey's 57 Club (57 Powell Street), which operated from 1949 to 1964; Robin Hood Bar (115 Mason Street), which operated from 1954 to 1969; Club 181 (181 Eddy Street), which operated from 1954 to 1999 and was known for female impersonators and nude go-go in the 1970s; and one of the oldest and longest running LGBTQ-friendly bars, located at 133 Turk Street, which began as The Trap C.L. (circa 1943), then Queen Mary's (circa 1979) when it became known for a gay and trans hustling scene[23], through its current incarnation (circa 1989) as Aunt Charlie's Lounge.[24] In addition, Keno's Forty Seven Club began operating in a post-*Stoumen* era, with a slightly more tolerant policing and regulatory atmosphere, if only for a brief period.

The harassment experienced by Crystal Bowl was not unique, nor is there clear, direct evidence that the harassment led to the closure of this business. In the 1950s Tenderloin area, raids were conducted by undercover agents of the AFDCB and SBE at bars known as LGBTQ-friendly, such as: Frenchey's 57 Club (57 Powell Street) which was placed on the off-limits list for the violation of being frequented by alleged homosexuals; Robin Hood (115 Mason Street), which was placed on a 30-day watch list by investigators; and Wonderbar (1132 Market Street), which was raided several times for various infractions, including employing b-girls, eventually had its liquor license revoked. Other bars, not listed in *Gay Inc*., experienced harassment also, such as: Diamond Knee (25 Mason Street), which was placed on the off-limits list by AFDCB for 90 days for activities in private booths; and Buddie Clark's Roundup (120 Mason Street), which was placed on the off-limits list for sharp practices.[25]

Based upon additional research and analysis, at least one use at the property is associated with the larger context of the development of early LGBTQ communities in the Tenderloin neighborhood (early 20th century -1960s) and of the policing and harassment of LGBTQ communities in bars and taverns (1933-1960s). However, these associations are neither direct nor important and do not render the building individually significant under Criterion 1/A. Bars were one relatively

[23] Citywide LGBTQ HCS, pp. 95, 97, and 161.
[24] *Gay Inc*.
[25] San Francisco Planning Department, *Historic Resource Evaluation Response, 1028 Market Street*, August 26, 2016.

"safe" public place for people to gather; however, the variety of LGBTQ-friendly commercial establishments in the Tenderloin were the comprehensive resources that defined the community. Beginning in the early 20th century, the Tenderloin neighborhood supported diverse types of LGBTQ-friendly uses -- commercial establishments, supportive services, residential options and visitor attractions.

In addition, the 1028 Market Street building is not individually significant under Criterion 2/B (Persons) for associations with the LGBTQ communities in the Tenderloin, i.e., persons associated with LGBTQ-friendly uses in the 1028 Market Street building such as the Crystal Bowl, the Keno's 47 Club, and Mr. T's Steakhouse (identified above on p. 4.B.8). As noted above, the eligibility of this property under Criterion 3/C (Design/Construction) was not re-evaluated, although architectural integrity was analyzed as it related to other potential areas of significance. Furthermore, as noted on p. 4.B.9, the 1028 Market Street building is not individually significant under Criterion 4/D (Information Potential).

Conclusion

The 1028 Market Street building does not meet any of the criteria for inclusion in the CRHR as an individual resource in the context of the Citywide LGBTQ HCS and, as such, is not considered an individual historical resource for the purposes of CEQA. However, the alterations to the building have not limited the 1028 Market Street building's ability to convey its association with the CRHR-eligible Tenderloin LGBTQ Historic District and to potentially contribute to that District.

HISTORIC DISTRICT DESCRIPTIONS

MSTL District

The project site occupies a central position along the north side of Market Street within the MSTL District. The MSTL District consists of retail, office, loft, and theater buildings, all of which face onto Market Street, forming a commercial corridor (see Figure 4.B.2: Contributors within the Market Street Theatre and Loft National Register Historic District). On the south side of Market Street, it extends from the Wilson Building at 973 Market Street, roughly the middle of the 900 block, westward to the Odd Fellows Hall at 6-26 Seventh Street, the southwest corner of Market and Seventh streets. On the north side of the street, the MSTL District extends from the Loew's Warfield Theatre Building at 982-998 Market Street to the Hotel Shaw Building (Renoir Hotel) at 1100-1112 Market Street, the northwest corner of Market and McAllister streets.

1. 982-98 Market St. - *Loew's Warfield Theater*
2. 1-35 Taylor St. - *Golden Gate Theater*
3. 1000-26 Market St. - *San Christina Building*
4. 1028-56 Market St. - *Golden Gate Building*
5. 1066 Market St. - *Non-Contributor*
6. 1072-98 Market St. - *Prager's Department Store*
7. 1 Jones St. - *Hibernia Bank Building*
8. 1100-12 Market St. - *Hotel Shaw*
9. 973 Market St. - *Wilson Building*
10. 979-89 Market St. - *Hale Bros. Department Store*
11. 993 Market St. - *Non-Contributor*
12. 995-97 Market St. - *Non-Contributor*
13. 1001-05 Market St. - *Delger Building*
14. 1007-09 Market St. - *Walker Building*
15. 1011-13 Market St. - *Non-Contributor*
16. 1017-21 Market St. - *Eastern Outfitting Co. Building*
17. 1023 Market St. - *de Laveaga Building*
18. 1025-1027 Market St. - *Non-Contributor*
19. 1029 Market St. - *Non-Contributor*
20. 1035-1045 Market St. - *Non-Contributor*
21. 1049 Market St. - *Sterling Building*
22. 1053-55 Market St. - *Non-Contributor*
23. 1059-61 Market St. - *Ede Building*
24. 1063 Market St. - *Globe Investment Co. Building*
25. 1067-71 Market St. - *Egyptian Theater*
26. 1075 Market St. - *Non-Contributor*
27. 1083-87 Market St. - *Federal Hotel*
28. 1089-93 Market St. - *Non-Contributor*
29. 1095 Market St. - *Grant Building*
30. 6-26 7th St. - *Odd Fellows Hall Building*

SOURCE: GPA Consulting, 2016

1028 MARKET STREET

2014.0241E

FIGURE 4.B.2: CONTRIBUTORS WITHIN THE MARKET STREET THEATRE AND LOFT HISTORIC DISTRICT

Significance of the MSTL District

The MSTL District was officially listed in 1986. Based on the National Register Nomination Form, the MSTL District is significant under National Register Criteria A and C. Under Criterion A, it is significant for its association with the development of motion picture houses in the city and as an important commercial corridor. Under Criterion C, it is significant as a fine concentration of both pre- and post-fire architecture designed by some of the city's most prominent architects. Many of the buildings, such as the Golden Gate Theatre and the Hibernia Bank Building, display exceptional quality of design. The period of significance for the MSTL District extends from 1889 to 1930.

> The district's architecture once shared with all downtown San Francisco a common harmony of texture, coloration, height and style inspired by the City Beautiful Movement, integrated because all previous architecture had been wiped out by the great Earthquake and Fire of 1906. Here in the district not only are the major buildings essentially intact, but their original rhythm with lesser structures remains, unlike areas of more intense modern commerce. The district's four pre-Fire facades (one-fifth of the contributing buildings) illustrate the continuity of design in San Francisco just before and after the great 1906 catastrophe. There are two fine, monumental intersections created by the diagonal meeting at Market of two contrasting rectangular street grids; one intersection focuses on G. Albert Lansburgh's 1922 Golden Gate Theatre, the other on Albert Pissis' 1892 Hibernia Bank. The list of architects reads from a roster of the most important firms in northern California early in the twentieth century; their clients were among the area's real estate tycoons.[26]

Of the 30 total buildings in the MSTL District, 20 are listed as contributors, including the 1028 Market Street building on the project site. The contributors exhibit a variety of architectural styles and several were designed by prominent San Francisco architects. They range in height from two to nine stories. Half of the contributors are at least seven stories tall. It should be noted that the MSTL District is relatively small, in the number of contributors (20), the percentage of contributors to non-contributors (66.67 percent), and the geographic area.

Character-Defining Features of the MSTL District

Character-defining features are those essential physical historic features or characteristics that convey the significance of the property (i.e., the applicable eligibility criteria and area of significance of the property) and when it was significant (the periods of significance). The HRE, summarizing the 1985 National Register of Historic Places Nomination Form for the MSTL District, identifies the following features that characterize the MSTL District.

[26] National Register of Historic Places Nomination Form for the Market Street Theatre and Loft District, prepared November 19, 1985, approved April 10, 1986.

Overall Form and Continuity

Contributing buildings within the MSTL District range from two to nine stories in height. Half of the contributors are at least seven stories tall. The taller buildings are not concentrated in one part of the MSTL District; they are spread throughout. On the north side of the street, the tallest buildings are located at the east and west ends of the MSTL District, creating a high-low-high rhythm; while on the south side, they undulate between high and low with more frequency. All of the MSTL District's buildings have no setback from the sidewalk. Buildings typically fill the entire lot on which they sit. The buildings on the north side of the street have irregularly shaped plans, while those on the south are mostly rectangular, a pattern resulting from Market Street's diagonal path and the opposing grids on either side. The buildings' primary façades are continuous along Market Street and their presumably flat roofs are hidden by parapets. The use of tall parapets with ornate cornices strengthens the sense of continuity among contributors. The broad width of Market Street allows for relatively unobstructed views along the corridor. This allows the overall pattern of height change and the uniform street wall to be viewed and experienced at a pedestrian level. Also, due to the unique geometries formed by the street intersections at Market Street, important viewpoints are created of the Golden Gate Theatre dome and of the Hibernia Bank dome from Market Street. As mentioned above:

> There are two fine, monumental intersections created by the diagonal meeting at Market of two contrasting rectangular street grids; one intersection focuses on G. Albert Lansburgh's 1922 Golden Gate Theatre, the other on Albert Pissis' 1892 Hibernia Bank.[27]

Given that these two buildings showcase exceptional quality of design, all views of these buildings are important to the MSTL District.

Scale and Proportion

In terms of vertical presence, the taller buildings dominate the MSTL District as they are visible from greater distances along the corridor. The footprints and therefore street frontages of the lower buildings, like the 1028 Market Street building, are often equal to if not wider than their taller neighbors, contributing to a general sense of balance at the lower levels. In addition, the heights of the first stories and widths of storefront bays, though not identical from building to building, are similar and proportional to one another, indicative of the buildings' similar dates of construction, original uses, and structural systems. The articulation of ground floors through the use of cornices, belt courses, changes in cladding, and other decorative banding reinforces the similarities among the contributors and horizontal continuity at street level.

[27] National Register of Historic Places Nomination Form for the Market Street Theatre and Loft District, prepared November 19, 1985, approved April 10, 1986.

Fenestration

At the ground level the existing fenestration consists primarily of large display windows and glazed doors. Many of the contributing buildings' storefronts retain their original opening sizes, even if the materials have been replaced. The more intact storefronts have transom windows, but on many buildings the transoms have been covered or removed. The dominant sash material at the ground level is non-original aluminum. At the upper levels the existing fenestration is more varied. Several buildings have three-part, Chicago-style windows. Others feature a single fixed, awning, or double-hung window per vertical bay. The windows are mostly rectangular, with exceptions typically occurring at a building's highest stories, like the arched windows on the seventh story of the Golden Gate Theatre. Primary sash materials on the MSTL District's contributors include steel and wood. Window openings remain largely unaltered throughout the MSTL District. The ratio of window to wall surface varies from building to building, with some, like the Eastern Outfitters Company Building at 1017-1021 Market Street, exhibiting mostly windows, and others, like the Federal Hotel at 1083-1087 Market Street, exhibiting a more balanced ratio.

Materials

The MSTL District contributors display a wide variety of exterior materials, all representative for their uses, styles, and dates of construction. The most common materials include terra cotta and brick. Others include stucco, iron, granite, copper, stone, and concrete. These original wall materials remain remarkably intact and unaltered.

Color

The color palettes for the majority of the contributing buildings include shades of tan, brown, gray, and green. Different colors are often used to emphasize certain features, such as belt courses, storefronts, windows, cornices, and decorative elements. Non-original signage in bright colors represents the primary deviation from the otherwise muted palette of the contributors.

Texture

The varying uses of brick, terra cotta, and stucco contribute to the blend of textures in the MSTL District, which range from rough to very smooth. Several buildings exhibit rustication (the exaggeration of masonry joints), which adds an additional layer of texture.

Design Features

The majority of entrances on the contributing buildings are flush with the sidewalk. Windows are usually set within slightly recessed openings. Many of the buildings have three-part façade compositions consisting of the base-shaft-capital configuration common among commercial

buildings from the period. Two particularly unique design features which contribute to the setting of the MSTL District are the domes of the Hibernia Bank Building and the Golden Gate Theatre. They break the otherwise rectilinear roof lines and are focal points of two of the major intersections. The Golden Gate Theatre dome is currently visible from Market Street due to the lower buildings along the north side of Market Street, including the subject property. An important design feature of the streetscape is the "Path of Gold" streetlights. Each has three globe-shaped lanterns atop a tall, ornate pole. They provide an indication of the appearance of the streetscape from the period of significance, which has been otherwise modernized over time.

Architectural Details

The architectural details in the MSTL District relate to the architectural styles of the contributors, which include Beaux Arts, Classical Revival, and Gothic Revival. Decorative cornices with corbels and cast ornaments are prominent, as are columns and pilasters, some of which have elaborate capitals. Other notable features of the buildings include cast terra cotta details, such as those on the Warfield Theatre Building, and the use of arches to emphasize top stories, as on the Odd Fellows Hall Building.

Integrity

According to the HRE, the MSTL District continues to retain integrity of location, setting, design, materials, workmanship, feeling, and association since its listing in the National Register in 1986. (See "National Park Service Guidance on Integrity" in the Regulatory Framework discussion beginning on p. 4.B.23.) The MSTL District's setting, materials, and workmanship have been compromised to a small degree due to building and streetscape alterations, but none of these changes had impacted the MSTL District to the degree that it was not able to convey its significance under National Register Criteria A and C. While more storefront changes occurred since 1986, they have not diminished the MSTL District's integrity to a significant degree, and many likely replaced storefronts that had already been altered. Since the MSTL District was officially listed in 1986, the numbers of contributors and non-contributors in the MSTL District have remained the same with all 20 contributing buildings extant, including the 1028 Market Street building, which remains a contributor to the MSTL District. The ratio of contributors to non-contributors continues to be 2/3. The setting, feeling and design are essential to preserving the integrity of the MSTL District under CEQA, which are expressed through rhythm, scale and proportion; architectural features, including unique architectural features such as the Golden Gate Theatre and Hibernia Bank domes; and the views of those domes at prominent intersections and from Market Street.

CRHR-Eligible Tenderloin LGBTQ Historic District

Although it has not been fully surveyed, there appears to be a LGBTQ Historic District in the Tenderloin neighborhood that is eligible for listing on the CRHR under Criterion 1/A.[28] This District would roughly follow within the boundaries of the properties fronting Market Street within the MSTL District and within the boundaries of the historic Tenderloin neighborhood consistent with the boundaries of the Upper Tenderloin National Register Historic District, and may be extended east and west to include other properties associated with the Citywide LGBTQ HCS.[29]

The LGBTQ-friendly businesses which were housed in the 1028 Market Street building were popular and relate to themes identified in the Citywide LGBTQ HCS, specifically: Early Development of LGBTQ Communities in San Francisco (early 20th century - 1960s), and Policing and Harassment of LGBTQ Communities (1933-1960s). While popularity does not equate to significance, the previous businesses located at 1028 Market Street do appear to contribute to these two themes outlined in the Citywide LGBTQ HCS.

Beginning in the early 20th century, the Tenderloin neighborhood has supported diverse LGBTQ-friendly commercial establishments – restaurants, bars, adult theaters, bathhouses, bookstores – supportive services, and residential options that were unavailable in other areas. As previously discussed there are numerous sites of bars within the approximate boundaries of the eligible Tenderloin LGBTQ Historic District.[30] Within the immediate (one-block) vicinity of the project site are other LGBTQ-associated establishments in the Tenderloin neighborhood: Turk Street News (66 Turk Street), one of the City's first adult bookstores starting in the late 1960s; El Rosa Hotel (166 Turk Street), one of the earliest hotels letting rooms to transgender sex workers in the 1960s and also a property which may have also housed a LGBTQ-friendly bar The Fez at the ground floor from 1958-1962; Club Turkish Baths (132 Turk Street), which became Bulldog Baths, operated circa 1955 through 1978 and was reportedly the first bathhouse to cater to a gay clientele; and Compton's Cafeteria (101 Taylor Street), a 24-hour cafeteria site that became the first documented transgender women's riot against police harassment in the United States in 1966. Within the boundaries of the Uptown Tenderloin National Register District and the MSTL District, other important resource types include: Adonis Bookstore (342 Jones Street), the first LGBTQ bookstore in the United States; the offices of Sisters Magazine (1005 Market Street), the publication of the Daughters of Bilitis; and the building which housed the Women's Litigation Unit of the San Francisco Neighborhood Legal Assistance (1095 Market Street). It is the

[28] An identification of the exact boundaries were beyond the scope of Case No. 2013.1049E and of the current evaluation.

[29] San Francisco Planning Department, *Historic Resource Evaluation Response, 950-974 Market Street*, June 29, 2016.

[30] San Francisco Planning Department, *Historic Resource Evaluation Response, 1028 Market Street*, August 26, 2016.

combination of these potential resource types which help define the neighborhood and comprehensively potentially contribute to the eligible Tenderloin LGBTQ Historic District.[31]

OTHER HISTORICAL RESOURCES IN THE VICINITY

A National Register Historic District, the "Uptown Tenderloin Historic District,"[32] is adjacent to the MSTL District along the latter's "saw-tooth" northwestern boundary. The Uptown Tenderloin Historic District is comprised of 18 whole and 15 partial city blocks. Three contributing buildings to the Uptown Tenderloin Historic District are located across Golden Gate Avenue to the north of the project site.

REGULATORY FRAMEWORK

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

FEDERAL

National Register of Historic Places

The National Register of Historic Places (NRHP) is the nation's master inventory of cultural resources worthy of preservation. It is administered by the National Park Service, which is represented at the state level by the State Historic Preservation Officer. The NRHP includes listings of buildings, structures, sites, objects, and districts that possess historic, architectural, engineering, archaeological, or cultural significance at the federal, state, or local level. Resources that are listed in, or have been found by the State Historic Preservation Officer to be eligible for listing in, the NRHP are called historic properties. The NRHP includes four evaluative criteria to determine eligibility of a resource:

> The quality of significance in American history, architecture, archaeology and culture is present in districts, sites, buildings, structures, and objects of state and local importance that possess integrity of location, design, setting, materials, workmanship, feeling and association, and:
>
> a. that are associated with events that have made a significant contribution to the broad patterns of history; or
>
> b. that are associated with the lives of persons significant in our past; or
>
> c. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high

[31] See discussion of eligible Tenderloin LGBTQ Historic District. San Francisco Planning Department, *Historic Resource Evaluation Response, 950-974 Market Street*, June 29, 2016.

[32] National Register of Historic Places Nomination Form for the Uptown Tenderloin Historic District, prepared May 5, 2008. Listed in the National Register by the Keeper, February 5, 2009.

artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

d. that have yielded or may likely yield information important in prehistory or history.

Although there are exceptions, certain kinds of resources are not usually considered for listing in the NRHP: religious properties, moved properties, birthplaces and graves, cemeteries, reconstructed properties, commemorative properties, and properties that have achieved significance within the past 50 years.

National Park Service Guidance on Integrity

In addition to qualifying for listing under at least one of the National Register criteria, a property must possess sufficient integrity to be considered eligible for the NRHP. According to the *National Register Bulletin: How to Apply the National Register Criteria for Evaluation*, integrity is defined as "the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance."[33] The *National Register Bulletin* defines seven characteristics of integrity as follows:

Location is the place where the historic property was constructed.

Design is the combination of elements that create the form, plans, space, structure and style of the property.

Setting addresses the physical environment of the historic property inclusive of the landscape and spatial relationships of the buildings.

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

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history.

Feeling is the property's expression of the aesthetic or historic sense of a particular period of time.

Association is the direct link between an important historic event or person and an historic property.

The Secretary of the Interior's Standards for Rehabilitation

The *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* (the Secretary's

[33] U.S. Department of the Interior, National Park Service, *National Register Bulletin: How to Apply the National Register Criteria for Evaluation*, 2002. Available online at https://www.nps.gov/nr/publications/bulletins/nrb15/index.htm. Accessed March 23, 2016.

Standards) were published in 1995 and codified as 36 CFR 68.[34] Neither technical nor prescriptive, these standards are intended to promote responsible preservation practices that help protect irreplaceable cultural resources.[35] The Secretary's Standards consist of ten basic principles created to help preserve the distinctive character of an historic building and its site while allowing for reasonable changes to meet new needs. The preamble to the Secretary's Standards states that they "are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility."

STATE

California Register of Historical Resources

The California Register of Historical Resources is the authoritative guide to historical and archaeological resources that are significant within the context of California's history. The CRHR is used by state and local agencies, private groups, and citizens to identify historical resources and to indicate what properties are to be protected, to the extent prudent and feasible, from substantial adverse impacts.

Criteria for eligibility for inclusion in the CRHR are based on, and therefore correspond to, National Register criteria for listing. A resource that meets at least one of the eligibility criteria for inclusion in the CRHR is considered an historical resource for the purposes of CEQA. A resource is eligible for listing in the CRHR if it:

(1) Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage (Events);

(2) Is associated with the lives of persons important in our past (Persons);

(3) Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values (Design/Construction); or

(4) Has yielded, or may be likely to yield, information important in prehistory or history (Information Potential).

National Park Service guidance on evaluating the integrity of resources often informs the determination of eligibility under the CRHR.

[34] Treatments are defined as follows: "Preservation" acknowledges a resource as a document of its history over time and emphasizes stabilization, maintenance, and repair of existing historic fabric. "Rehabilitation," while also incorporating the retention of features that convey historic character, also accommodates alterations and additions to facilitate continuing or new uses. "Restoration" involves the retention and replacement of features from a specific period of significance. "Reconstruction," the least-used treatment, provides a basis for re-creating a missing resource.

[35] U.S. Department of the Interior, National Park Service (Kay D. Weeks and Anne E. Grimmer), *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstruction Historic Buildings*, 1995. Available online at http://www.nps.gov/tps/standards/four-treatments/treatment-guidelines.pdf. Accessed March 23, 2016.

The CRHR includes properties that are listed automatically, as well as those that must be nominated through an application and public hearing process. The CRHR automatically includes the following:

- California properties listed in the National Register and those formally Determined Eligible for the National Register;
- State Historical Landmarks from No. 0770 onward; and
- Those California Points of Historical Interest that have been evaluated by the State Office of Historic Preservation and have been recommended to the State Historical Resources Commission for inclusion on the California Register.

Definition of Historical Resources under CEQA

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

(1) A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources.

(2) A resource included in a local register of historical resources, as defined in Section 5020.1(k) of the Public Resources Code or identified as significant in an historical resource survey meeting the requirements of Section 5024.1(g) of the Public Resources Code, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.

(3) Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be an historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the California Register of Historical Resources.

(4) The fact that a resource is not listed in, or determined to be eligible for listing in the California Register of Historical Resources, not included in a local register of historical resources (pursuant to Section 5020.1(k) of the Public Resources Code), or identified in an historical resources survey (meeting the criteria in Section 5024.1(g) of the Public Resources Code) does not preclude a lead agency from determining that the resource may be an historical resource as defined in Public Resources Code Sections 5020.1(j) or 5024.1.

Thus, under the CEQA Guidelines, even if a resource is not included on any local, state, or federal register, or identified in a qualifying historical resources survey, a lead agency may still determine that any resource is an historical resource for the purposes of CEQA if there is

substantial evidence supporting such a determination. A lead agency must consider a resource to be historically significant if it finds that the resource meets the criteria for listing in the CRHR.

LOCAL

San Francisco Planning Code Section 101.1: Master Plan Priority Policies

Planning Code Section 101.1 is generally applicable to the proposed project. It requires that the City find that the proposed project is consistent, on balance, with eight *Master Plan Priority Policies*. Priority Policy 7 is relevant to historical resources and establishes a priority policy "that landmarks and historic buildings be preserved."

San Francisco General Plan

The *San Francisco General Plan* currently does not contain a preservation element. In 2007, the Planning Department published a Draft Preservation Element. The Draft Preservation Element contains objectives and policies that promote the protection and preservation of historic architectural resources.

Urban Design Element

The Urban Design Element of the *General Plan* includes the following policies related to historic preservation:

- Policy 1.3: Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.
- Policy 2.4: Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.
- Policy 2.6: Respect the character of older development nearby in the design of new buildings.
- Policy 3.1: Promote harmony in the visual relationships and transitions between new and older buildings.
- Policy 3.5: Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

The *General Plan* also includes area plans, each of which focuses on a particular area of the city. The project site is in the area covered by the *Downtown Area Plan (Downtown Plan)*. It contains a set of objectives and policies guiding decisions affecting the city's downtown. The *Downtown Plan* includes the following policies related to historic preservation:

- Policy 12.1: Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

Policy 12.3: Design new buildings to respect the character of older development nearby.

San Francisco Planning Code

Article 10

Article 10 of the San Francisco Planning Code identifies buildings, properties, structures, sites, districts, and objects that are of "special character or special historical, architectural or aesthetic interest or value and are an important part of the city's historical and architectural heritage." It protects listed buildings from inappropriate alteration and demolition through review procedures overseen by the San Francisco Historic Preservation Commission.

Article 11

Article 11 of the Planning Code implements the preservation policies of the *Downtown Plan*. It identifies Significant and Contributory buildings and Conservation Districts in the city's C-3 districts and establishes standards and procedures for review of alterations to buildings designated under Article 11.

Planning Department CEQA Review Procedures for Historical Resources

The San Francisco Planning Department prepared the *CEQA Review Procedures for Historic Resources* to provide guidance in determining whether a resource is considered an historical resource as defined by CEQA.[36] Three categories of properties are defined:

- Category A. Known or identified historic resource.
- Category B. Properties requiring further consultation and review.
- Category C. Properties determined not to be historical resources, or properties for which the city has no information indicating that the property is an historical resource.

IMPACTS AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

The thresholds for determining the significance of impacts in this analysis are consistent with the environmental checklist in Appendix G of the State CEQA Guidelines, which has been adopted and modified by the San Francisco Planning Department. For the purpose of this analysis, the following applicable threshold was used to determine whether implementation of the proposed project would result in a significant historic architectural resources impact. Implementation of

[36] San Francisco Planning Department, *Preservation Bulletin No. 16, CEQA Review Procedures for Historic Resources*, Draft, March 31, 2008.

the proposed project would have a significant effect on a historic architectural resource if the project would:

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

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

The CEQA Guidelines include a presumption that a project that conforms to the Secretary's Standards would generally have a less-than-significant impact on an historical resource. CEQA Guidelines Section 15064.5(b)(3) states that, "Generally, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings…shall be considered as mitigated to a level of less than a significant impact on the historical resource."[37]

PROJECT FEATURES

The proposed project calls for demolition of the existing 1028 Market Street building and construction of a new mixed-use residential building in its place. The proposed 13-story, 178,308-gross-square-foot building would cover the entire lot with no ground floor setbacks from the north (Golden Gate Avenue), east, south (Market Street), and west property lines. The 120-foot-tall vertical volume, as measured on the Golden Gate Avenue elevation, would include a

[37] Note, however, that the Secretary's Standards are not to be construed as CEQA significance criteria. Although compliance with the Secretary's Standards indicates that a project would have a less-than-significant impact on an historical resource, a project that does not comply with the Secretary's Standards does not, *per se*, result in a significant impact under CEQA. Alterations that are not consistent with the Secretary's Standards may, or may not, result in a significant impact. The standard to be applied under CEQA is the "material impairment" significance standard of CEQA Guidelines Section 15064.5(b)(1).

rooftop mechanical penthouse/elevator overrun extending between 13 feet 4 inches to 20 feet above the roof parapet. In plan, the floor plates would match the irregular lot shape and would have a full height façade along Golden Gate Avenue and Market Street. The adjacent parcel to the west of the project site at 1066 Market Street is proposed for redevelopment. The proposed building at 1028 Market Street would be set back approximately 25 feet from the west property line starting at the 2nd floor to form an interior common open space and light court. A shallow v-shaped east façade would be visible above the adjacent four-story San Christina Building at 1000 Market Street.

The proposed building's elevations would be asymmetrical and contemporary in character. The Market Street (south) elevation would have a stepped and layered composition. The layers would be articulated through the use of different building materials. The Market Street elevation's first two stories would be clad with stone veneer all the way across to form a continuous base element at street level. At the 3rd through 9th stories, the seven westernmost window bays would also be clad with brick veneer to form an 11-story façade plane along the Market Street property line. The three easternmost bays at the 4th floor and above would incorporate a setback intended to break up the vertical mass of the building along Market Street. Private terraces and balconies would be provided on the 4th through 11th floors. At the 12th floor the façade along the Market Street property line would be set back by 6 feet to break up the vertical mass of the Market Street façade. The setback portions of the Market Street façade would feature contrasting metal paneling combined with window walls. The roof line of the Market Street elevation would be flat, except at the east end, which would rise to culminate in a triangular point. The Golden Gate Avenue (north) elevation would have a similar stepped and layered composition, with layers composed of the same combination of materials as the Market Street elevation. At the 12th floor the façade along the Golden Gate Avenue property line would be set back by 6 feet to break up the vertical mass of the Golden Gate Avenue façade.

Although the east elevation would be built along interior lot lines, it would be prominent rising beyond the adjacent contributor at 1000 Market Street (the San Christina Building) when viewed from the east. The southeast elevation would feature window walls, zinc panels, aluminum windows, and perforated metal railings; the northeast elevation would feature window walls, zinc paneling, and brick veneer. At the 12th floor the façade along the northeast property line would be set back by 10 feet to break up the vertical mass of the east elevation.

The proposed building would have active street frontages along Market Street and Golden Gate Avenue. Along the Market Street frontage, the 17-foot-tall ground floor would feature the residential entrance at the east end of the project site and three retail storefronts to the west. The Golden Gate Avenue frontage would be differentiated by an upper (13 stories) and lower (6 stories) building massing with a double-height retail space at its west end, the parking garage

entrance at its east end, and residential and service entrances at its center. The ground floor retail spaces would be defined with aluminum window wall assemblies and separate entries.

APPROACH TO ANALYSIS

Under CEQA's two-step analysis of historical resources, the preceding Environmental Setting discussion identifies and describes the historic district resource that would be directly affected by the proposed project, the MSTL District and the eligible Tenderloin LGBTQ Historic District. It also identifies an adjacent historic district resource, the Uptown Tenderloin Historic District that could be indirectly affected by the proposed project.

The Impact Evaluation subsection, below, describes and evaluates the direct project impacts of demolition of the contributing 1028 Market Street building on the significance of the MSTL District; the impact of the new replacement construction on the project site on the MSTL District; the indirect impact of the proposed demolition and new construction on the significance of the adjacent Uptown Tenderloin Historic District; the project impacts of demolition of the contributing 1028 Market Street building on the significance of the eligible Tenderloin LGBTQ Historic District; and the impact of the proposed project, in combination with other past, present, and reasonably foreseeable future projects in the project vicinity.

IMPACT EVALUATION

Impact CR-1: The proposed demolition of the existing 1028 Market Street building would have a substantial adverse effect on the significance of the Market Street Theatre and Loft National Register Historic District. ***(Significant and Unavoidable with Mitigation)***

As a contributing resource to the MSTL District, the 1028 Market Street building is a resource listed in the NRHP, and is therefore automatically listed in the CRHR. As a resource listed in the CRHR, the 1028 Market Street building is considered an historical resource for the purposes of CEQA. Demolition of the 1028 Market Street building would eliminate the building's ability to convey its significance as a contributor to the MSTL District. For the reasons described below, it would result in a significant adverse effect on the building and MSTL District historic resource, even though the 1028 Market Street building is not, in itself, individually significant.

The demolition of the 1028 Market Street building would reduce the MSTL District's overall ratio of contributors to non-contributors from 20:10 to 19:11 and would reduce the percentage of contributors from 66.67 percent to 63.33 percent. As noted above, the MSTL District is considered to be relatively small, both in the total number of contributors (20) and the percentage of contributors (66.67 percent). As such, the loss of one contributor in this District has the potential to materially impair the District. Moreover, as shown on Figure 4.B.2 on p. 4.B.16, the District is geographically small, spanning both sides of Market Street for just over a city block.

Also, as shown on Figure 4.B.2, on the north side of Market Street, the District is comprised of the Hibernia Bank Building, the Golden Gate Theatre, the Warfield Theatre, the Hotel Shaw, and the three buildings on the irregularly-shaped block which includes the project site. The north-side segment of Market Street within the MSTL District (about 1,050 linear feet) is currently fronted by contributors along about 95 percent of its length. This entire block comprises approximately 468 linear feet, of which the existing 1028 Market Street building comprises approximately 154 linear feet of frontage. The project site is not only located in the center of the block, it is also located in the center of the MSTL District.

Directly across Market Street from the project site are three contiguous non-contributors along the south side of Market Street (1025-1027 Market Street, 1029 Market Street, and 1035-1045 Market Street), together creating a 150-foot-long gap in contributors at the center of the District (see Figure 4.B.2). The existing 1028 Market Street building, with linear frontage of approximately 154 feet on the north side of Market Street, now serves to bridge this gap in contributors at the center of the MSTL District.

As a result, demolition of the 1028 Market Street building would substantially widen an existing gap in contributors along the north side of Market Street within the MSTL District from about 55 feet to about 210 feet. This would result in a cluster of five non-contributors along both sides of Market Street at the center of the MSTL District, weakening the visual and physical continuity, such as rhythm, scale and proportion, between contributors located at the eastern end of the MSTL District with those at the western end, effectively bisecting the District. As a result, the justification for the MSTL District boundaries would be weakened.

Also, as described above, on the north side of the street, the tallest buildings are located at the east and west ends of the MSTL District, creating a high-low-high rhythm. The subject building serves as a low-rise counterpoint to the taller scale buildings in the District. Given that this rhythm of high-low-high is an important component of the District's setting, specifically the spatial relationships of the buildings, the demolition of the 1028 Market Street building would materially affect the setting and, thus, the integrity of the MSTL District. Although a reduction in the number of contributors or the ratio of contributors, alone, might not materially impact the District, given that the subject building is located in the center of the District, and comprises a significant amount of linear frontage, and given the subject building sits across Market Street from an existing 150-foot-gap of non-contributing buildings, the loss of the 1028 Market Street building would effectively bisect and alter the setting and integrity of the MSTL District.

For these combined reasons, the proposed demolition of the 1028 Market Street building would materially alter the physical characteristics of the MSTL District that convey its historic significance (rhythm, scale and proportion) and that justify its inclusion in the CRHR. As such, the proposed project would cause a substantial adverse impact on the MSTL District, a historical resource, and would be considered a significant impact under CEQA. It should be noted that the

impact of this demolition, although significant under CEQA, would not automatically render the MSTL District ineligible for listing in the NRHP or the CRHR. However, if the MSTL District was proposed without the 1028 Market Street building, the justification for inclusion in the NRHP would be considerably weakened.

Chapter 6, Alternatives, presents a range of alternatives that would meet most of the project objectives and could avoid or substantially lessen significant effects of demolition under the proposed project. The Alternatives chapter includes alternatives that would retain, in whole or in part, the existing 1028 Market Street building.

Implementation of the following mitigation measures would lessen the impact of the proposed demolition of 1028 Market Street by documenting and presenting the building's physical and historical association with the MSTL District. However, these mitigation measures would not reduce this impact to a less-than-significant level:

Mitigation Measure M-CR-1a: Documentation

Prior to the issuance of demolition or site permits, the project sponsor shall undertake Historic American Building Survey (HABS) documentation of the subject property, structures, objects, materials, and landscaping. The documentation shall be undertaken by a qualified professional who meets the standards for history, architectural history, or architecture (as appropriate), as set forth by the Secretary of the Interior's Professional Qualification Standards (36 CFR, Part 61). The documentation shall consist of the following:

- *Measured Drawings:* A set of measured drawings that depict the existing size, scale, and dimension of the subject property. The Planning Department Preservation staff will accept the original architectural drawings or an as-built set of architectural drawings (plan, section, elevation, etc.). The Planning Department Preservation staff will assist the consultant in determining the appropriate level of measured drawings;
- *HABS-Level Photography:* Digital photographs of the interior and the exterior of subject property. Large format negatives are not required. The scope of the digital photographs shall be reviewed by Planning Department Preservation staff for concurrence, and all digital photography shall be conducted according to the latest National Park Service Standards. The photography shall be undertaken by a qualified professional with demonstrated experience in HABS photography; and
- *HABS Historical Report:* A written historical narrative and report, per HABS Historical Report Guidelines.

The professional shall prepare the documentation and submit it for review and approval by the Planning Department's Preservation Specialist prior to the issuance of demolition permits. The documentation shall be disseminated to the Planning Department, San Francisco Main Library History Room, Northwest Information Center-California Historical Resource Information System, and San Francisco Architectural Heritage.

Mitigation Measure M-CR-1b: Interpretation

The project sponsor shall provide a permanent display of interpretive materials concerning the history and architectural features of the original 1028 Market Street building and its relationship with the Market Street Theatre and Loft National Register Historic District. Interpretation of the site's history and relationship with the District shall be supervised by an architectural historian or historian who meets the Secretary of the Interior's Professional Qualification Standards. The interpretative materials (which may include, but are not limited to, a display of photographs, news articles, memorabilia, and/or video) shall be placed in a prominent setting on the project site visible to pedestrians, such as the lobby or Market Street frontage.

A proposal describing the general parameters of the interpretive program shall be approved by the San Francisco Planning Department Preservation staff prior to issuance of a Site Permit. The content, media and other characteristics of such interpretive display shall be approved by the San Francisco Planning Department Preservation staff prior to issuance of a Temporary Certificate of Occupancy.

Impact CR-2: The proposed new construction on the project site would have a substantial adverse effect on the significance of the Market Street Theatre and Loft National Register Historic District. ***(Significant and Unavoidable)***

The proposed new building would embody some characteristics of MSTL District contributors and would include a number of design features that are intended to enhance the compatibility of the new building with the historic and architectural character of the MSTL District, yet be differentiated by contemporary materials and execution. The building would occupy the entirety of its irregular lot consistent with contributing buildings lining the north side of Market Street. The new building would incorporate a contemporary interpretation of the three-part façade composition that characterizes contributors within the MSTL District, with a base-shaft-capital configuration. The first two stories and widths of its bays would be proportional to its neighbors and would be distinguished from its upper stories through a change in material from stone veneer to brick veneer. The proposed new building's storefronts would be aluminum and glass and would consist of large windows and glazed doors with transoms, in keeping with other storefronts in the MSTL District. Upper story windows on the proposed new building would be contemporary in terms of material and design, consisting of pairs of aluminum, floor-to-ceiling, single-light casements, flanked by fixed, vertical bands of sidelights. The ratio of window to wall surface would be fairly balanced on the portions clad with brick veneer. On the other portions the surfaces would be mostly glazed. The materials proposed for the new building would reference the brick and stone present in the MSTL District and combine them with more modern materials, such as zinc paneling and perforated metal. The proposed building would use a similar color palette to the MSTL District contributors, namely tan and gray.

Although the proposed new building on the project site would include design features that are intended to be compatible with the MSTL District, the proposed new 13-story building would not be compatible with the MSTL District in terms of its height and scale. Contributing buildings

within the MSTL District range from two to nine stores in height. The proposed new building would be a prominent visual presence at the center of the MSTL District (see Figure 2.18: Perspective View from Market Street (Looking Northwest), on p. 2.28). It would become the second-tallest building in the MSTL District, second only to the 16-story non-contributor at 995 Market Street, and would be taller than all MSTL District contributors. It would occupy about 15 percent of the north-side frontage of Market Street within the MSTL District. In addition to its Market Street façade, when looking west along Market Street, the proposed new building would also present a prominent east-facing façade to the MSTL District, rising from beyond the existing three-story contributor at 1000 Market Street (San Christina Building) immediately east of the project site.

As described above, on the north side of Market Street, the tallest buildings are located at the east and west ends of the MSTL District, creating a high-low-high rhythm with the subject building serving as the central low-rise counterpoint. The construction of a 13-story building on the project site would interrupt this rhythm, part of the District's setting, which, in turn affects the integrity of the MSTL District.

Additionally, a key prominent view from the south side of Market Street to the distinctive dome of the Golden Gate Theatre is currently available over the project site (see Figure 4.B.3: View of Golden Gate Theatre Dome from South Side of Market Street). In this view (from the west of the project site), the dome is seen rising from beyond the existing two-story 1028 Market Street building. The proposed new 13-story building would obscure this prominent key view of the dome, noted as one of the most visually prominent buildings in the District, weakening the visual continuity of the contributing Golden Gate Theatre with the Market Street corridor. Given that the Golden Gate Theatre and the Hibernia Bank building showcase exceptional quality of design and unique architectural features, the domes of these two buildings are important features to the overall form and continuity of the District, as well as exhibit key design features expressed in the District.

The setting, feeling and design are essential to preserving the integrity of the District under CEQA, which are expressed through rhythm, scale and proportion; architectural features, including unique architectural features such as the Golden Gate Theatre and Hibernia Bank domes; and the views of those domes at prominent intersections and from Market Street. The construction of a 13-story building on the project site would disrupt the high-low-high rhythm of the District's setting, obstruct key views of the Golden Gate Theatre dome, and would be incompatible with the MSTL District in terms of height and scale.

Given this combination of reasons, and the project site's size (in terms of linear frontage) and central location within the District, the proposed new building would adversely affect the MSTL District's integrity of setting, design, and feeling and would materially impair the District by altering in an adverse manner physical characteristics of the MSTL District that convey its

SOURCE: SWCA, 2016

1028 MARKET STREET

2014.0241E

FIGURE 4.B.3: VIEW OF GOLDEN GATE THEATRE DOME FROM SOUTH SIDE OF MARKET STREET

historical significance (rhythm, scale and proportion) and justify its inclusion in the NRHR and CRHR.

Therefore, the construction of a 13-story building on the project site would result in a substantial adverse change in the significance of the MSTL District. However, the impact of this construction, although significant under CEQA, would not automatically render the MSTL District ineligible for listing in the NRHP or the CRHR. However, if the MSTL District was proposed without the 1028 Market Street building, the justification for inclusion in the NRHP would be considerably weakened.

The effect of the proposed new building on the significance of the MSTL District would be considered unavoidable under the proposed project because no effective mitigation is available that would avoid or substantially reduce the significant impact of the proposed new building on the MSTL District. Such a mitigation measure would require fundamental changes to the height and massing and program of the new building such that it would constitute a substantially different project than the one proposed. Chapter 6, Alternatives, considers alternative schemes that could substantially lessen or avoid the significant effects of new construction on the site by retaining the existing contributing building and/or reducing the scale of new construction to create a more compatible visual relationship with the scale and visual character of the MSTL District and reduce the project's impact on views to the Golden Gate Theatre Dome. See Chapter 6, Alternatives, Section E, Compatible Design Alternative on pp. 6.33-6.37.

Impact CR-3: The proposed demolition and new construction on the project site would not have a substantial adverse indirect effect on the significance of the adjacent Uptown Tenderloin National Register Historic District. ***(Less than Significant)***

Due to its location outside the Uptown Tenderloin Historic District boundary, the proposed project has no potential to directly impact that district. The significance of the Uptown Tenderloin Historic District is not premised on its having a cohesive visual relationship with the adjacent MSTL District. This section of Golden Gate Avenue is not a major view corridor within the Uptown Tenderloin Historic District, so the proposed project would not detract from views of an important streetscape. The three contributing buildings on the block would retain their current prominence, so the project would not obscure street views of any buildings. The proposed project has no potential to cause a substantial adverse change to the significance of the Uptown Tenderloin Historic District. The proposed project would have a less-than-significant impact on this historic resource. No mitigation measures are necessary.

Impact CR-4: Proposed demolition and construction activities on the project site could result in physical damage to the adjacent San Christina Building, an historical resource. ***(Less than Significant with Mitigation)***

The project site is directly adjacent to the San Christina Building at 1000 Market Street, a contributor to the MSTL District. This building could be susceptible to ground borne vibration from demolition and construction activities on the project site (including demolition, the use of heavy equipment near adjacent buildings, and the installation of auger cast in place piles that could require the use of pile drilling or other vibratory methods) could cause ground-borne vibration that could materially impair the adjacent San Christina Building. Typically, ground-borne vibration generated by construction activities attenuates rapidly with distance from the source.

Mitigation Measure M-CR-4a: Vibration Monitoring and Management Plan and Mitigation Measure M-CR-4b: Construction Best Practices for Historical Architectural Resources would apply to any components of the proposed project that would result in ground-disturbing activities. These measures would require, among other things, the project sponsor to set a performance standard for maximum vibration levels and use construction best practices to avoid vibration damage to adjacent and nearby historic buildings based on that performance standard. In addition, monitoring would be required to document and remediate any damage to adjacent and nearby historic buildings caused by construction activities at the project site.

Mitigation Measure M-CR-4a: Vibration Monitoring and Management Plan

The project sponsor shall retain the services of a qualified structural engineer and preservation architect that meet the Secretary of the Interior's Historic Preservation Professional Qualification Standards to conduct a Pre-Construction Assessment of the adjacent San Christina Building at 1000 Market Street. Prior to any demolition or ground-disturbing activity, the Pre-Construction Assessment shall be prepared to establish a baseline, and shall contain written and/or photographic descriptions of the existing condition of the visible exteriors of the adjacent buildings and in interior locations upon permission of the owners of the adjacent properties. The Pre-Construction Assessment should determine specific locations to be monitored and include annotated drawings of the buildings to locate accessible digital photo locations and locations of survey markers and/or other monitoring devices (e.g., to measure vibrations). The Pre-Construction Assessment will be submitted to the Planning Department along with the Demolition and/or Site Permit Applications.

The structural engineer and/or preservation architect shall develop, and the project sponsor shall adopt, a vibration management and continuous monitoring plan to protect the adjacent 1000 Market Street building against damage caused by vibration or differential settlement caused by vibration during project construction activities. In this plan, the maximum vibration level not to be exceeded at each building shall be 0.2 inch/second, or a level determined by the site-specific assessment made by the structural engineer and/or preservation architect for the project. The vibration management and monitoring plan should document the criteria used in establishing the maximum vibration level for the project. The vibration management and monitoring plan

shall include pre-construction surveys and continuous vibration monitoring throughout the duration of the major structural project activities to ensure that vibration levels do not exceed the established standard. The vibration management and monitoring plan shall be submitted to Planning Department Preservation staff prior to issuance of Demolition or Site Permits.

Should vibration levels be observed in excess of the standard, or if damage to the building is observed, construction shall be halted and alternative techniques put in practice, to the extent feasible. The structural engineer and/or historic preservation consultant should conduct regular periodic inspections of digital photographs, survey markers, and/or other monitoring devices during ground-disturbing activity at the project site. The building shall be protected to prevent further damage and remediated to preconstruction conditions as shown in the Pre-Construction Assessment with the consent of the building owner. Any remedial repairs shall not require building upgrades to comply with current San Francisco Building Code standards.

Mitigation Measure M-CR-4b would further safeguard against damage to the adjacent San Christina Building at 1000 Market Street and minimize other potential damage that could result from construction activities within the project site.

Mitigation Measure M-CR-4b: Construction Best Practices for Historical Architectural Resources

The project sponsor shall incorporate into construction specifications for the proposed project a requirement that the construction contractor(s) use all feasible means to avoid damage to the 1000 Market Street building, including, but not limited to, staging of equipment and materials as far as possible from historic buildings to limit damage; using techniques in demolition, excavation, shoring, and construction that create the minimum feasible vibration; maintaining a buffer zone when possible between heavy equipment and historic resource(s); enclosing construction scaffolding to avoid damage from falling objects or debris; and ensuring appropriate security to minimize risks of vandalism and fire. These construction specifications shall be submitted to the Planning Department along with the Demolition and Site Permit Applications.

Implementation of Mitigation Measure M-CR-4a and Mitigation Measure M-CR-4b would reasonably ensure that the adjacent San Christina Building at 1000 Market Street would be protected from damage during project construction and would reduce this impact to a less-than-significant level.

Impact CR-5: The proposed demolition of the 1028 Market Street building would not have a substantial adverse effect on the significance of the eligible Tenderloin LGBTQ Historic District. ***(Less than Significant)***

Planning Department Preservation staff finds that the proposed project would not cause a substantial adverse change to the eligible Tenderloin LGBTQ Historic District. The boundaries of the eligible Tenderloin LGBTQ Historic District and the number of contributors are not currently known. However, initial research indicates this District would contain diverse and numerous resource types and the period of significance would span numerous decades. Demolition of one

contributing resource which does not represent the only example of such resource would not result in a significant impact to the eligible District. The eligible District would continue to convey its significance without this building.

Although the proposed project is not anticipated to have a direct significant historic resource impact, Planning Department staff recommends implementation of Improvement Measure I-CR-5 to further reduce the proposed project's less-than-significant impact.

Improvement Measure I-CR-5: Interpretive Program

As part of the project, the Project Sponsor should develop an interpretive program to commemorate the former LGBTQ bars in the building on the project site and its association with LGBTQ history of the neighborhood and city. Development of this interpretive program should include outreach to the LGBTQ and Tenderloin communities in order to involve these communities and to create a broader, more authentic interpretive approach for the project site and neighborhood. The interpretive program should result, at minimum, in installation of a permanent on-site interpretive display in a publicly-accessible location, such as a lobby or Market Street/Golden Gate Avenue frontage, to memorialize the importance of the building after it is demolished, but may also develop alternative approaches that address the loss of the existing building in the context of the neighborhood, and coordinate with other interpretive approaches in the neighborhood. The interpretation program may also inform development of the art program required as part of the project. The interpretive program should outline the significance of the subject building, namely its association with the Crystal Bowl, and potentially Keno's Forty Seven Club, within the context of LGBTQ history in the Tenderloin and San Francisco.

Interpretation of the site's history should be supervised by a qualified consultant meeting the Secretary of the Interior's Professional Qualification Standards for Architectural Historian or Historian. The interpretive materials may include, but are not limited to: a display of photographs, news articles, oral histories, memorabilia, and video. Historic information contained in the *Citywide LGBTQ Historic Context Statement* and HRER may be used for content. A proposal prepared by the qualified consultant, with input from the outreach conducted in the LGBTQ and Tenderloin communities, describing the general parameters of the interpretive program should be approved by the San Francisco Planning Department Preservation staff prior to issuance of a Site Permit. The detailed content, media and other characteristics of such interpretive program, and/or any alternative approach to interpretation identified by the project team, should be approved by Planning Department Preservation staff prior to issuance of a Temporary Certificate of Occupancy.

Improvement Measure I-CR-5 is intended to ensure commemoration of the former LGBTQ bars in the building, the Crystal Bowl at 1032 Market Street and Keno's Forty-Seven Club at 47 Golden Gate Avenue, and their relationship to the LGBTQ history of the Tenderloin and city.

Cumulative Impacts

Impact C-CR -1: The proposed project, in combination with other past, present and reasonably foreseeable future projects in the project vicinity, would not result in a cumulatively considerable contribution to a significant cumulative impact on an historic architectural resource. ***(Less than Significant)***

There are no reasonably foreseeable projects within the MSTL District that call for demolition of a MSTL District contributor. Projects involving rehabilitation of contributing buildings within the MSTL District (1 Jones Street [Hibernia Bank], 1100 Market Street [Hotel Shaw/Renoir Hotel], and 1095 Market Street [Grant Building]) would not contribute to a cumulative impact on the ability of the MSTL District to convey its significance, assuming that each rehabilitation complies with the Secretary's Standards. These reasonably foreseeable projects within the MSTL District would not contribute to the significant impact to the MSTL District resulting from loss of a contributing building under the proposed project.

There are three reasonably foreseeable projects within the MSTL District that call for new construction (1066 Market Street, 1053-1055 Market Street, and 1075 Market Street). Each of these involves demolition of a non-contributing building and construction of a new building in its place. Because these projects call for removing noncontributing buildings only and would not physically alter contributing buildings, they would not impact the ratio of contributing to non-contributing within the MSTL District.

The proposed projects 1053-1055 Market Street and 1075 Market Street are each situated between contributing buildings and located on the south side of Market Street, where the contributing buildings are generally taller and narrower than those on the north side. As a result, the new buildings proposed under these projects (ten and eight stories, respectively) would fill existing gaps between contributing buildings along the south side of Market Street, and would not combine with impacts of the proposed project to disrupt the historic streetscape and pattern of development within the MSTL District.

The 1066 Market Street project is located on the north side of the street, directly west of, and adjacent to, the project site. The 13-story, 113-foot-tall Market Street frontage of the building proposed for this location would not conform to the low-rise development pattern of its immediate block, although it would be comparable to the heights of the contributing Hotel Renoir and the Warfield Theatre Building on adjacent blocks. The Market Street frontage of the 1066 Market Street project is relatively narrow (about 55 feet) compared to that of other lots along the north side of Market Street within the District. Most of the building mass would be set back from Market Street behind the contributing 1072-1098 Market Street building (Prager's Department Store). The design of the proposed 1066 Market Street façade includes features that are intended to reference MSTL District contributors (base-shaft-capital vertical composition,

glazed storefronts, clearly articulated stone masonry base, and windows reminiscent of Chicago-style designs). In addition, the Preliminary Mitigated Negative Declaration for the 1066 Market Street Project concluded that that project "would not interfere with views of the dome available along Market Street."[38] On that basis, it concluded for 1066 Market Street that "The proposed project's contribution to any potentially significant cumulative impact would not be considerable."[39]

For these reasons, the significant and unavoidable impacts of the proposed project on the MSTL District would not combine with those of foreseeable future projects in the MSTL District to result in a cumulatively considerable impact on historical resources. No mitigation measures are necessary within the context of the MSTL District.

Within the potential boundaries of the eligible Tenderloin LGBTQ Historic District are four (4) recent and reasonably foreseeable projects to consider in the context of the current project. Of these identified projects, only the project at 57 Taylor Street (aka 105 Turk Street), which proposes demolition of a building that may qualify as a contributing resource for association with the Citywide LGBTQ HCS, has the potential for project-specific impacts to the eligible Tenderloin LGBTQ Historic District; review of this project has not been completed to date. The proposed project at 1095 Market Street has been evaluated and found to result in no project-specific or cumulative impacts. The project at 950-974 Market Street, which proposes demolition of three contributors to the eligible Tenderloin LGBTQ Historic District, has been evaluated and found to result in no cumulative impacts or project-specific impacts on historic resources with application of mitigation measures.[40,41] The remaining cumulative project, at 229 Ellis Street, is still undergoing review. This project would not demolish the building and will be evaluated for its impact on historic resources per the requirements of CEQA and the procedures for evaluation for historical architectural resources, including: (1) whether the project itself would have a direct impact on historic resources and (2) whether the project would impact the historic context of a particular resources and/or would have an incidental impact on nearby resources.

Although there is one proposed project within the cumulative setting – 57 Taylor Street – that may result in project-level and cumulative significant impacts to historic resources, the proposed project would not be likely to combine with this project, or other projects, in such a way that there

[38] San Francisco Planning Department, Preliminary Mitigated Negative Declaration for 1066 Market Street, Case No. 2013.1753E, January 13, 2016, p. 35. Available online at http://sfmea.sfplanning.org/2013.1753E_PMND.pdf. Accessed March 23, 2016.

[39] Ibid. p. 35.

[40] San Francisco Planning Department, Preliminary Mitigated Negative Declaration for 950-974 Market Street, Case No. 2013.1049E, July 6, 2016. Available online at http://sfmea.sfplanning.org/2013.1049E_950-974_MARKET_PMND.pdf. Accessed August 15, 2016.

[41] A timely appeal of the Preliminary Mitigated Negative Declaration for 950-974 Market Street, Case No. 2013.1049E was filed on July 26, 2016.

would be a significant cumulative impact to historic architectural resources. In the context of a potentially large geographic district with a long period of significance, the loss of one contributing resource would not combine with any other project to result in a material impairment of the eligible Tenderloin LGBTQ Historic District. For these reasons, the proposed project would not result in a cumulatively considerable impact on the eligible Tenderloin LGBTQ Historic District.

C. TRANSPORTATION AND CIRCULATION

INTRODUCTION

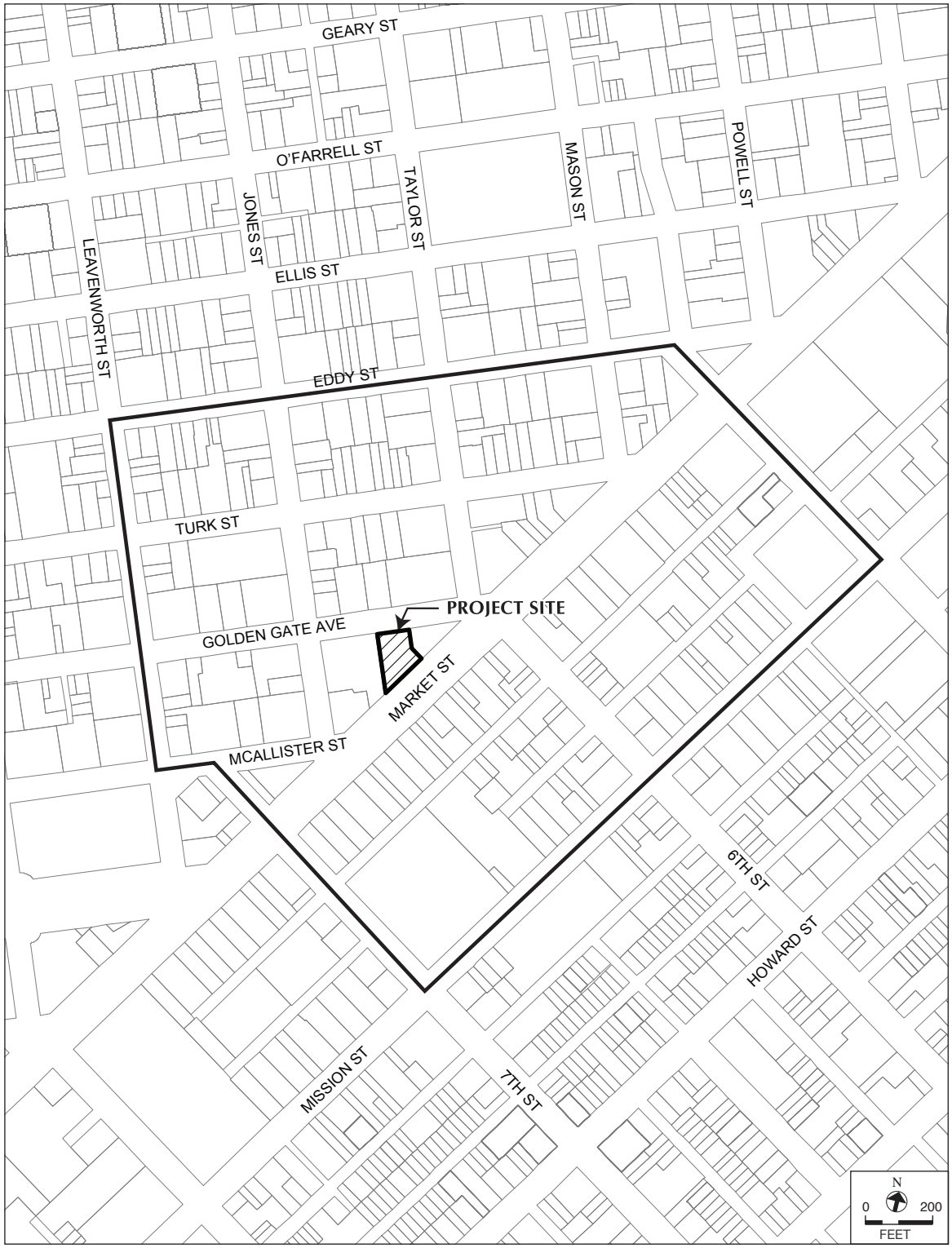
Section 4.C, Transportation and Circulation, summarizes and incorporates by reference the results of the Transportation Impact Study (TIS) prepared by the transportation consultant for the proposed project in accordance with the San Francisco Planning Department's *2002 Transportation Impact Analysis Guidelines for Environmental Review* (*SF Guidelines 2002*) and Planning Commission Resolution 19579, adopted on March 3, 2016, and supporting materials.[1] The transportation analysis examines project impacts on vehicle miles traveled (VMT), transit, pedestrians, bicycles, loading, and emergency vehicle access, as well as the impacts of construction activities. All of these transportation subtopics are considered in the discussions of existing conditions, existing plus project, and year 2040 cumulative conditions. This section also includes a parking demand analysis, which is presented in this EIR for informational purposes only.

ENVIRONMENTAL SETTING

As described on pp. 2.3-2.6 in Chapter 2, Project Description, the 1028 Market Street site is located within a densely developed urban area in the southeastern portion of San Francisco's Downtown/Civic Center neighborhood. The project site is located in the middle of a triangular-shaped block bounded by Golden Gate Avenue to the north, Taylor Street to the east, Market Street to the south, and Jones Street to the west. The 15,077-square-foot (sq. ft.) lot is irregularly shaped and measures 154 feet from east to west along its Market Street frontage and 98 feet from east to west along its Golden Gate Avenue frontage. The project site is developed with a 33,310-gross-square-foot (gsf), two-story, 37-foot-tall commercial building over a partial basement. The storefront and ground floor space along Market Street was renovated in October 2014 and has been used as a temporary food pavilion for local vendors. The project site shares its east and west property lines with an adjacent surface parking lot/two-story commercial building to the west and a four-story mixed-use development to the east.

The transportation study area is defined by Eddy Street to the north, Fifth Street to the east, Mission Street to the south and Leavenworth Street to the west. The study area is shown in Figure 4.C.1: Transportation Study Area.

[1] Stantec Consulting Services, *1028 Market Street Transportation Impact Study, Case No.2014.0241E*, June 20, 2016 (hereinafter referred to as "TIS"). A copy of this document is available at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.



SOURCE: Stantec Consulting, 2016

1028 MARKET STREET
2014.0241E

FIGURE 4.C.1: TRANSPORTATION STUDY AREA

ROADWAY NETWORK

Regional Access

The following regional highway transportation facilities link San Francisco with other parts of the Bay Area, as well as Northern and Southern California: Interstate 80 (I-80), United States Highway 101 (U.S. 101), and Interstate 280 (I-280). The project site is accessible by local streets with connections to and from these regional freeways.

I-80 provides regional access to and from the East Bay. The San Francisco-Oakland Bay Bridge is part of I-80 and connects San Francisco with the East Bay and points east. I-80 begins at the Central Freeway/U.S. 101 and I-80 junction, approximately one mile south of the project site, and is an elevated freeway between Harrison and Bryant streets. The closest on-ramps are approximately 0.8 miles south of the project site at Fifth and Bryant streets and Seventh and Harrison streets. The closest off-ramps are approximately 0.7 miles south of the project site at Fifth and Harrison streets and Seventh and Bryant streets.

U.S. 101 provides north-south regional travel the length of California and is a major highway connecting San Francisco with the cities on the Peninsula and Santa Clara County. To the north via the Golden Gate Bridge, U.S. 101 connects San Francisco to Marin County and the communities of the North Bay. As U.S. 101 approaches the northern part of San Francisco, it operates on arterial streets (Van Ness Avenue and Lombard Street). From the project site, the nearest access to U.S. 101 is via Turk Street, while the most direct connection from U.S. 101 to the project site is via Golden Gate Avenue.

I-280 provides regional access from the South of Market area of downtown San Francisco to southern San Francisco, the Peninsula, and the South Bay. I-280 and U.S. 101 have an interchange approximately 4 miles south of the project site. The nearest access points to I-280 are the on- and off-ramps at Sixth and Brannan streets (approximately 0.7 miles south of the project site).

Local Access

This section describes the existing local roadway system in the vicinity of the project site, including the roadway designation, number of travel lanes, and traffic flow directions.

Market Street is an east-west arterial from Steuart Street to Portola Drive. This roadway has two lanes in each direction and 25- to 35-foot-wide sidewalks except for the easternmost two blocks between Main and Steuart streets, where the roadway narrows to three lanes. Private vehicles traveling eastbound on Market Street are required to turn right at Tenth and Sixth streets. Left turn movements on Market Street are prohibited for private vehicles. Between Fremont and Castro streets, Market Street has streetcar tracks running in each direction within the center travel

lanes, which accommodate Muni's F Market & Wharves historic streetcar. There are bus-only lanes on Market Street between 12th Street/Van Ness Avenue and Fifth Street in the eastbound direction and between Van Ness Avenue and Eighth Street in the westbound direction. Transit stops are located both at curbside and on raised islands in the center of the street; the curbside stops are staggered from the island stops to avoid blocking traffic circulation. Between Castro and Eighth streets Market Street includes Class II bicycle lanes separated from vehicular traffic by a buffer zone and plastic safety bollards. East of Eighth Street the bicycle lanes become Class III facilities (shared lanes with green-backed sharrow markings). On-street parking is prohibited between Steuart and Franklin streets; however, approximately 22 recessed commercial loading bays are provided at various locations on each side of Market Street.

In the *San Francisco General Plan* (*General Plan*) Market Street is classified as a Transit Conflict Street in the Congestion Management Program (CMP) Network and as a Major Arterial outside of the CMP Network.[2] It is also part of the Metropolitan Transportation System (MTS) Network, the Citywide Pedestrian Network and the Citywide Bicycle Network. It is designated as a Primary Transit Street – Transit Oriented, a Neighborhood Commercial Street, and Bicycle Route 50. In the *San Francisco Better Streets Plan*[3] (BSP), Market Street is designated as a Ceremonial (Civic) Street. In the summer and fall of 2015, the San Francisco Municipal Transportation Agency (SFMTA) implemented turn restrictions and transit-only lane extensions as part of the Safer Market Street Project[4] (with the exception that turn restrictions from northbound Fifth Street onto eastbound Market Street, and from southbound Ellis Street onto westbound Market Street will be implemented following completion of the Central Subway project work in the area). The Safer Market Street Project restricts private vehicle access along a segment of Market Street between Third and Eighth streets to reduce conflicts between private vehicles and other roadway users on a high-injury corridor. Continuous eastbound and westbound transit-only lanes were implemented in this segment to reduce collisions caused by lane changes.

North of Market Street

Golden Gate Avenue is an east-west roadway between Market Street and Parker Avenue. It runs one-way eastbound with three travel lanes and parking on both sides of the street between Divisadero and Market streets. West of Divisadero Street, Golden Gate Avenue becomes a two-way street with one westbound lane and one to two eastbound lanes. Golden Gate Avenue forms a couplet with Turk Street between Divisadero and Market streets. South of Market Street

[2] San Francisco's CMP Network consists of Freeways, Major Arterial, Transit Conflict Streets, Secondary Arterials and Recreation Streets.

[3] The *San Francisco Better Streets Plan* creates a unified set of standards, guidelines, and implementation strategies to govern how the City designs, builds, and maintains its pedestrian environment.

[4] The Safer Market Street Project will help achieve the City's adopted Vision Zero policy, which aims to eliminate all traffic-related fatalities by 2024. Available online at https://www.sfmta.com/projects-planning/projects/safer-market-street. Accessed March 21, 2016.

Golden Gate Avenue continues as Sixth Street. In the project vicinity, on-street parking is generally provided on both sides of the street and there are 10-foot-wide sidewalks on both sides of the street. In the *General Plan* Golden Gate Avenue is designated as a Major Arterial between Masonic Avenue and Market Street in the CMP Network and a Neighborhood Commercial Street between Van Ness Avenue and Market Street in the Citywide Pedestrian Network. Golden Gate Avenue is also part of Bicycle Route 20 in the western part of City between Broderick Street and Parker Avenue; however, in the project vicinity this bicycle route runs on McAllister Street, not on Golden Gate Avenue. In the BSP Golden Gate Avenue is designated as a Downtown Commercial Street between Taylor and Jones streets, as a Downtown Residential Street between Jones and Leavenworth streets, and as a Downtown Commercial Street between Leavenworth and Polk streets.

Jones Street is a north-south roadway between Market and Jefferson streets. Between Market and California streets, Jones Street runs one-way southbound with three travel lanes and parking on both sides of the street except for two segments (from California to Pine streets and Golden Gate Avenue to McAllister Street), which have two travel lanes. North of California Street, Jones Street is a two-way street with one lane in each direction. In the project vicinity, Jones Street has 12-foot-wide sidewalks on both sides of the street. In the *General Plan* Jones Street is identified as a Secondary Arterial between Bush Street and Golden Gate Avenue in the CMP Network. In the BSP Jones Street is designated as a Downtown Commercial Street between McAllister Street and Golden Gate Avenue and as a Downtown Residential Street between Golden Gate Avenue and Pine Street.

Taylor Street is a north-south roadway between Market Street and The Embarcadero at Fisherman's Wharf with interruption between Bay and Francisco streets. It is one-way northbound between Market and California streets with three travel lanes and parking on both sides of the street between Market and Sutter streets. Between Sutter and California streets there are two traffic lanes and parking on both sides of the street. North of California Street, it is a two-way street with one traffic lane in each direction. In the project vicinity, Taylor Street has 10-foot wide sidewalks on both sides of the street. In the *General Plan* Taylor Street, between Market and Turk streets, is designated as a Major Arterial in the CMP Network. In the BSP Taylor Street is designated as a Downtown Commercial Street between Golden Gate Avenue and Eddy Street, as a Downtown Residential Street between Eddy and Ellis streets, and as a Downtown Commercial Street between Ellis and Sutter streets.

Turk Street is an east-west roadway between Market Street and Arguello Boulevard, where it continues as Balboa Street. It runs one-way westbound with two travel lanes and parking on both sides of the street between Divisadero and Market streets. Turk Street forms a couplet with Golden Gate Avenue between Divisadero and Market streets. In the project vicinity, there are 12-foot-wide sidewalks on both sides of the street. In the *General Plan* Turk Street is designated as

a Major Arterial in the CMP Network. In the BSP Turk Street is designated as a Downtown Commercial Street between Market and Taylor streets and as a Downtown Residential Street between Taylor and Franklin streets.

Eddy Street is an east-west roadway between Cyril Magnin Street and St. Joseph's Avenue. Eddy Street runs one-way eastbound with two travel lanes and 12-foot-wide sidewalks between Leavenworth and Cyril Magnin streets. West of Leavenworth Street, Eddy Street is a two-way street. In the project vicinity, parking is available on both sides of the street. In the *General Plan* Eddy Street, between Cyril Magnin and Leavenworth streets, is designated as a Neighborhood Commercial Street in the Citywide Pedestrian Network. In the BSP Eddy Street is designated as a Downtown Commercial Street between Cyril Magnin and Mason streets and as a Downtown Residential Street between Mason and Franklin streets.

Mason Street is a north-south roadway between Market Street and Colombus Avenue with a separate, discontinuous segment at its northern end that continues from Lombard to Jefferson streets. North of California Street, Mason Street is either a two-way street or one-way in the northbound direction. In the project vicinity, Mason Street has 10-foot-wide sidewalks, runs one-way southbound between California and Market streets, and forms a partial couplet with Cyril Magnin Street. Metered parallel parking is available on both sides of the street. In the BSP Mason Street is designated as a Downtown Commercial Street between Market and Sutter streets.

Cyril Magnin Street is a north-south roadway. It is primarily one-way northbound, operating in a partial couplet with Mason Street. However, the short segment between Eddy and Market streets accommodates two-way traffic. Cyril Magnin Street serves as the northerly continuation of Fifth Street from Market to O'Farrell streets. It connects northbound Fifth Street with westbound Ellis Street and eastbound O'Farrell Street, as well as connecting eastbound Eddy Street with southbound Fifth Street. On-street parking is generally provided along both sides of Cyril Magnin Street. In the BSP Cyril Magnin Street is designated as a Downtown Commercial Street between Market and O'Farrell streets.

Charles J. Brenham Place is a north-south minor roadway which runs for only one block between Market and McAllister streets, featuring two travel lanes in the northbound direction and one travel lane in the southbound direction with a forced right turn onto westbound Market Street. Charles J. Brenham Place serves as the continuation of Seventh Street north of Market Street to westbound McAllister Street and northbound Leavenworth Street. No on-street parking is provided along either side of Charles J. Brenham Place. In the *General Plan* Charles J. Brenham Place, continuing onto westbound McAllister Street and northbound Leavenworth Street, is identified as a Secondary Arterial in the CMP Network, and as part of the Citywide Bicycle Network (Bicycle Route 20, continuing onto westbound McAllister Street). In the BSP Charles J. Brenham Place is designated as a Downtown Commercial Street.

Leavenworth Street is a north-south roadway between McAllister and Jefferson streets. It is a one-way northbound roadway with three travel lanes between McAllister and Post streets and two north-bound travel lanes between Post and California streets. North of California Street it is a two-lane roadway with one lane on each direction. In the project vicinity, there are 12-foot-wide sidewalks, and parallel parking is available on both sides of the street. In the *General Plan*, Leavenworth Street is designated as a Secondary Arterial between McAllister and Pine streets. In the BSP Leavenworth Street is designated as a Downtown Residential Street between McAllister and California streets.

McAllister Street is an east-west roadway that runs from Market and Jones streets to Masonic Avenue. McAllister Street generally has one to two travel lanes in each direction. In the project vicinity, it has two westbound travel lanes from Market to Hyde streets and one eastbound travel lane from Hyde to Market streets, restricted to buses, taxis, bicycles, and commercial vehicles. West of Hyde Street, McAllister Street is a two-way street. To provide additional travel lanes during the commute periods parking is not permitted on the north side of the street from 3:00 PM to 6:00 PM between Polk Street and Van Ness Avenue, on the south side of the street between Van Ness Avenue and Franklin Street from 7:00 AM to 9:00 AM, or on the north side of the street between Charles J. Brenham Place and Leavenworth Street (full time restriction). Parking is permitted on segments of the north side of the street between Market and Larkin streets, and is prohibited on the south side of the street. McAllister Street has 12-foot-wide sidewalks on both sides of the street, except on the south side between Larkin Street and Van Ness Avenue where the sidewalks adjacent to City Hall are 22 feet wide. In the *General Plan* McAllister Street is designated as a Secondary Arterial between Market and Leavenworth streets in the CMP Network, a Secondary Transit Street west of Leavenworth Street, a Neighborhood Commercial Street between Market Street and Van Ness Avenue in the Citywide Pedestrian Network, and part of the Citywide Bicycle Network (Route 20). In the BSP McAllister Street is designated as a Downtown Commercial Street between Market and Larkin streets, and as a Ceremonial (Civic) Street between Larkin Street and Van Ness Avenue.

South of Market Street

Sixth Street is a north-south roadway between Market and Brannan streets providing access to and from the I-280 on- and off-ramps. In the project vicinity, Sixth Street has two travel lanes in each direction and 12-foot-wide sidewalks on both sides of the street. North of Market Street, Sixth Street in the northbound direction continues as Taylor Street providing access to westbound Turk Street. Right turns from northbound Sixth Street onto Market Street are restricted to buses, taxis, bicycles, and commercial delivery vehicles; private vehicles are required to cross Market Street. Sixth Street in the southbound direction serves as the continuation of eastbound Golden Gate Avenue. Peak period tow-away lane designations (7:00 to 9:00 AM and 3:00 to 7:00 PM) are in effect along both the east and west curbs of Sixth Street between Folsom and Brannan

streets and along the west curb between Howard and Folsom streets, starting 300 feet south of Howard Street. In the *General Plan* Sixth Street is designated as a Major Arterial between Market and Brannan streets in the CMP Network. In the BSP Sixth Street is identified as a Downtown Commercial Street between Market and Mission streets, as a Commercial Throughway between Mission and Folsom streets, and as a Mixed-Use Street south of Folsom Street.

Fifth Street is a north-south roadway between Market and Townsend streets. North of Market Street, Fifth Street becomes Cyril Magnin Street. Fifth Street is a two-way street, with two travel lanes in each direction. In the project vicinity, Fifth Street has on-street metered parking and sidewalks on both sides of the street. In the *General Plan* Fifth Street is designated as a Major Arterial between Market and Brannan streets in the CMP Network and part of the Citywide Bicycle Network (Bicycle Route 19). In the BSP Fifth Street is designated as a Downtown Commercial Street between Market and Howard streets and as a Mixed Use Street south of Howard Street.

Seventh Street is a north-south roadway that runs between Market and 16th streets. In the project vicinity, Seventh Street is a northbound one-way roadway with four travel lanes, which narrow to three between Mission and Market streets. In the project vicinity there are 15-foot sidewalks on both sides of the street from Market to Mission streets. A tow-away zone is in effect from 7:00 AM to 6:00 PM, except trucks, on the east side of the street and parking is prohibited on the west side of the street. There are on-street metered parking spaces on the west side of the street and a portion of the east side of the street between Mission and Howard streets. In the *General Plan* Seventh Street is identified as a Major Arterial between Market and Bryant streets in the CMP Network and part of the Citywide Bicycle Network (Bicycle Route 23). In the BSP Seventh Street is designated as a Downtown Commercial Street between Market and Stevenson streets, as a Boulevard between Stevenson and Mission streets, and as a Mixed Use Street south of Mission Street.

Stevenson Street is an east-west roadway that runs one-way eastbound with one travel lane between Seventh and Fifth streets. West of Seventh Street it is a two-way street with one lane in each direction that dead ends at Angelo's Alley before Eighth Street. West of Eighth Street, a discontinuous two-way segment of Stevenson Street connects Eighth Street and the surface parking lots for the buildings on both sides of the street. In the project vicinity, parking is provided on the south side of the street and 6-foot-wide sidewalks are provided on both sides of the street. In the BSP Stevenson Street is designated as an Alley between Eighth and Fifth streets.

Mission Street is a four-lane roadway that runs east-west between The Embarcadero and South Van Ness Avenue and north-south west of South Van Ness Avenue to John Daly Boulevard in Daly City. Left turns from Mission Street are restricted between South Van Ness Avenue and

Main Street in the eastbound direction and between Tenth and Beale streets in the westbound direction. In the eastbound direction, Mission Street has a bus-only lane between Eleventh and Fifth streets that operates on weekdays from 7:00 to 9:00 AM and from 4:00 to 6:00 PM, and between Fifth and Beale streets from 7:00 AM to 6:00 PM. In the westbound direction, Mission Street has a bus-only lane between Main and Fourth streets that operates on weekdays from 7:00 to 6:00 AM and between Fourth and Eleventh streets from 4:00 to 6:00 PM. In the project vicinity on-street, metered parking is available between Fourth and Twelfth streets but prohibited on weekdays between 3:00 and 6:00 PM to provide additional capacity for right-turning vehicles. Sidewalks on each side of the street are generally 15 feet wide. In the *General Plan* Mission Street is classified as a Transit Conflict Street in the CMP Network, and is part of the MTS Network. It is also designated as a Primary Transit Street – Transit Oriented, and a Neighborhood Commercial Street in the Citywide Pedestrian Network. In the BSP Mission Street is designated as a Downtown Commercial Street between South Van Ness Avenue and Fifth Street.

Background Vehicle Miles Traveled in San Francisco and the Bay Area

Many factors affect travel behavior. These factors include density of development, diversity of land uses, design of the transportation network, access to regional destinations, distance to high-quality transit, development scale, demographics, and transportation demand management. Typically, low-density development that is located at a great distance from other land uses in areas with poor access to non-single occupancy vehicle travel modes generates more automobile travel compared to development located in urban areas, where a higher density of development, a mix of land uses, and travel options other than private vehicles are available.

Given these travel behavior factors, San Francisco has a lower Vehicle Miles Traveled (VMT) per capita and VMT/employee ratios than the nine-county San Francisco Bay Area region. In addition, some areas of the City have lower VMT ratios than other areas of the City. These areas of the City are expressed geographically in transportation analysis zones, or TAZs, which are subdivisions of census tracts. There are 981 TAZs within San Francisco that vary in size from single city blocks in the downtown core, to multiple blocks in outer neighborhoods, to even larger geographic areas in historically industrial areas like the Hunters Point Shipyard. TAZs are used in transportation planning models for transportation analysis and other planning purposes.

The San Francisco County Transportation Authority (Transportation Authority) uses the San Francisco Chained Activity Model Process (SF-CHAMP) to estimate VMT by private automobiles and taxis for different land use types. The SF-CHAMP model is a model that assigns all predicted trips within, across, or to or from San Francisco onto the roadway network and the transit system, by mode and transit carrier for a particular scenario. For example, in the 2040 SF-CHAMP model run, trips are assigned to and from each of the TAZs across San Francisco based on the land use development that is projected. Trips that cross San Francisco,

but do not have an origin or destination in the city are projected using inputs from the regional transportation model.

The travel behavior from SF-CHAMP is modeled based on the following inputs:

- Projected land use development (based on the Planning Department's Development Pipeline) and population and employment numbers – as provided by the Planning Department, based on the Association of Bay Area Governments (ABAG) Projections (currently *Projections 2013* (Sustainable Communities Strategy).
- Observed behavior from the California Household Travel Survey 2010-2012.
- Census data regarding automobile ownership rates and county-to-county worker flows.
- Observed vehicle counts and transit boardings.

The SF-CHAMP model simulates the daytime service population, which is a set of "people" that represent all travelers making trips to and from each TAZ the entire day.

The daily VMT output from the SF-CHAMP model for residential and office uses comes from a tour-based analysis. The tour-based analysis examines the entire chain of trips over the course of a day, not just trips to and from the project site. In this way, all of the VMT for an individual resident or employee is included, not just trips into and out of the person's home or workplace. For example, a resident leaves her apartment in the morning, stops for coffee, and then goes to the office. In the afternoon she heads out to lunch, and then returns to the office, with a stop at the drycleaners on the way. After work she goes to the gym to work out, and then joins some friends at a restaurant for dinner before returning home. The tour-based approach would add up the total amount driven and assign the daily VMT to this resident for the total number of miles driven on the entire "tour".

The daily VMT output from the SF-CHAMP model for retail uses comes from a trip-based analysis, which counts VMT from individual trips to and from the project site. A trip-based approach, as opposed to a tour-based approach, is necessary for retail projects because a tour is likely to consist of trips stopping in multiple locations, and the summarizing of tour VMT to each location would overestimate VMT.[5,6]

[5] To state another way, a tour-based assessment of VMT at a retail site would consider the VMT for all trips in the tour, for any tour with a stop at the retail site. If a single tour stops at two retail locations, for example, a coffee shop on the way to work and a restaurant on the way back home, then both retail locations would be allotted the total tour VMT. A trip-based approach allows all retail-related VMT to be apportioned to retail sites without double-counting.

[6] San Francisco Planning Department, Executive Summary: Resolution Modifying Transportation Impact Analysis, Appendix F, Attachment A, March 3, 2016. Available online at http://commissions.sfplanning.org/cpcpackets/Align-CPC%20exec%20summary_20160303_Final.pdf. Accessed March 25, 2016.

For residential development, the regional average daily VMT per capita is 17.2.[7] For retail development, regional average daily work-related VMT per employee is 14.9. Refer to Table 4.C.1: Daily Vehicle Miles Traveled, which includes the TAZ in which the project site is located, TAZ 296.

Table 4.C.1: Daily Vehicle Miles Traveled

Land Use	Bay Area		Project TAZ 296
	Regional Average	Regional Average minus 15%	
Households (residential)	17.2	14.6	2.0
Visitors (retail)	14.9	12.6	7.8

Source: San Francisco Planning Department, 2016.

TRANSIT NETWORK

The project site is well served by public transit, with both local and regional service provided in the vicinity. Local transit service is provided by the San Francisco Municipal Railway (Muni) bus routes, the F Market & Wharves historic streetcar line, and Muni Metro light rail lines, which can be used to transfer to other bus routes and the cable car lines. Service to and from the East Bay is provided by the San Francisco Bay Area Rapid Transit (BART) system along Market and Mission streets, Alameda-Contra Costa Transit (AC Transit) from the Transbay Terminal, and ferries from the Ferry Building. Service to and from the South Bay and the Peninsula is provided by BART along Market and Mission streets, San Mateo County Transit (SamTrans) from the Transbay Terminal and along Mission Street[8], and the Peninsula Rail Corridor (Caltrain) from the King Street Station at Fourth and Townsend streets. Service to and from the North Bay is provided by Golden Gate Transit (GGT) buses along Howard Street, Folsom Street, McAllister Street, and Van Ness Avenue[9] and at the Transbay Terminal and GGT ferries from the Ferry Building.

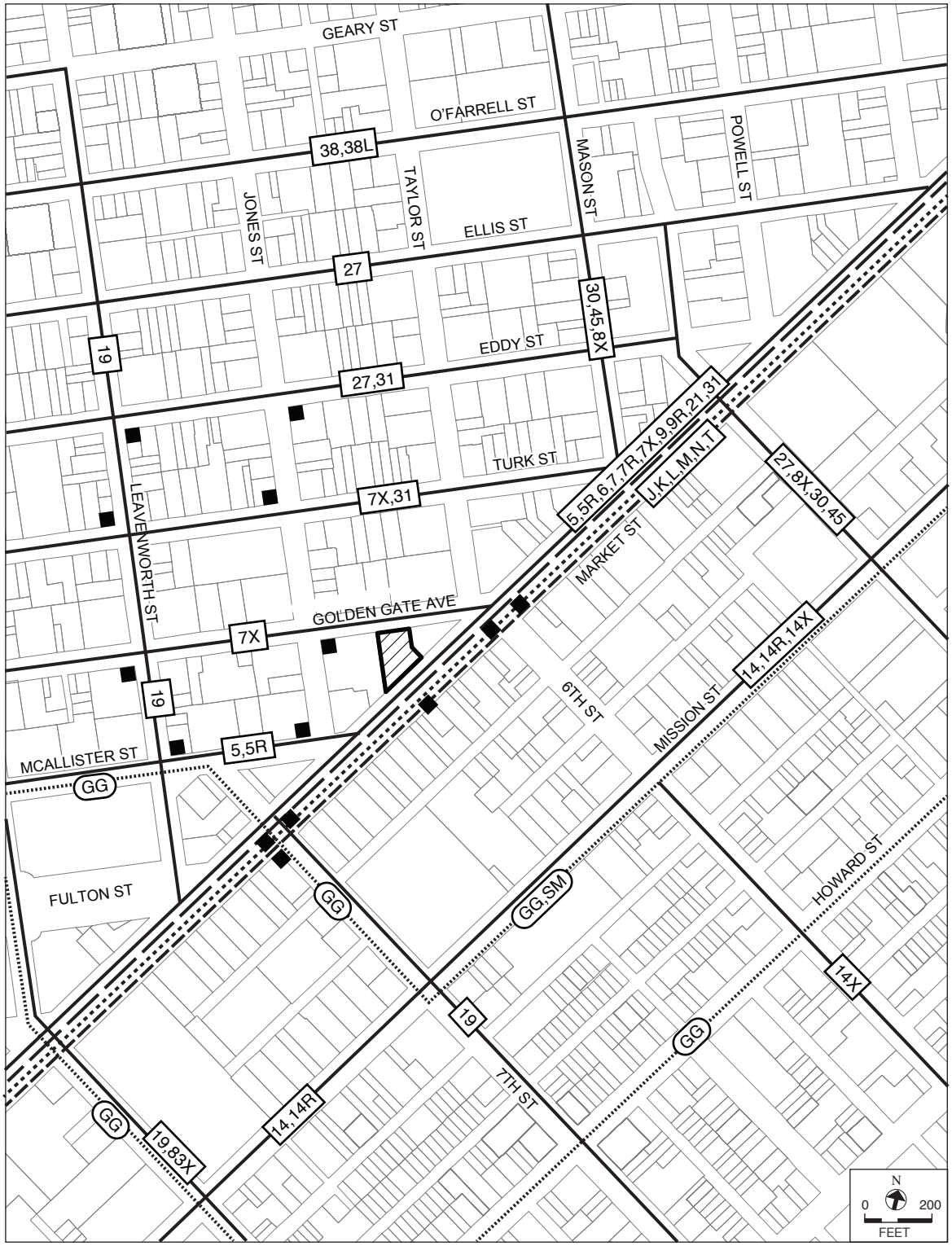
Local Transit

Muni provides transit service within the City and County of San Francisco, including bus routes (diesel, diesel-hybrid electric, and electric trolley) and cable car, light rail (Muni Metro), and electric streetcar lines. Muni operates a number of transit routes in the vicinity of the project site. Figure 4.C.2: Existing Transit Network in Project Vicinity presents the transit service and stop locations in the vicinity of the project site.

[7] Includes the VMT generated by the households in the development.

[8] Only alightings are allowed from SamTrans buses destined to San Francisco from San Mateo County. Conversely, only boardings are allowed onto SamTrans buses destined to San Mateo County from San Francisco.

[9] Only alightings are allowed from GGT buses destined to San Francisco from Marin and Sonoma counties. Conversely, only boardings are allowed onto GGT buses destined to Marin and Sonoma counties from San Francisco.



SOURCE: Stantec Consulting, 2016

PROJECT SITE | SM SAMTRANS | BART/CALTRAIN
MUNI BUS ROUTE | MUNI METRO | BUS STOP
GG GOLDEN GATE TRANSIT | HISTORIC STREETCAR

1028 MARKET STREET
2014.0241E

FIGURE 4.C.2: EXISTING TRANSIT NETWORK IN PROJECT VICINITY

The service frequencies and nearest stop location for the routes that operate in the vicinity of the project site are shown in Table 4.C.2: Muni Service Weekday Frequency in Project Vicinity.

Table 4.C.2: Muni Service Weekday Frequency in Project Vicinity

Route [a]	Service Frequency (minutes)		Nearest Stop Location [a]	
	AM (7 to 9)	PM (4 to 6)	Inbound	Outbound
5 Fulton	6	8	Market/Sixth	Market/Fifth
5R Fulton Rapid	6	8	Market/Sixth	Market/Fifth
6 Parnassus	10	10	Market/Sixth	Market/Taylor
7 Haight/Noriega	-	-	Market/Sixth	Market/Taylor
7R Haight/Noriega Rapid	10	10	Market/Sixth	Market/Sixth
7X Noriega Express	9	9	Golden Gate/Jones	Turk/Jones
8X Bayshore Express	-	-	Kearney/Geary	Cyril Magnin/Market
9 San Bruno	12	12	Market/Sixth	Market/Taylor
9R San Bruno Rapid	12	12	Market/Sixth	Market/Taylor
14 Mission	8	8	Mission/Sixth	Mission/Sixth
14R Mission Rapid	9	9	Mission/Fifth	Mission/Fifth
14X Mission Express	8	10	Mission/Sixth	Mission/Fifth
19 Polk	15	15	Seventh/Market	Eighth/Market
21 Hayes	9	10	Market/Sixth	Market/Fifth
27 Bryant	15	15	Cyril Magnin/Market	Cyril Magnin/Market
30 Stockton	12	4	Stevenson/Fifth	Kearney/Geary
31 Balboa	12	14	Eddy/Jones	Turk/Jones
45 Union/Stockton	8	12	Stevenson/Fifth	Kearney/Geary
83X Mid Market Express	15	22	Ninth/Market	Eighth/Market
F Market/Wharves	6	6	Market/Sixth	Market/Taylor
J Church	9	9	Civic Center Station	Civic Center Station
K Ingleside	9	9	Civic Center Station	Civic Center Station
L Taraval	8	9	Civic Center Station	Civic Center Station
M Ocean View	9	9	Civic Center Station	Civic Center Station
N Judah	7	6.5	Civic Center Station	Civic Center Station
T Third Street	9	9	Civic Center Station	Civic Center Station

Note:
[a] Inbound travel is generally toward the greater downtown area while outbound travel is generally away from the greater downtown area.

Sources: San Francisco Planning Department Memo, Transit Data for Transportation Impact Studies, May 2015 and SFMTA website, https://www.sfmta.com/getting-around/transit/routes-stops.

Regional Transit

BART operates regional rail transit service in the metropolitan Bay Area. BART currently operates five lines: Pittsburg/Bay Point to the San Francisco International Airport-Millbrae, Fremont to Daly City, Richmond to Daly City-Millbrae, Fremont to Richmond, and Dublin/Pleasanton to Daly City. Within downtown San Francisco, BART operates underground below Market and Mission streets. During the weekday PM peak period, service frequencies range from about 5 to 15 minutes for each line. The Powell BART/Muni Metro and Civic Center BART/Muni Metro stations are located about 0.25 mile east and west of the project site, respectively.

Caltrain provides rail passenger service on the Peninsula between Gilroy and San Francisco. The San Francisco terminal is located at Fourth and Townsend streets in the South of Market area, approximately 1.3 miles south of the project site (accessed via the 30 Stockton, 45 Union Stockton, or 83X Mid-Market Express). Caltrain currently operates 92 trains each weekday, with a combination of local, limited stops, and Baby Bullet services. Frequencies during the evening peak period are approximately 5 to 30 minutes.

SamTrans provides bus service between San Mateo County and San Francisco. It operates three bus routes that serve downtown San Francisco: the KX (express weekday peak-hour/peak-direction service), the 292 (all-day service), and the 397 (limited overnight service). In general, SamTrans service to downtown San Francisco operates along Mission Street to the temporary Transbay Terminal located on Howard Street between Main and Beale streets. The nearest SamTrans bus stop to the project site is located at the intersection of Mission and Sixth streets, approximately 0.25 miles south of the project site. SamTrans' Routes 292 and KX serve this stop, operating every 30 to 60 minutes during the peak periods. SamTrans cannot pick up northbound passengers at San Francisco stops, or drop off southbound passengers boarding in San Francisco within San Francisco.

GGT, operated by the Golden Gate Bridge, Highway, and Transportation District (GGBHTD), provides bus service between the North Bay (Marin and Sonoma counties) and San Francisco. GGT operates 22 commuter bus routes, 9 basic bus routes into San Francisco, and 16 ferry feeder bus routes. Most routes serve either the Civic Center (via Van Ness Avenue and Mission Street) or the Financial District (via Battery and Sansome streets). Basic bus routes operate every 15 to 90 minutes, depending on the time and day of the week. Commuter and ferry feeder bus routes operate at more frequent intervals in the mornings and evenings. The closest GGT stops to the project site (Basic Routes 10, 70, 80, 101 and Commute Bus Routes 54, 72, 92 and 93) are located at the intersection of Market and Seventh streets, approximately 0.1 miles west of the project site. GGT cannot pick up southbound passengers at San Francisco stops, or drop off northbound passengers boarding in San Francisco within San Francisco.

The GGBHTD also operates ferry service between the North Bay and San Francisco. Ferries operate between Larkspur and San Francisco, and between Sausalito and San Francisco, during the weekday AM and PM peak periods. The San Francisco terminal is located at the Ferry Building along The Embarcadero at the foot of Market Street, about 1.3 miles east of the project site (accessed via the F Market & Wharves, 6 Parnassus, 14 Mission, 14R Mission Rapid, 21 Hayes, and 31 Balboa).

AC Transit is the primary bus operator for the East Bay, including Alameda and western Contra Costa Counties. AC Transit operates 37 routes between the East Bay and San Francisco, all of which terminate at the temporary Transbay Terminal (about 1.3 miles east of the project site, accessed via the 5 Fulton, 5R Fulton Rapid, 6 Parnassus, 7 Haight/Noriega, 7R Haight/Noriega

Rapid, 9 San Bruno, 9R San Bruno Rapid, and 21 Hayes). Most Transbay service is peak-hour and peak-direction (to San Francisco during the weekday AM peak period and from San Francisco during the weekday PM peak period), with headways of 15 to 30 minutes per route.

The Water Emergency Transportation Authority (WETA) was charged in 2008 with creating and adopting a Transition Plan for Bay Area ferry service in Senate Bill 1093. As of July 2012, WETA is responsible for operating San Francisco Bay Ferry service that serves Oakland (Jack London Square), Alameda (Harbor Bay and Main Street/Gateway), San Francisco (Downtown Ferry Building and Pier 41), South San Francisco (Oyster Point Marina), and Vallejo. Seasonal service is also provided to Angel Island and AT&T Park.

Private Shuttles

There are a number of private shuttle services making stops at Muni bus stops and passenger loading/unloading zones in the vicinity of the project site. In addition to the privately operated shuttles within San Francisco, there are a number of private commuter shuttles between San Francisco and the South Bay (e.g., Facebook and Google) that operate on streets in the project vicinity; these private shuttles are part of the recently approved Commuter Shuttle Program.[10]

Capacity Utilization

Muni

Capacity utilization relates the number of passengers per transit vehicle to the design capacity of the vehicle. In contrast to other transit operators, Muni has established a capacity utilization service standard that includes seated and standing capacity, with standing passengers representing somewhere between 30 to 80 percent of seated passengers, depending on the specific configuration of the transit vehicles.[11] Table 4.C.3: Existing Muni Ridership/Capacity Utilization – Weekday PM Peak Hour presents the ridership and capacity utilization at the maximum load point (MLP)[12] for individual Muni transit routes/lines within an approximately ¼-mile radius of the project site during the weekday PM peak hour.

[10] The SFMTA Commuter Shuttle Program was approved by the SFMTA Board of Directors in March 2016 and has been in effect since April 1, 2016. Information and updates on the Commuter Shuttle Program are available online at https://www.sfmta.com/projects-planning/projects/commuter-shuttle-program-2016-2017.

[11] The design capacity of Muni's J Church, K Ingleside, and T Third Street light rail vehicles is 119 passengers, the capacity of Muni's L Taraval and N J Judah light rail vehicles is 238 passengers the capacity of a historic streetcar is 70 passengers, the capacity of a standard bus is 63 passengers, and the capacity of an articulated bus is 94 passengers.

[12] The MLP is a location(s) along a transit route where the vehicle passenger load is the greatest. The MLP(s) generally differ by direction and may also be unique to each of the daily operating periods.

Table 4.C.3: Existing Muni Ridership/Capacity Utilization – Weekday PM Peak Hour

Route/ Line	Inbound (towards downtown)				Outbound (away from downtown)			
	Maximum Load Point	**Ridership**	**Capacity**	**Capacity Utilization**	**Maximum Load Point**	**Ridership**	**Capacity**	**Capacity Utilization**
5	McAllister/Gough	233	473	49%	**McAllister/Lyon**	**495**	**473**	**104%**
5R	McAllister/Pierce	225	473	47%	**McAllister/Van Ness**	**413**	**473**	**87%**
6	Steuart/Mission	131	360	36%	Market/Van Ness	216	378	57%
7	Haight/Buena Vista	222	378	58%	--			
7R	--				Haight/Octavia	282	378	74%
7X	--				Fell/Gough	233	420	55%
8X	Geneva/Paris	480	752	63%	--			
9	11th/Howard	180	315	57%	Potrero/16th	215	315	68%
9R	11th/Harrison	175	315	55%	Potrero/24th	225	315	71%
14	Steuart/Mission	233	473	49%	Mission/Precita	285	705	40%
14R	Mission/30th	280	627	44%	Mission/24th	467	627	74%
14X	--				Sixth/Harrison	318	564	56%
19	Seventh/Howard	180	252	71%	Eighth/Mission	168	252	66%
21	Market/Ninth	125	344	36%	Hayes/Van Ness	276	378	73%
27	Fifth/Market	152	252	60%	Harrison/Eighth	116	252	46%
30	Stockton/Washington	615	1,224	50%	Stockton/Sutter	615	1,248	49%
31	Eddy/Laguna	108	252	42%	Turk/Taylor	193	270	71%
45	Stockton/Sacramento	187	302	61%	Stockton/Sutter	260	315	82%
83X	Ninth/Market	35	172	20%	Eighth/Market	33	172	19%
F	Steuart Loop (to Wharf)	377	700	53%	Steuart Loop (from Wharf)	555	700	79%
J	Duboce/Church	209	793	26%	Duboce/Church	539	793	67%
K	Embarcadero/Harrison (from Balboa Park)	585	793	73%	**Van Ness Station**	**782**	**793**	**98%**
L	Van Ness Station	455	1,587	28%	Van Ness Station	1,181	1,587	74%
M	West Portal Station	470	1,587	29%	Van Ness Station	1,032	1,587	65%
N	Duboce/Church	843	2,197	38%	**Duboce/Church**	**1,908**	**2,197**	**86%**
T	**Embarcadero/Harrison (to Bayview)**	**782**	**793**	**98%**	Embarcadero/Harrison (from Bayview)	585	793	73%

*Note*s:
Outbound route directions are away from the downtown, and typically the peak direction in the PM peak. Inbound route direction is toward the downtown and typically the peak direction in the AM peak. Muni lines operating at capacity utilization greater than 85 percent are highlighted in **bold** (capacity utilization rounded to nearest whole number).

Sources: San Francisco Planning Department Memo, Transit Data for Transportation Impact Studies, May 2015; Stantec, June 2016.

As indicated in Table 4.C.3, during the weekday PM peak hour, capacity utilization for all nearby routes/lines is less than Muni's 85 percent capacity utilization standard except Muni 5, 5R, K, and N in the outbound direction (i.e., away from downtown) and Muni T in the inbound direction (i.e., towards downtown).

The availability of Muni service capacity was analyzed in terms of a series of screenlines. The concept of screenlines is used to describe the magnitude of travel to or from the greater downtown area, and to compare estimated transit volumes to available capacities. Screenlines are hypothetical lines that would be crossed by persons traveling between downtown and its vicinity and other parts of San Francisco and the region. Four screenlines have been established in San Francisco to analyze potential impacts of projects on Muni service: northeast, northwest, southwest, and southeast, with sub-corridors within each screenline. The bus routes and light rail lines used in this screenline analysis are considered the major commute routes from the downtown area. Other bus routes, such as "community connector"[13] routes and routes with greater than ten-minute headways, are not included due to their generally lower ridership.

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

The existing transit passenger load, capacity, and capacity utilization at each screenline and corridor during the weekday PM peak hour is presented in Table 4.C.4: Muni Screenlines - Existing Weekday PM Peak Hour Conditions. The capacity utilization calculation in the outbound direction uses weekday PM peak data to align with the peak direction of travel and patronage loads for the Muni system from the downtown area during this period, i.e., outbound away from downtown. As shown in Table 4.C.4, during the weekday PM peak hour the majority of the trips cross the southwest (33 percent) and the northwest (28 percent) screenlines. The remaining trips cross the northeast (15 percent) and southeast (24 percent) screenlines. Overall, all the screenlines and corridors are currently operating below Muni's 85 percent capacity

[13] Community connector routes are lightly used bus routes that circulate through San Francisco's hillside residential neighborhoods to fill in gaps in coverage and connect passengers to the core network.

utilization standard during the weekday PM peak hour, with the exception of the Fulton/Hayes and the Third Street corridors.

Table 4.C.4: Muni Screenlines – Existing Weekday PM Peak Hour Conditions

Screenline/ Corridor	Weekday PM Peak Hour (Outbound) Conditions		
	Hourly Ridership	Hourly Capacity	Capacity Utilization
Northeast			
Kearny/Stockton	2,245	3,327	67.5%
Other	683	1,078	63.4%
Subtotal	*2,928*	*4,405*	*66.5%*
Northwest			
Geary	1,964	2,623	74.9%
California	1,322	1,752	75.5%
Sutter/Clement	425	630	67.5%
Fulton/Hayes	1,184	1,323	**89.5%**
Balboa	625	974	64.2%
Subtotal	*5,520*	*7,302*	*75.8%*
Southeast			
Third	782	793	**98.6%**
Mission	1,407	2,601	54.1%
San Bruno/Bayshore	1,536	2,134	72.0%
Other	1,084	1,675	64.7%
Subtotal	*4,809*	*7,203*	*66.8%*
Southwest			
Subway	4,904	6,164	79.6%
Haight/Noriega	977	1,554	62.9%
Other	555	700	79.3%
Subtotal	*6,436*	*8,418*	*76.5%*
Total	19,693	27,328	72.1%

Note:
A screenline or corridor operating with utilization greater than 85 percent is considered at capacity. Utilization at this threshold or higher is highlighted in **bold**.

Sources: San Francisco Planning Department Memorandum – Transit Data for Transportation Impact Studies, May 2015; Stantec Consulting, June 2016.

Regional

Regional transit operations are evaluated at three regional screenlines (East Bay, North Bay, and South Bay) for the peak direction of travel and patronage loads, which correspond with the evening commute in the outbound direction from downtown San Francisco to the region. Table 4.C.5: Regional Transit Screenlines – Existing Weekday PM Peak Hour Conditions presents existing weekday PM peak ridership and capacity information for each regional screenline. Approximately 38,300 transit riders currently cross the three regional screenlines during the weekday PM peak hour, with about 60 percent crossing the East Bay screenline, 6 percent crossing the North Bay screenline, and 34 percent crossing the South Bay screenline. Except for BART, all of the regional transit operators have a one-hour load factor standard of 100 percent, which would indicate that all seats are full. BART assumes a capacity of 107 passengers per car, which would indicate that all seats are full plus standees. As shown in

Table 4.C.5, during the weekday PM peak hour, all regional transit providers operate at less than their one-hour load factor standards, which indicates that seats are generally available.

Table 4.C.5: Regional Transit Screenlines – Existing Weekday PM Peak Hour Conditions

Screenline/Operator	Weekday PM Peak Hour (Outbound)		
	Hourly Ridership	Hourly Capacity	Capacity Utilization
East Bay			
BART	19,716	22,050	89.4%
AC Transit	2,256	3,926	57.5%
Ferry	805	1,615	49.8%
Subtotal	***22,777***	***27,591***	***82.6%***
North Bay			
GGT buses	1,384	2,817	49.1%
Ferry	968	1,959	49.4%
Subtotal	***2,352***	***4,776***	***49.2%***
South Bay			
BART	10,682	14,910	71.6%
Caltrain	2,377	3,100	76.7%
SamTrans	141	320	44.1%
Subtotal	***13,200***	***18,330***	***72.0%***
Total	***38,329***	***50,697***	***75.6%***

Sources: San Francisco Planning Department Memorandum – Transit Data for Transportation Impact Studies, May 2015; Stantec Consulting, June 2016.

PEDESTRIAN CONDITIONS

The project site is located within an established grid-shaped pedestrian network characterized by the diagonal-running Market Street, which serves as the boundary of two street grids. The Golden Gate Avenue/Taylor Street/Market Street/Sixth Street and the McAllister Street/Jones Street/Market Street are six-legged intersections, which result in greater crossing distances for pedestrians than at four-legged intersections. The McAllister Street/Jones Street/Market Street intersection includes a pedestrian refuge island while the Golden Gate Avenue/Taylor Street/Market Street/Sixth Street includes a raised traffic diversion feature. All other intersections in the project vicinity are standard four-legged intersections. The immediate pedestrian network is comprised of continuous sidewalks and marked crosswalks. Pedestrian countdown signals are provided at all the intersections except for the east leg of the Turk Street/Taylor Street intersection. Americans with Disabilities Act (ADA)-compliant curb ramps are provided at all the intersections except for the Golden Gate Avenue/Taylor Street/Market Street intersection, where the curb ramps are missing at the northeastern and southwestern corners (crossing Taylor Street) and at the southwestern corner (crossing Golden Gate Avenue). Sidewalk widths adjacent to the project site are 10 feet on Golden Gate Avenue and 35 feet on Market Street. The Market Street sidewalk narrows to 26 feet along the project site frontage where a 75-foot-long recessed bay for commercial loading is provided. Sidewalk widths on other streets in the project vicinity range from 10 to 12 feet.

The 10-foot-wide sidewalks on Golden Gate Avenue do not meet the BSP minimum sidewalk width standards for a Downtown Commercial Street (minimum of 12 feet, and recommended width of 15 feet). The 26- to 35-foot-wide sidewalks on Market Street are currently in compliance with the BSP in which the width of Ceremonial (Civic) Street types vary on a case-by-case basis. In the project vicinity Taylor Street has 10-foot-wide sidewalks, Jones Street has 12-foot-wide sidewalks, and Sixth Street has 12-foot-wide sidewalks. The 10-foot-wide sidewalks on Taylor Street do not meet the BSP minimum sidewalk width standards for a Downtown Commercial Street. The 12-foot-wide sidewalks on Jones Street and Sixth Street meet the BSP minimum sidewalk width standards for a Downtown Commercial Street and a Commercial Throughway, respectively, but not the recommended width of 15 feet.

In general, Market Street has higher pedestrian volumes compared to the other streets in the area. This is attributable to the greater concentration of commercial uses, the Muni/BART station entrances at UN Plaza and Hallidie Plaza, and Muni surface transit stops. Because of its wide sidewalks, Market Street accommodates heavier pedestrian volumes than other streets in the area without resulting in pedestrian congestion.

A qualitative evaluation of existing pedestrian conditions in the vicinity of the project site was conducted during a weekday PM peak period field visit on Tuesday June 23, 2015. Field observations indicated that the pedestrian volumes on the Taylor Street, Jones Street, and Golden Gate Avenue sidewalks are generally moderate (i.e., a noticeable amount of people present along sidewalk areas but with no evident overcrowding conditions). As compared with the pedestrian volumes crossing other nearby streets, there are relatively high pedestrian volumes crossing Market Street. This results in more potential conflicts with vehicles at the Market Street intersections than at the other intersections, which do not exhibit pedestrian-vehicle conflicts under existing conditions. However, the potential for pedestrian-vehicle conflicts at the Market Street intersections was not observed to create safety hazards to pedestrians because both pedestrians and motorists appeared aware of the conflict points and observed right-of-way rules, resulting in most motorists yielding to pedestrians.

BICYCLE CONDITIONS

Bicycle facilities consist of bicycle lanes, trails, and paths, as well as bike parking, bike lockers, and showers for cyclists. On-street bicycle facilities include city-designated routes that are part of the San Francisco Bicycle Network. Bikeways are typically classified as Class I, Class II, or Class III facilities.[14] Class I bikeways are bike paths with exclusive right-of-way for use by bicyclists or pedestrians. Class II bikeways are bike lanes striped within the paved areas of roadways and established for the preferential use of bicycles, while Class III bikeways are signed bike routes that allow bicycles to share travel lanes with vehicles.

[14] Bicycle facilities are defined in the California Streets and Highway Code Section 890.4.

Figure 4.C.3: Existing Bicycle Network in Project Vicinity illustrates the bicycle route network in the vicinity of the project site. As described below, there are Class II and Class III bikeways along Market Street (Route 50), McAllister Street (Route 20), Fifth Street (Route 19), Seventh and Eighth streets (Route 23), and Howard and Folsom streets (Route 30):

- **Bicycle Route 50** connects the Downtown area with the southern Sunset District. Route 50 runs on Sloat Boulevard (Class III) from the Great Highway to Junipero Serra Boulevard (Class III), continues east on Portola Boulevard (Class III), passes through Twin Peaks, and traverses Market Street (Class II/III) to terminate at The Embarcadero. In the project vicinity, Route 50 is a shared bicycle lane with sharrows (Class III) east of Eighth Street and a Class II route west of Eighth Street.
- **Bicycle Route 20** connects the Richmond, Fillmore, and Western Addition with Market Street. Route 20 runs east-west on McAllister Street between Market Street and Masonic Avenue as a Class III facility with sharrows. It connects to Golden Gate Avenue via Baker Street (Bicycle Route 51) or Masonic Avenue (Bicycle Route 55) and continues along Golden Gate Avenue, Parker Avenue, Turk Street, Arguello Boulevard, and Cabrillo Street to Ocean Beach as a Class II facility. Between Baker and Market streets Route 20 includes east-west running segments on Fulton and Grove streets that run parallel to McAllister Street and connect to each other at Octavia Street. Route 20 is a Class II facility on Fulton Street between Octavia and Baker streets and a Class III facility on Grove Street between Van Ness Avenue and Octavia Street. The segment of Route 20 on Grove Street east of Van Ness Avenue is a Class II facility. In the project vicinity, Route 20 is on McAllister Street and is a Class III facility with sharrows.
- **Bicycle Route 19** connects China Basin and the Caltrain station with Market Street. It runs north-south on Fifth Street between Market and Townsend streets and is a Class III facility with sharrows.
- **Bicycle Route 23** connects northwestern Potrero Hill with South of Market and Market Street. It runs north-south on the Seventh and Eighth Street couplet with dedicated bicycle lanes (Class II). The northbound segment along Seventh Street terminates at Market Street where it connects with other bicycle routes. South of Brannan Street Seventh Street becomes a two-way roadway with a southbound segment of Route 23 (Class II) starting at Townsend Street. South of the 16th Street/Seventh Street/Mississippi Street intersection Route 23 continues on Mississippi Street (Class II) and Mariposa Street (Class III) and terminates at Illinois Street where it connects with other bicycle routes. The southbound segment along Eighth Street terminates at the Designer Showplace Square roundabout where it connects with other bicycle routes. In the project vicinity, Route 23 is a Class II facility with dedicated bicycle lanes at the roadway edge.
- **Bicycle Route 30** is made up of a mix of Class I, II, and III facilities that connects Downtown San Francisco with Golden Gate Park. It runs the length of Golden Gate Park and the Panhandle and through the Lower Haight, the Duboce Triangle, and Hayes Valley area via the Wiggle before connecting to the Class II facility on Market Street (Route 50). Route 30 runs east-west through the SoMa on the Folsom/Howard couplet with dedicated bicycle lanes (Class II) between The Embarcadero and 11th Street.

SOURCE: Stantec Consulting, 2016

PROJECT SITE
BICYCLE LANE
BICYCLE ROUTE
BICYCLE LANE/ROUTE NUMBER

1028 MARKET STREET
2014.0241E

FIGURE 4.C.3: EXISTING BICYCLE NETWORK IN PROJECT VICINITY

There are five Class 2 bicycle racks on the sidewalk along the north side of Market Street, three Class 2 bicycle racks at the corner of Golden Gate Avenue and Market Street adjacent to 1000 Market Street building, and none along the Golden Gate Avenue sidewalk. There is a Bay Area Bike Share station on the south side Market Street between Sixth and Seventh streets about 300 feet from the project site (accommodating about 23 bicycles). Additionally, there are two other Bay Area Bike Share stations within a ¼-mile radius of the project site: to the east on the north side of Market Street between Cyril Magnin and Mason streets (accommodating about 19 bicycles) and to the west on the south side of Market Street between Seventh and Eighth streets (accommodating about 30 bicycles).

In September 2014, the SFMTA counted 1,495 bicyclists on Market Street at Fifth Street during the two-hour period between 4:30 and 6:30 PM.[15] Based on a comparison of previous years, there has been an 32 percent increase in the number of bicyclists on Market Street between 2011 and 2014; and between 2013 and 2014 there was an 18 percent increase.

During a weekday PM peak period field visit on Tuesday June 23, 2015, field observations indicated that bicycle volumes in the project vicinity are moderate to high, with high bicycle volumes along Market Street and moderate bicycle volumes along other streets in the study area. Some conflicts were observed between the bicyclists going through the Market Street study intersections and the vehicles making right-turns from Market Street, especially at the intersection of Market and Sixth streets, where conflicts were observed between the eastbound through bicyclists and the eastbound right-turn vehicles due to restrictions on the eastbound through movement for regular vehicles. Conflicts were also observed between the westbound bicyclists and the westbound buses on Market Street, near the bus stops at the right-hand side of the shared lane. However, overall bicycle conditions in the project vicinity were acceptable.

LOADING CONDITIONS

There are no designated on-street passenger or commercial loading spaces on the south side of Golden Gate Avenue adjacent to the project site; however, there is a 75-foot-long recessed loading bay on Market Street along the project site frontage. This recessed loading bay is limited to commercial vehicles and has a 30-minute time limit. On the north side of Golden Gate Avenue at the northwestern corner of the Golden Gate Avenue/Taylor Street/Market Street intersection adjacent to the Golden Gate Theatre, there is an approximately 100-foot-long white passenger loading zone. There is an approximately 50-foot-long white passenger loading zone on the west side of Taylor Street between Golden Gate Avenue and Turk Street adjacent to the Golden Gate Theatre, and an approximately 25-foot-long white passenger loading zone on the east side of Jones Street between Market Street and Golden Gate Avenue. On the north side of Golden Gate

[15] SFMTA, Annual Bicycle Count Survey 2014, Attachment C, Bicycle Count Data-Northeast Quadrant, May 2015. Available online at https://www.sfmta.com/about-sfmta/reports/city-san-francisco-2014-bicycle-count-report. Accessed March 25, 2016.

Avenue there are three yellow-metered loading spaces between Taylor and Jones streets and five yellow metered loading spaces on the west side of Taylor Street between Golden Gate Avenue and Turk Street. The three yellow-metered commercial loading spaces on Golden Gate Avenue are subject to a 30-minute limit on weekdays.

Existing passenger and commercial loading conditions in the project vicinity were qualitatively assessed during the day on June 23, 2015. During field observations, passenger and freight loading activities occurred in the immediate project vicinity; however, these activities did not noticeably affect the ability of passenger vehicles to load and unload passengers or commercial vehicles to load and unload freight.

EMERGENCY VEHICLE ACCESS

The project site has frontages on two streets, Market Street and Golden Gate Avenue, and emergency vehicle access to the project site is provided from Golden Gate Avenue, which has three eastbound travel lanes, and Market Street, which has two travel lanes in each direction with the two center lanes restricted to surface transit, taxis, and emergency vehicles. The nearest San Francisco Fire Department stations are Fire Station 1 at 935 Folsom Street, approximately 0.9 miles southeast of the project site; Fire Station 3, approximately one mile northwest of the project site at 1067 Post Street; and Fire Station 36, approximately 1.1 miles southwest of the project site at 109 Oak Street.

PARKING CONDITIONS

The existing parking conditions were examined within a parking study area generally bounded by Eddy Street, Cyril Magnin/Fifth Street, Mission Street, and Seventh Street/Charles J. Brenham Place/Leavenworth Street (see Figure 4.C.1 on p. 4.C.2). Existing on-street and off-street parking supply and occupancy conditions were surveyed during the midday period (1:30 PM to 3:00 PM) and evening period (7:00 PM to 9:00 PM). The parking supply survey was conducted on Friday, June 26, 2015 and the parking occupancy conditions survey was conducted on Tuesday, June 30, 2015.

On-Street Parking Conditions

The project site frontage on Golden Gate Avenue is 98 feet long, and there are currently five metered standard parking spaces along the project site frontage (two-hour limit on weekdays between 9 AM and 6 PM and on Saturday between 7 AM and 6 PM). Overall, on the south side of Golden Gate Avenue between Jones and Taylor/Market streets, there are 15 metered standard parking spaces, a 12-foot red zone for a fire hydrant, and a 33-foot-wide curb cut and driveway into the adjacent surface parking lot to the west. The project site frontage on Market Street is 154 feet long. On-street parking is not permitted on Market Street; however, on the north side of

Market Street along the project site frontage there is a 75-foot-long recessed bay that is currently available for commercial loading.

Table 4.C.6: Existing On-Street Parking Supply and Occupancy - Weekday Midday and Evening Conditions presents a summary of the on-street parking supply within the parking study area, and the weekday midday and evening occupancy based on surveys conducted in June 2015. There are about 657 on-street parking spaces within the study area. Overall, during the weekday midday period the on-street parking spaces were about 74 percent occupied (with 172 available spaces) and during the evening period the on-street parking spaces were about 68 percent occupied (with 211 available spaces).

Table 4.C.6: Existing On-Street Parking Supply and Occupancy - Weekday Midday and Evening Conditions

Roadways	Supply [a]	Occupancy [b]	
		Midday	Evening
North/South Roadways			
Leavenworth Street – Eddy to McAllister streets	62	89%	73%
Charles J. Brenham Place – Market to McAllister streets	-	-	-
Seventh Street – Mission to Market streets	11	36%	0%
Jones Street – McAllister to Eddy streets	58	83%	53%
Taylor Street – Golden Gate Avenue to Eddy Street	34	59%	91%
Sixth Street – Market to Mission streets	31	74%	74%
Mason Street – Turk to Eddy streets	19	63%	100%
Cyril Magnin Street – Market to Eddy streets	-	-	-
Fifth Street – Market to Mission streets	19	37%	26%
Mint Street – Mission to Jessie streets	21	71%	57%
East/West Roadways			
Eddy Street – Cyril Magnin to Leavenworth streets	91	87%	69%
Turk Street – Mason to Leavenworth streets	50	82%	90%
Golden Gate Avenue –Taylor to Leavenworth streets	66	68%	44%
McAllister Street – Jones to Leavenworth streets	10	60%	70%
Market Street – Fifth to Seventh streets	25	20%	52%
Stevenson Street – Fifth to Seventh streets	50	62%	66%
Jessie Street – Mint Street to dead end near Seventh Street	23	87%	65%
Mission Street – Fifth to Seventh streets	87	85%	86%
Total	***657***	***74%***	***68%***

Notes:
[a] Counts include both sides of street.
[b] Midday period is between 1:30 and 3 PM and evening period is between 7 and 9 PM.
Source: Stantec Consulting, June 2016.

Off-Street Parking Conditions

Table 4.C.7: Off-Street Parking Supply and Utilization – Weekday Midday and Evening Conditions presents the 15 off-street parking facilities within the study area. Overall, there are about 1,352 off-street parking spaces within these facilities, with an average occupancy of about

87 percent during the weekday midday (with 175 available spaces), and about 42 percent during the weekday evening period (with 744 available spaces).

Table 4.C.7: Off-Street Parking Supply and Utilization – Weekday Midday and Evening Conditions

Facility	Daytime Parking Supply	Midday Peak (1:30 – 3:00 PM)		Evening Peak (7:00 – 9:00 PM)	
		Occupied Spaces	Percent Occupied	Occupied Spaces	Percent Occupied
67 Turk Street - Turquoise Parking	88	86	98%	47	53%
25 Mason Street - Hotel Metropolis	72	59	82%	56	78%
155 Eddy Street - Major Parking	50	47	94%	8	16%
265 Eddy Street - Rock Star Parking	80	80	100%	54	68%
168 Turk Street - AY Parking	20	15	75%	6	30%
150 Turk Street - Palos Parking	28	28	100%	17	61%
199 Turk Street - California Parking	19	10	53%	5	26%
175 Turk Street - Turk Auto Parks	186	81	44%	65	35%
64 Golden Gate Avenue - Turquoise Parking	150	144	96%	31	21%
99 Golden Gate Avenue - AM West Parking	140	116	83%	75	54%
486 Jessie Street - Towne Parking	135	135	100%	67	50%
1014 Mission Street - AY Parking [a]	25	23	92%	Closed	-
1036 Mission Street - Towne Parking	70	70	100%	27	39%
1064 Mission Street - Liberty Park	246	246	100%	82	33%
145 Leavenworth Street [a]	43	37	86%	Closed	-
Study Area Total	***1,352***	***1,177***	***87%***	***540***	***42%***

Note:
[a] Parking supply is reduced in the evening.
Source: Stantec Consulting, June 2016.

REGULATORY FRAMEWORK

TRANSIT FIRST POLICY

In 1998, the San Francisco voters amended the City Charter (Charter Article 8A, Section 8A.115) to include a Transit First Policy, which was first articulated as a City priority policy by the Board of Supervisors in 1973. The Transit First Policy is a set of principles that underscore the City's commitment to give priority to travel by transit, bicycle, and foot over the private automobile. These principles are embodied in the policies and objectives of the Transportation Element of the General Plan. All City boards, commissions, and departments are required, by law, to implement transit-first principles in conducting City affairs.

SAN FRANCISCO GENERAL PLAN

The Transportation Element of the *General Plan* is composed of objectives and policies that relate to the eight aspects of the citywide transportation system: General Regional Transportation, Congestion Management, Vehicle Circulation, Transit, Pedestrian, Bicycles, Citywide Parking, and Goods Management. The Transportation Element references San Francisco's Transit First Policy in its introduction, and contains objectives and policies that are directly pertinent to consideration of the proposed project, including objectives related to locating development near transit facilities, encouraging transit use, and ensuring traffic signals are timed and phased to emphasize transit, pedestrian, and bicycle traffic as part of a balanced multimodal transportation system. The *General Plan* also emphasizes alternative transportation through the positioning of building entrances, making improvements to the pedestrian environment, and providing safe bicycle parking facilities.

SAN FRANCISCO BICYCLE PLAN

The *San Francisco Bicycle Plan* (Bicycle Plan) was adopted in August 2009. The Bicycle Plan describes a City program to provide the safe and attractive environment needed to promote bicycling as a transportation mode. It identifies the citywide bicycle route network and establishes the level of treatment (i.e., Class I, Class II or Class III facility) on each route. The 2009 Bicycle Plan also identified near-term improvements (i.e., improvements to be implemented within five years of its adoption), long-term improvements, and minor improvements that would be implemented to facilitate bicycling in San Francisco as well as policy goals, objectives and actions to support these improvements.

SAN FRANCISCO BETTER STREETS PLAN

The City's Better Streets Policy (Administrative Code Section 98.1), adopted in 2006, states that streets are for all types of transportation, particularly walking and transit, and requires City agencies to coordinate the planning, design and use of public rights-of-way to carry out the vision for streets contained in the policy. To facilitate this, the City developed the *San Francisco Better Streets Plan* (BSP), which was adopted in December 2010 and took effect on January 16, 2011. The BSP creates a unified set of standards, guidelines, and implementation strategies to govern how the City designs, builds, and maintains its pedestrian environment. A key goal of this plan is to prioritize the needs of walking, bicycling, transit use, and the use of streets as public spaces for social interaction and community life, following the *General Plan*, Transit First Policy, and Better Streets Policy. The BSP focuses on creating a positive pedestrian environment through measures such as careful streetscape design and traffic calming measures to increase pedestrian safety. The BSP includes guidelines for the pedestrian environment, which it defines as the areas of the street where people walk, sit, shop, play, or interact. Generally speaking, the guidelines are

for design of sidewalks and crosswalks; however, in some cases, the BSP includes guidelines for certain areas of the roadway, particularly at intersections.

IMPACTS AND MITIGATION MEASURES

SIGNIFICANCE THRESHOLDS

The significance criteria listed below are organized by mode to facilitate the transportation impact analysis; however, the transportation significance thresholds are essentially the same as the ones in the environmental checklist (Appendix G of the State *CEQA Guidelines*). For the purpose of this analysis, the following applicable thresholds were used to determine whether implementing the proposed project would result in a significant impact on transportation and circulation:

- **Traffic**
  - The project would have a significant adverse impact if it would cause major traffic hazards.
  - The project would have a significant effect on the environment if it would cause substantial additional VMT.
  - The project would have a significant effect on the environment if it would substantially induce additional automobile travel by increasing physical roadway capacity in congested areas (i.e., by adding new mixed-flow travel lanes) or by adding new roadways to the network.
- **Transit** – A project would have a significant effect on the environment if it would cause a substantial increase in transit demand that could not be accommodated by adjacent transit capacity, resulting in unacceptable levels of transit service; or cause a substantial increase in delays or operating costs such that significant adverse impacts in transit service levels could result. With the Muni and regional transit screenlines analyses, the project would have a significant effect on the transit provider if project-related transit trips would cause the capacity utilization standard to be exceeded during the peak hour.
- **Pedestrians** – A project would have a significant effect on the environment if it would result in substantial overcrowding on public sidewalks, create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility to the site and adjoining areas.
- **Bicycles** – A project would have a significant effect on the environment if it would create potentially hazardous conditions for bicyclists or otherwise substantially interfere with bicycle accessibility to the site and adjoining areas.
- **Loading** – A project would have a significant effect on the environment if it would result in a loading demand during the peak hour of loading activities that could not be accommodated within proposed on-site loading facilities or within convenient on-street loading zones, and if it would create potentially hazardous traffic conditions or significant delays affecting traffic, transit, bicycles or pedestrians.
- **Emergency Vehicle Access** – A project would have a significant effect on the environment if it would result in inadequate emergency access.

- **Construction** – A project's construction-related impacts generally would not be considered significant due to their temporary and limited duration.

The project site is not located within an area covered by an airport land use plan or within two miles of a public airport or public use airport; nor is it within the vicinity of a private airstrip. Therefore, implementation of the proposed project would not result in a change in air traffic patterns, including either an increase in traffic levels, obstructions to flight, or a change in location, that results in substantial safety risks. These issues are not addressed further in this EIR.

PROJECT FEATURES

The proposed project would require demolition of the existing building on the project site. In place of the existing building, the project sponsor would construct a 178,308-gsf, 13-story (plus one basement level) mixed-use building containing residential and retail/restaurant uses. The proposed building would have 148,119 gsf of residential uses, with up to 186 residential units made up of 70 studios, 26 junior one-bedroom units, 21 one-bedroom units, 57 two-bedroom units, and 12 three-bedroom units. There would be 9,657 gsf of ground-floor retail/restaurant space along Golden Gate Avenue and Market Street as well as 4,976 gsf of ground floor space for the residential lobby, bicycle parking, back of house functions, and circulation space. At the below-grade basement level there would be 15,556 gsf of space for parking, bicycle storage, building storage, mechanical, and circulation. The proposed project would widen the Golden Gate Avenue sidewalk along its project frontage from 10 feet to 16 feet in order to enhance pedestrian safety and comfort, to be consistent with adjacent development to the west, and to be consistent with the BSP.

The proposed project would provide 39 vehicle parking spaces for residents (including two ADA-accessible spaces), one car-share space, and two service vehicle loading spaces, for a total of 40 parking spaces and two service vehicle loading spaces within one below-grade basement level (see Figure 2.13 on p. 2.21). Vehicular access to the parking garage would be provided via a 12-foot-wide curb cut and parking garage driveway located on the south side of Golden Gate Avenue at the east end of the project site, approximately 153 feet west of the Golden Gate Avenue/Taylor Street/Market Street intersection. The one-way, 12-foot-wide parking garage driveway would have traffic access monitoring signals at the top and bottom of the driveway. All the parking spaces except the ADA-accessible and car-share spaces would be provided in mechanical stacker units. The ADA-accessible and car-share parking spaces and the two service vehicle loading spaces would be separate from the mechanical stacker parking system. No off-street parking is proposed for the 9,657 gsf of ground-floor retail/restaurant uses.

The proposed project would provide 123 Class 1 and 22 Class 2 bicycle parking spaces of which 122 Class 1 bicycle parking spaces associated with the residential use would be located in secured rooms on the ground floor (10) and basement (102).[16] Residents would access these spaces via the residential entrances along Market Street and Golden Gate Avenue. One Class 1 bicycle parking space for the retail/restaurant uses would be located near the Golden Gate Avenue entrance. Twenty-two Class 2 bicycle parking spaces are proposed, subject to SFMTA approval, on the Golden Gate Avenue (12) and Market Street sidewalks (10) near the proposed residential and retail entrances (see Figure 2.4 on p. 2.11).

The proposed project would not include the off-street freight loading space required under Planning Code Section 152.1. Instead, the project sponsor would substitute two on-site service vehicle loading spaces for the required off-street loading space, as allowed under Planning Code Section 153(a)(6), and seek an exception through the Section 309 process. In addition, the project sponsor would request that an existing on-street metered parking space on Golden Gate Avenue to the east of the proposed curb cut and driveway into the below-grade parking garage be designated as a metered commercial loading space, subject to approval of the SFMTA. The proposed change would need to be approved at a public hearing by the SFMTA Board of Directors.

Trash, recycling, and compost would be stored on-site in a dedicated room on the ground floor and would be accessed via a service corridor from Golden Gate Avenue.

APPROACH TO ANALYSIS

This section presents the methodology for analyzing transportation impacts and information considered in developing travel demand for the proposed project. The impacts of the proposed project on the surrounding roadways were analyzed using the guidelines set forth in the *SF Guidelines 2002* and Planning Commission Resolution 19579 and supporting materials. These combined materials provide direction for analyzing transportation conditions and identifying the transportation impacts of a proposed project in San Francisco.

The analysis of the proposed project was conducted for existing and 2040 cumulative conditions. "Existing plus Project" conditions assess the near-term impacts of the proposed project, while "2040 Cumulative plus Project" conditions assess the long-term impacts of the proposed project in combination with other reasonably foreseeable development.

[16] A Class 1 bicycle space protects the entire bicycle from theft or weather; examples include lockers or monitored parking. A Class 2 bicycle space is located in a publicly accessible, highly visible location intended for transient or short-term use by visitors, guests, and patrons to the building or use.

Senate Bill 743 and Public Resources Code Section 21099

As discussed in Section 4.A, Introduction, pp. 4.A.1-4.A3, Senate Bill 743 amended CEQA by adding Public Resources Code Section 21099 regarding the analysis of parking impacts for certain urban infill projects in transit priority areas.[17] Public Resources Code Section 21099(d), effective January 1, 2014, provides that "… parking impacts of a residential, mixed-use residential, or employment center project on an infill site located within a transit priority area shall not be considered significant impacts on the environment." Accordingly, parking is no longer to be considered in determining if a project has the potential to result in significant environmental effects for projects that meet all three criteria established in the statute. The proposed project meets all of the criteria, and thus the transportation impact analysis does not consider the adequacy of parking in determining the significance of project impacts under CEQA. However, the Planning Department acknowledges that parking conditions may be of interest to the public and the decision-makers. Therefore, this EIR presents a parking demand analysis for informational purposes and considers any secondary physical impacts associated with constrained supply (e.g., queuing by drivers waiting for scarce on-site parking spaces that affects the public right-of-way) as applicable in the following transportation impact analysis.

Impacts Analysis Methodology

Vehicle Miles Traveled Analysis

Land use projects and plans may cause substantial additional VMT. The following identifies thresholds of significance and screening criteria used to determine if a land use project would result in significant impacts under the VMT metric.

For residential projects, a project would generate substantial additional VMT if it exceeds the regional household VMT per capita minus 15 percent.[18] As documented in the *Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA* ("proposed transportation impact guidelines"), a 15 percent threshold below existing development is "both

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

[18] OPR's proposed transportation impact guidelines state that a project would cause substantial additional VMT if it exceeds both the existing City household VMT per capita minus 15 percent and existing regional household VMT per capita minus 15 percent. In San Francisco, the City's average VMT per capita is lower (8.4) than the regional average (17.2). Therefore, the City average is irrelevant for the purposes of the analysis.

reasonably ambitious and generally achievable."[19] For retail projects, the Planning Department uses a VMT efficiency metric approach. For retail projects, a project would generate substantial additional VMT if it exceeds the regional VMT per retail employee minus 15 percent. This approach is consistent with CEQA Section 21099 and the thresholds of significance for other land uses recommended in OPR's proposed transportation impact guidelines. For mixed-use projects, each proposed land use is evaluated independently, per the significance criteria described above.

OPR's proposed transportation impact guidelines provides screening criteria to identify types, characteristics, or locations of land use projects that would not exceed these VMT thresholds of significance. OPR recommends that if a project or land use proposed as part of the project meets either of the screening criteria below, then VMT impacts are presumed to be less than significant for that land use and a detailed VMT analysis is not required. These screening criteria and how they are applied in San Francisco are described below:

- Map-Based Screening for Residential, Office, and Retail Projects. OPR recommends mapping areas that exhibit where VMT is less than the applicable threshold for that land use. Accordingly, the Transportation Authority has developed maps depicting existing VMT levels in San Francisco for residential, office, and retail land uses based on the SF-CHAMP 2012 base-year model run. The Planning Department uses these maps and associated data to determine whether a proposed project is located in an area of the City that is below the VMT threshold.
- Proximity to Transit Stations. OPR recommends that residential, retail, and office projects, as well projects that are a mix of these uses, proposed within a ½ mile of an existing major transit stop (as defined by CEQA Section 21064.3) or an existing stop along a high quality transit corridor (as defined by CEQA 21155) would not result in a substantial increase in VMT. However, this presumption would not apply if the project would: (1) have a floor area ratio of less than 0.75; (2) include more parking for use by residents, customers, or employees of the project than required or allowed, without a conditional use; or (3) is inconsistent with the applicable Sustainable Communities Strategy.[20]

Induced Automobile Travel Analysis

Transportation projects may substantially induce additional automobile travel. The following identifies thresholds of significance and screening criteria used to determine if transportation projects would result in significant impacts by inducing substantial additional automobile travel.

Pursuant to OPR's proposed transportation impact guidelines, a transportation project would substantially induce automobile travel if it would generate more than 2,075,220 VMT per year. This threshold is based on the fair share VMT allocated to transportation projects required to

[19] Governor's Office of Planning and Research, *Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA*, January 20, 2016, p. III.20. This document is available online at: https://www.opr.ca.gov/s_sb743.php. Accessed March 25, 2016.

[20] A project is considered to be inconsistent with the Sustainable Communities Strategy if development is located outside of areas contemplated for development in the Sustainable Communities Strategy.

achieve California's long-term greenhouse gas emissions reduction goal of 40 percent below 1990 levels by 2030.

OPR's proposed transportation impact guidelines includes a list of transportation project types that would not likely lead to a substantial or measureable increase in VMT. If a project fits within the general types of projects (including combinations of types) described below, then it is presumed that VMT impacts would be less than significant and a detailed VMT analysis is not required. Accordingly, the proposed project would not result in a substantial increase in VMT because it would include the following components and features:

- Active Transportation, Rightsizing (aka Road Diet), and Transit Projects:
  - Infrastructure projects, including safety and accessibility improvements, for people walking or bicycling
- Other Minor Transportation Projects:
  - Removal of off-street or on-street parking spaces
  - Adoption, removal, or modification of on-street parking or loading restrictions (including meters, time limits, accessible spaces, and preferential/reserved parking permit programs)

Transit Analysis

The impact of additional weekday PM peak hour transit ridership generated by the proposed project on local and regional transit providers was assessed by comparing the projected ridership to the available transit capacity, using the screenline analysis used to describe existing conditions (see pp. 4.C.15-4.C.19 under "Environmental Setting").

Pedestrian Analysis

As with the existing conditions discussed on pp. 4.C.19-4.C.20 under "Environmental Setting," the effect of the proposed project on pedestrian safety/hazards issues (i.e., potential conflicts with traffic, transit, and bicyclists) and on the pedestrian network (i.e., the adjacent sidewalks) was evaluated qualitatively.

Bicycle Analysis

As with the existing conditions discussed on pp. 4.C.20-4.C.23 under "Environmental Setting," the effect of the proposed project on bicycle conditions in the project vicinity, including bicycle routes, safety and right-of-way issues, and conflicts with traffic, was assessed qualitatively.

Loading Analysis

Loading was analyzed by comparing the on-site below-grade service vehicle loading spaces and the one on-street loading space that would be provided on Golden Gate Avenue to Planning Code requirements and projected loading demand.

Emergency Vehicle Access Analysis

Potential changes to emergency vehicle access were assessed qualitatively.

Construction Analysis

The construction impact evaluation addresses the staging and duration of construction activity, estimated daily truck and worker volumes, and temporary street lane and/or sidewalk closures.

Parking Assessment

As discussed in Section 4.A, Introduction, pp. 4.A.1-4.A.2, the EIR does not consider the adequacy of the parking supply in determining the significance of impacts of the proposed project. Because parking conditions are of interest to the public and decision-makers, a parking demand analysis is presented for informational purposes. The parking assessment was conducted by comparing the proposed parking supply to both the amount allowed under the Planning Code and to the projected demand that would be generated by the proposed project.

Proposed Project Travel Demand

Project travel demand refers to the new vehicle, transit, pedestrian, and bicycle traffic that would be generated by the proposed project. Parking and freight loading demand for the proposed project are also analyzed. The travel demand, parking demand, and freight/service vehicle loading demand estimates were based on information contained in the *SF Guidelines 2002*.

The travel demand reflects the demand associated with the number and mix of new residential units and the gross square footage of the proposed restaurant uses. The travel demand associated with temporary use of the ground floor fronting Market Street as a food hall was not considered in the transportation analysis to determine net-new demand.

Trip Generation

The daily and PM peak hour person-trip generation for the proposed project accounts for residents, employees, and visitors. The person-trip generation rates from the *SF Guidelines 2002* were applied to the residential units (with different rates for the new studio/one-bedroom units and two-or-more-bedroom units) and the restaurant use in the proposed project.

Table 4.C.8: Number of Person-Trips Generated by Land Use presents the weekday daily and PM peak hour person-trips generated by the proposed uses. The proposed project would generate about 7,362 daily person-trips and 1,054 person-trips during the weekday PM peak hour (557 inbound and 497 outbound).

Table 4.C.8: Number of Person-Trips Generated by Land Use

Land Use	Size	Person Trip Generation Rates	Person-Trips			
			Daily	PM Peak Hour		
				Total	In	Out
Residential						
Studio/one Bedroom	117 units	7.5 per unit	878	152	101	51
Two/Two+ Bedrooms	69 units	10.0 per unit	690	120	80	40
		Subtotal	1,568	272	181	91
Retail/Restaurant [a]						
	9,675 gsf	600 per 1,000 gsf	5,794	782	376	406
		Total	**7,362**	**1,054**	**557**	**497**

Note:
[a] The trip generation rate from the *SF Guidelines 2002* used in the analysis is the Composite Restaurant Rate.
Sources: *SF Guidelines 2002*; Stantec Consulting, June 2016.

Mode Split

Table 4.C.9: Trip Generation by Mode – Weekday PM Peak Hour presents the weekday PM peak hour trip generation by mode for the proposed project. The project-generated person-trips were allocated among different travel modes in order to determine the number of auto, transit, walk, and other trips going to and from the project site. The "Other" category includes bicycle, motorcycle, taxi, and additional modes. During the weekday PM peak hour, the proposed project would generate about 267 auto, 279 transit, 412 walk, and 96 other person-trips. During the weekday PM peak hour, the proposed project would generate about 166 vehicle trips, of which 85 vehicle trips would be inbound to the project site and 81 vehicle trips would be outbound from the project site.

Table 4.C.9: Trip Generation by Mode - Weekday PM Peak Hour

Land Use	Person-Trips					Vehicle Trips
	Auto	Transit	Walk	Other [a]	Total	
Weekday PM Peak Hour						
Residential	44	146	76	6	272	38
Retail/Restaurant	223	133	336	90	782	128
Total	***267***	***279***	***412***	***96***	***1,054***	***166***

Note:
[a] "Other" mode includes bicycles, motorcycles, and taxis.
Sources: *SF Guidelines 2002*; Stantec Consulting, June 2016.

Trip Distribution/Assignment

The distribution of trips for the proposed land uses was obtained from census data for Census Tract 125.01 for the residential land use and the *SF Guidelines 2002* for the retail/restaurant uses. Trip distribution is based on the origin/destination of the trips, and is separated into the four quadrants of San Francisco (Superdistricts 1 through 4), the East Bay, the North Bay, the South Bay, and Out of Region. As shown in Table 4.C.10: Trip Distribution Patterns by Land Use, the majority of the trips generated by the proposed project uses would be within San Francisco. These patterns were used as the basis for assigning project-generated vehicle trips to the local streets in the study area and transit trips to the north/south and east/west transit corridors.

Table 4.C.10: Trip Distribution Patterns by Land Use

Origin/ Destination	Restaurant/Retail		Residential
	Work	Non-Work	Non-Work/Work
San Francisco			
Superdistrict 1	14.1%	8.0%	84.8%
Superdistrict 2	15.7%	8.0%	5.1%
Superdistrict 3	19.9%	12.0%	5.1%
Superdistrict 4	12.0%	4.0%	5.1%
East Bay	22.7%	15.0%	0%
North Bay	2.9%	10.0%	0%
South Bay	11.1%	5.0%	0%
Out of Region	1.6%	38.0%	0%
Total	**100%**	**100%**	**100%**

Sources: *SF Guidelines 2002*; 2009-2013 American Community Survey Census Data; Stantec Consulting, June 2016.

Loading Demand

As shown in Table 4.C.11: Freight Delivery and Service Vehicle Demand by Land Use, the proposed project would generate 40 delivery/service vehicle trips per day. These daily truck trips correspond to a demand for 1.82 loading spaces during the average hour of loading activities and a demand for 2.27 loading spaces for the peak loading hour. It is anticipated that most of the delivery/service vehicles that would be generated by the proposed project would consist of relatively small trucks with two axles (e.g., small courier trucks, mail trucks, and step vans which are typically less than 30 feet in length) and vans for the retail/restaurant use deliveries, and parcel service deliveries (FedEx, UPS, etc.) for both proposed land uses, as well as large and small moving vans for occasional residential move-in and move-out activities.

Table 4.C.11: Freight Delivery and Service Vehicle Demand by Land Use

Land Use	Daily Truck Trip Generation	Peak Hour Loading Spaces	Average Hour Loading Spaces
Residential	4.44	0.26	0.21
Retail/Restaurant	34.77	2.01	1.61
Total	**39.21**	**2.27**	**1.82**

Sources: *SF Guidelines 2002*; Stantec Consulting, 2016.

Parking Demand

Parking demand consists of both long-term demand (typically residents and employees) and short-term demand (typically visitors). The parking demand calculations are based on the methodology for calculating parking demand presented in the *SF Guidelines 2002*. For the proposed residential units, the long-term parking demand is based on the number and size of the units, with a rate of 1.1 parking spaces per unit for studios and one-bedroom units and 1.5 parking spaces per unit for two-bedroom and larger units. For the retail/restaurant use, the long-term parking demand is based on the number of employees and their estimated travel modes, and the short-term parking demand is based on the total estimated daily patron/visitor vehicle trips and a turnover rate of approximately 5.5 vehicles per parking space. Table 4.C.12: Parking Demand by Land Use presents the estimated parking demand for the proposed project. The proposed project is expected to generate a total parking demand of 321 spaces, including long-term demand for 240 spaces (233 for the residential uses and 7 for the retail/restaurant uses) and short-term demand for 81 spaces for the retail/restaurant uses.

Table 4.C.12: Parking Demand by Land Use

Land Use	Long-Term Parking Spaces	Short-Term Parking Spaces	Total
Residential	233	0	233
Restaurant/Retail	7	81	88
Total	***240***	***81***	***321***

Sources: *SF Guidelines 2002*, Stantec Consulting, June 2016.

PROJECT-LEVEL IMPACT EVALUATION

This section presents the assessment of transportation impacts due to the travel demand generated by the proposed project. The impacts are grouped into seven areas: VMT, transit, pedestrian, bicycle, loading, emergency vehicle access, and construction. The parking demand analysis is presented for informational purposes and considers any secondary physical impacts associated with constrained supply (e.g., queuing by drivers waiting for scarce on-site parking spaces that affects the public right-of-way) as applicable.

VMT Impacts

Impact TR-1: The proposed project would not cause substantial additional VMT nor substantially induce automobile travel. (*Less than Significant*)

VMT Analysis – Residential

As mentioned above, existing average daily VMT per capita for residential uses is 2.0 for the TAZ the project site is located in, TAZ 296. This is 88.4 percent below the existing regional average daily VMT per capita for residential uses of 17.2. Given that the project site is located within an area of the City where the existing VMT is more than 15 percent below the regional VMT thresholds, the proposed residential land use would not result in substantial additional VMT, and impacts would be less-than-significant. Furthermore, the project site meets the Proximity to Transit Stations screening criterion, which also indicates the proposed project's residential uses would not cause substantial additional VMT.[21]

VMT Analysis – Retail/Restaurant

As mentioned above, existing average work-related VMT per retail employee is 7.8 for the TAZ the project site is located in, TAZ 296. This is 47.7 percent below the existing regional average daily work-related VMT per retail employee of 14.9. Given that the project site is located within an area of the City where the existing average work-related VMT is more than 15 percent below the regional VMT thresholds, the proposed retail/restaurant uses would not result in substantial additional VMT and impacts would be less-than-significant. Furthermore, the project site meets the Proximity to Transit Stations screening criterion, which also indicates the proposed project's retail/restaurant uses would not cause substantial additional VMT.[22]

Induced Automobile Travel Analysis

The proposed project is not a transportation project. However, the proposed project would include features that would alter the transportation network. These features are sidewalk widening, on-street loading zones, and curb cuts. These features fit within the general types of projects identified above that would not substantially induce automobile travel.[23] Therefore, impacts would be less than significant.

[21] San Francisco Planning Department, *Eligibility Checklist: CEQA Section 21099 – Modernization of Transportation Analysis* for 1028 Market Street, April 4, 2016. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400 as part of Case File No. 2014.0241E.

[22] Ibid.

[23] Ibid.

Conclusion

While the VMT impacts of the proposed project would be less than significant, Improvement Measure I-TR-1a: Implement Transportation Demand Management Measures and Improvement Measure I-TR-1b: Additional TDM Measures[24] are identified to further reduce the proposed project's VMT. Implementation of these measures would help shift travel mode from single occupant vehicles to more sustainable modes such as transit, walking, and bicycling. The Planning Commission may consider adopting these improvement measures as conditions of project approval.

Improvement Measure I-TR-1a: Implement Transportation Demand Management Measures[25]

Identify TDM Coordinator: The project sponsor would identify a TDM coordinator for the project site. The TDM Coordinator is responsible for the implementation and ongoing operation of all other TDM measures included in the proposed project. The TDM Coordinator may be a brokered service through an existing transportation management association (e.g., the Transportation Management Association of San Francisco, TMASF), or the TDM Coordinator may be an existing staff member (e.g., property manager); the TDM Coordinator does not have to work full-time at the project site. However, the TDM Coordinator would be the single point of contact for all transportation-related questions from building occupants and City staff. The TDM Coordinator would provide TDM training to other building staff about the transportation amenities and options available at the project site and nearby.

Provide Transportation and Trip Planning Information to Building Occupants:

Move-in packet: Provide a transportation insert for the move-in packet that includes information on transit service (local and regional, schedules and fares), information on where transit passes could be purchased, information on the 511 Regional Rideshare Program and nearby bike and CarShare programs, and information on where to find additional web-based alternative transportation materials (e.g., NextMuni phone app). This move-in packet should be continuously updated as local transportation options change, and the packet should be provided to each new building occupant. Provide Muni maps, San Francisco Bicycle and Pedestrian maps upon request.

New-Hire packet: Provide a transportation insert for the new-hire packet that includes information on transit service (local and regional, schedules and fares), information on where transit passes could be purchased, information on the 511 Regional Rideshare Program and nearby bike and CarShare programs, and information on where to find additional web-based alternative transportation materials (e.g., NextMuni phone app). This new hire packet should be continuously updated as local transportation options

[24] Improvement measures are recommended further actions, agreed to by the project sponsor, identified to reduce or avoid impacts that are determined to be less than significant. Identification of improvement measures is not required under CEQA, but they are often presented in San Francisco environmental documents to inform decision-makers of additional actions that could improve the proposed project.

[25] San Francisco Planning Department, *Transportation Demand Management (TDM) Checklist Table: Private Development Project*, 1028 Market Street Project, February 18, 2015. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400 as part of Case File No. 2014.0241E

change, and the packet should be provided to each new building occupant. Provide Muni maps, San Francisco Bicycle and Pedestrian maps upon request.

City Access for Data Collection: As part of an ongoing effort to quantify the efficacy of TDM measures in general, City staff may need to access the project site (including the garage) to perform trip counts, and/or intercept surveys and/or other types of data collection. Any on-site activity would require sponsor or property management approval and be coordinated through the TDM Coordinator. The building sponsor or a contracted transportation brokerage service (e.g. TMA) will be responsible for administering periodic tenant surveys as part of an ongoing program monitoring effort.

In addition, the SFMTA has requested that the project sponsor consider implementation of Improvement Measure I-TR-B: Additional TDM Measures, to further support the shift in travel mode from single occupant vehicles to more sustainable modes such as transit, walking, and bicycling.[26]

Improvement Measure I-TR-1b: Additional TDM Measures

Develop and Implement TDM Plan: Provide necessary TDM training to the coordinators or manager administering TDM services; and, develop a TDM implementation plan that is consistent with City guidelines.

Provide Signage for Bike and CarShare Parking: Provide signage indicating the location of bicycle parking at points of access; and, facilitate access to the CarShare space in the parking garage through on-site signage.

Provide Subsidies to Tenants for CarShare Memberships, Bike Share Memberships, and Muni Passes: Provide free or subsidized bike share membership to all tenants; provide free or subsidized CarShare membership to all tenants; and, offer free or subsidized Muni passes (loaded onto Clipper cards) to each tenant household.

Develop Bicycle Safety Strategies: Develop bicycle safety strategies along the project site's Golden Gate Avenue frontage to prevent potential conflicts between the vehicles accessing the underground parking garage on the project site and the bicycle trips generated by the proposed project.

Implementation of Improvement Measures I-TR-1a and I-TR-1b would not result in any secondary transportation-related impacts.

In addition, the proposed project would add 166 weekday PM peak hour vehicle-trips to the surrounding roadways. Although a general increase in traffic would not substantially change traffic operations, it could generate localized traffic hazards, e.g. vehicle conflicts at the proposed driveway location on Golden Gate Avenue where vehicles enter or exit the project site. Since Golden Gate Avenue runs one-way eastbound fronting the project site, no left-turn-in or left-turn-out movement would be allowed at the project driveway. Additionally, exiting vehicles would be required to yield. Although no substantial queuing or delay of traffic flows on Golden Gate Avenue near the project driveway would be expected, there may occasionally be a short queue

[26] TIS, pp. 87-89.

given that the access to the proposed parking garage requires a key card and that the proposed driveway can only accommodate one direction of traffic at a time.

It is the responsibility of the owner/operator of any off-street parking facility with more than 20 parking spaces (excluding loading and CarShare spaces) to ensure that recurring vehicle queues do not occur on the public right-of-way. If imposed as a condition of approval, Improvement Measure I-TR-1c: Queue Abatement would be implemented by the project sponsor, building manager, and/or operator of the parking garage, if recurring vehicle queues do occur.

Improvement Measure I-TR-1c: Queue Abatement

As a standard condition of approval, it is the responsibility of the owner/operator of any off-street parking facility with more than 20 parking spaces (excluding loading and CarShare spaces) to ensure that recurring vehicle queues do not occur on the public right-of-way.

A vehicle queue is defined as one or more vehicles (destined to the parking facility) blocking any portion of any public street, alley or sidewalk for a consecutive period of three minutes or longer on a daily or weekly basis.

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

Suggested abatement methods include but are not limited to the following: redesign of facility to improve vehicle circulation and/or on-site queue capacity; employment of parking attendants; installation of LOT FULL signs with active management by parking attendants; use of valet parking or other space-efficient parking techniques; use of off-site parking facilities or shared parking with nearby uses; use of parking occupancy sensors and signage directing drivers to available spaces; travel demand management strategies such as those listed in Improvement Measures I-TR-1a and I-TR-1b; and/or parking demand management strategies such as parking time limits, paid parking, time-of-day parking surcharge, or validated parking.

If the Planning Director, or his or her designee, suspects that a recurring queue is present, the Department would notify the property owner in writing. Upon request, the owner/operator should hire a qualified transportation consultant to evaluate the conditions at the site for no less than seven (7) days. The consultant should prepare a monitoring report to be submitted to the Department for review. If the Department determines that a recurring queue does exist, the facility owner/operator should have 90 days from the date of the written determination to abate the queue.

Implementation of Improvement Measure I-TR-1c would not result in any secondary transportation-related impacts.

Transit Impacts

Impact TR-2: The proposed project would not result in a substantial increase in transit demand that could not be accommodated by adjacent local and regional transit capacity; nor would it cause a substantial increase in delays or operating costs such that significant adverse impacts to local or regional transit service could occur. ***(Less than Significant)***

Muni

The proposed project would generate about 279 transit trips (155 inbound and 124 outbound) during the weekday PM peak hour (see Table 4.C.9 on p. 4.C.35). Project-generated transit trips would follow the same trip distribution as project-generated auto trips (see Table 4.C.10 on p. 4.C.36). Only half of project-generated transit trips that would originate in Super District 1 were assigned to the transit trips crossing the screenlines. The other half of the transit trips originating in Super District 1 would remain in Super District 1 and are considered internal trips that do not cross the transit screenlines.

Transit riders associated with the proposed project would use the nearby Muni routes and would transfer to other Muni routes/lines or regional transit (e.g., BART, AC Transit, Caltrain, SamTrans, and GGT) for trips to and from the project site. Based on the location of the project site and the anticipated origins and destinations of the proposed project's residents, employees, and visitors, it was assumed that during the weekday PM peak hour 52 of the 124 peak hour transit trips would use Muni. Trips to the East Bay and South Bay would be via BART at the Powell or Civic Center Stations, and trips to the North Bay would be via Golden Gate Transit routes on Mission Street and Charles J. Brenham Place, and were not assigned to Muni.

Table 4.C.13: Muni Screenlines - Existing and Existing Plus Project Weekday PM Peak Hour Conditions presents the Muni screenline analysis for existing and existing plus project weekday PM peak hour transit ridership and capacity utilization. As shown in Table 4.C.13, during the weekday PM peak hour there would be 24 transit trips crossing the northeast screenline, 10 transit trips crossing the northwest screenline, 12 transit trips crossing the southeast screenline, and 6 transit trips crossing the southwest screenline. As shown in Table 4.C.13, transit trips associated with the proposed project would not result in any of the screenlines or corridors exceeding the 85 percent capacity utilization standard. In addition, the project-generated transit trips would not represent a considerable contribution to ridership on any of the Muni screenlines or corridors that exceed the 85 percent capacity utilization threshold under existing conditions, e.g. Fulton/Hayes and the Third Street subcorridors. Therefore, the impacts of the proposed project on Muni transit capacity would be less than significant.

Table 4.C.13: Muni Screenlines - Existing and Existing Plus Project Weekday PM Peak Hour Conditions

Screenline/ Corridor	Existing Weekday PM Peak Hour (Outbound) Conditions			Existing Plus Project Weekday PM Peak Hour (Outbound) Conditions		
	Hourly Ridership	Hourly Capacity	Capacity Utilization	Project Trips	Hourly Ridership	Capacity Utilization
Northeast						
Kearny/Stockton	2,245	3,327	67.5%	18	2,263	68.0%
Other	683	1,078	63.4%	6	689	63.9%
Subtotal	*2,928*	*4,405*	*66.5%*	*24*	*2,952*	*67.0%*
Northwest						
Geary	1,964	2,623	74.9%	4	1,968	75.0%
California	1,322	1,752	75.5%	2	1,324	75.6%
Sutter/Clement	425	630	67.5%	1	426	67.6%
Fulton/Hayes	1,184	1,323	**89.5%**	2	1,186	**89.7%**
Balboa	625	974	64.2%	1	626	64.3%
Subtotal	*5,520*	*7,302*	*75.8%*	*10*	*5,530*	*75.7%*
Southeast						
Third	782	793	**98.6%**	1	783	**98.7%**
Mission	1,407	2,601	54.1%	4	1,411	54.2%
San Bruno/Bayshore	1,536	2,134	72.0%	4	1,540	72.2%
Other	1,084	1,675	64.7%	3	1,087	64.9
Subtotal	*4,809*	*7,203*	*66.8%*	*12*	*4,821*	*66.9%*
Southwest						
Subway	4,904	6,164	79.6%	4	4,908	79.6%
Haight/Noriega	977	1,554	62.9%	1	978	62.9%
Other	555	700	79.3%	1	556	79.4%
Subtotal	*6,436*	*8,418*	*76.5%*	*6*	*6,442*	*76.5%*
Total	19,693	27,328	72.1%	52	19,745	72.3%

Note:
A screenline or corridor operating with utilization greater than 85 percent is considered at capacity. Utilization at this threshold or higher is highlighted in **bold**.

Sources: San Francisco Planning Department Memorandum – Transit Data for Transportation Impact Studies, May 2015; Stantec Consulting, June 2016.

Regional Transit

Similar to Muni, the analysis of regional transit screenlines assess the effect of project-generated transit trips on regional transit conditions in the outbound direction from downtown San Francisco during the weekday PM peak hour.

Based on the origins/destinations of the transit trips generated by the proposed project, the outbound regional transit trips were assigned to the three regional transit screenlines. Table 4.C.14: Regional Transit Screenlines - Existing and Existing Plus Project Weekday PM Peak Hour Conditions presents the regional transit screenline analysis for existing and existing plus project weekday PM peak hour transit ridership and capacity utilization.

Table 4.C.14: Regional Transit Screenlines – Existing and Existing Plus Project Weekday PM Peak Hour Conditions

Screenline/Operator	Existing Weekday PM Peak Hour (Outbound) Conditions			Existing Plus Project Weekday PM Peak Hour (Outbound) Conditions		
	Hourly Ridership	Hourly Capacity	Capacity Utilization	Project Trips	Hourly Capacity	Capacity Utilization
East Bay						
BART	19,716	22,050	89.4%	18	19,734	89.5%
AC Transit	2,256	3,926	57.5%	1	2,257	57.5%
Ferry	805	1,615	49.8%	1	806	49.9%
Subtotal	***22,777***	***27,591***	***82.6%***	***20***	***22,797***	***82.6%***
North Bay						
GGT buses	1,384	2,817	49.1%	12	1,396	49.6%
Ferry	968	1,959	49.4%	3	971	49.6%
Subtotal	***2,352***	***4,776***	***49.2%***	***15***	***2,367***	***49.6%***
South Bay						
BART	10,682	14,910	71.6%	10	10,692	71.7%
Caltrain	2,377	3,100	76.7%	1	2,378	76.7%
SamTrans	141	320	44.1%	1	142	44.4%
Subtotal	***13,200***	***18,330***	***72.0%***	***12***	***13,212***	***72.1%***
Total for All Screenlines	**38,329**	**50,697**	**75.6%**	**47**	**38,376**	**75.7%**

Sources: San Francisco Planning Department Memorandum – Transit Data for Transportation Impact Studies, May 2015; Stantec Consulting, June 2016.

As shown in Table 4.C.14, the capacity utilization for all regional transit providers is under the 100 percent capacity utilization standards under existing conditions during the weekday PM peak hour. The proposed project would add 20 transit trips to the East Bay, 15 transit trips to the North Bay, and 12 transit trips to the South Bay. As shown in Table 4.C.14, the addition of project-related passengers would not have a substantial effect on the regional transit providers during the weekday PM peak hour, as the capacity utilization for all regional transit screenlines would remain similar to that under existing conditions. Therefore, the impacts of the proposed project on regional transit providers would be less than significant.

In addition, potential conflicts between traffic on the surrounding roadways (including the weekday PM peak hour increase attributable to the proposed project - 166 vehicle trips) and buses would be limited because the Muni 7X Noriega Express operates on Golden Gate Avenue in the weekday AM peak only, and moves to Taylor Street in the weekday PM peak. Traffic generated by the proposed project would not affect transit on Market Street because most project-generated traffic would travel on Sixth and Seventh streets to cross Market Street (due to turn restrictions for private vehicles) and use Golden Gate Avenue to access the project site. Potential conflicts between the project-generated transit riders walking to/from the closest local and regional transit route stops/stations and buses and passenger vehicles would be expected to be minimal because sidewalks that provide access to these locations generally have sufficient width (between 10 and 35 feet). Additionally, the signalized intersections in the vicinity of the project site have marked crosswalks and pedestrian countdown signals.

Conclusion

The project-generated transit trips would not substantially affect the capacity utilization of local or regional transit, and therefore, impacts on local and regional transit capacity utilization would be less than significant. Furthermore, the proposed project would not result in conflicts due to project-generated vehicles that would affect the operations of the adjacent and nearby Muni bus routes. Therefore, the transit impacts of the proposed project would be less than significant. No mitigation is necessary.

In addition, the proposed development is subject to the Transportation Sustainability Fee.[27] TSF funds may be used to improve transit capacity and pedestrian and bicycle facilities. The TSF attempts to recover the cost of carrying additional riders generated by new development by obtaining fees on a square footage basis.

Pedestrian Impacts

Impact TR-3: The proposed project would not result in substantial overcrowding on public sidewalks, nor create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility on the site and adjoining areas. ***(Less than Significant)***

Pedestrian trips generated by the proposed project would include walk trips to and from the proposed new residential and retail/restaurant land uses and to and from local and regional transit stops. During the weekday PM peak hour the proposed new land uses would add about 691 pedestrian trips (279 trips destined to and from the local and regional transit routes and 412 walk trips) to the surrounding sidewalks and crosswalks (see Table 4.C.9 on p. 4.C.35). Given the high numbers of local and regional transit stops in proximity to the project site, the transit-related pedestrian trips would likely occur within a couple of blocks of the project site.

Pedestrian access to the proposed residential and retail/restaurant spaces would be from Market Street and Golden Gate Avenue. As discussed above under "Environmental Setting" on p. 4.C.20, the 10-foot-wide sidewalk on Golden Gate Avenue does not meet the BSP minimum sidewalk width of 12 feet or the recommended width of 15 feet for a Downtown Commercial Street. The existing 10-foot-wide sidewalk on Golden Gate Avenue adjacent to the project site would be reconstructed and widened by six feet as part of the proposed project to match the proposed sidewalk widening to the west (part of the 1066 Market Street Project). The 25- to 35-foot-wide sidewalk on Market Street currently meets the BSP requirements for a Ceremonial (Civic) Street. Project-related changes to Market Street would be made in conformance with the Better Market Street Project.

[27] Ordinance 222-15, adopted by the Board of Supervisors on December 18, 2015. Available online at http://www.sfbos.org/ftp/uploadedfiles/bdsupvrs/ordinances15/o0222-15.pdf. Accessed March 26, 2016.

The proposed project would incrementally increase pedestrian volumes on Market Street and Golden Gate Avenue and on other nearby sidewalks. Sidewalks in the project vicinity have sufficient width (between 10 and 35 feet) to accommodate the additional pedestrian volumes. Furthermore, all pedestrian crossings in the project vicinity have marked crosswalks and pedestrian countdown except at the east leg of the Turk Street/Taylor Street intersection.

Vehicular access to the proposed parking garage would be via a 12-foot-wide curb cut and driveway (with a vertical clearance of 10 feet) on Golden Gate Avenue located about 153 feet west of the Golden Gate Avenue/Taylor Street/Market Street intersection. As described above under Impact TR-1, the proposed project would result in an increase in traffic; however, the estimated increase in weekday PM peak hour vehicle trips (166) would not be substantial enough to change traffic operations and generate localized traffic hazards, e.g. vehicle/pedestrian conflicts at the proposed driveway location on Golden Gate Avenue where vehicles enter or exit the project site. The proposed project's parking garage operations would therefore not constrain pedestrians on the sidewalk or vehicles traveling eastbound on Golden Gate Avenue.

While the addition of project-generated pedestrian trips would incrementally increase pedestrian volumes on Market Street and Golden Gate Avenue and on other nearby sidewalks, the additional pedestrian trips would not result in substantial overcrowding on public sidewalks, create potentially hazardous conditions for pedestrians or otherwise interfere with pedestrian accessibility to the site and adjoining areas. Therefore, the proposed project's impacts on pedestrians would be less than significant. No mitigation is necessary. Although this impact would be less than significant, Improvement Measure I-TR-3: Implement Audible Warning Device would further reduce the potential for vehicle/pedestrian conflicts at the proposed driveway location on Golden Gate Avenue.

Improvement Measure I-TR-3: Implement Audible Warning Device

The project sponsor should implement an audible warning device at the project driveway to warn pedestrians on the sidewalk of egressing vehicle from the driveway.

Implementation of Improvement Measure I-TR-3 would not result in any secondary transportation-related impacts.

Bicycle Impacts

Impact TR-4: The proposed project would not result in potentially hazardous conditions for bicyclists, or otherwise substantially interfere with bicycle accessibility to the site and adjoining areas. ***(Less than Significant)***

The proposed project would add up to 186 dwelling units, and would provide 122 Class 1 bicycle parking spaces in two secure bicycle storage rooms at the ground floor and Basement Level 1 with access from Market Street and Golden Gate Avenue (see Figures 2.4 and 2.13 on pp. 2.11 and 2.21, respectively). A single Class 1 bicycle parking space for the retail/restaurant land use

would be provided at the ground floor with access from Market Street and Golden Gate Avenue. In addition, 22 Class 2 bicycle parking spaces would be provided on the Market Street and Golden Gate Avenue sidewalks near the proposed residential entrances.

Per Planning Code Section 155.2 the proposed project would be required to provide 122 Class 1 and 9 Class 2 bicycle parking spaces for the 186 dwelling units, and one Class 1 space and 13 Class 2 spaces for the retail/restaurant uses, for a total of 123 Class 1 and 22 Class 2 bicycle parking spaces. Because the proposed project would provide 123 Class 1and 22 Class 2 bicycle parking spaces, the proposed project would meet the Planning Code requirements.

The project site is within convenient bicycling distance of office and retail buildings in the downtown San Francisco, Civic Center, and SoMa neighborhoods. Due to proximity, it is anticipated that a portion of the 96 weekday PM peak hour person trips identified as "other" trips would be bicycle trips (see Table 4.C.9 on p. 4.C.35). As discussed above under "Environmental Setting" on p. 4.C.21, there are five bicycle routes in the vicinity of the project site: Bicycle Route 50 on Market Street, Bicycle Route 20 on McAllister Street, Bicycle Route 23 on Seventh and Eighth streets, Bicycle Route 30 on Howard and Folsom streets, and Bicycle Route 19 on Fifth Street. The new project-generated bicycle trips would be added to these routes as well as to streets in the project vicinity that are not designated bicycle routes.

The proposed project would result in an increase in the number of vehicles in the vicinity of the project site (166 vehicle trips during the weekday PM peak hour); however, this increase would not be substantial enough to affect bicycle travel in the area. All vehicles exiting the proposed Golden Gate Avenue driveway would turn right on one-way eastbound Golden Gate Avenue and cross Market Street, which is part of eastbound/westbound Bicycle Route 50. Given the predominantly residential use of the proposed project, it is not anticipated that the vehicle trips generated by the new uses would substantially affect bicycle travel along Market Street or Golden Gate Avenue. Furthermore, the proposed project would not introduce any design features that would eliminate or impede access to existing bicycle routes in the project vicinity.

Although the proposed project would result in an increase in the number of vehicles and bicyclists on roadways in the project vicinity, this increase would not be substantial enough to affect bicycle travel in the area. Therefore, impacts on bicyclists would be less than significant. No mitigation is necessary.

Loading Impacts

Impact TR-5: The loading demand for the proposed project would be accommodated within the proposed on-street commercial loading space and off-street service vehicle loading spaces, and would not create potentially hazardous conditions or significant delays for traffic, transit, bicyclists or pedestrians. ***(Less than Significant)***

Loading Supply and Demand

San Francisco Planning Code Section 152.1 provides requirements for off-street loading spaces within C-3 Districts. For the residential uses, the proposed project would be required to provide one off-street freight loading space. No loading spaces would be required for the proposed retail/restaurant use because it would be under 10,000 gsf. The proposed project would provide two service vehicle loading spaces to substitute for the required one off-street loading space, as allowed under Planning Code Section 153(a)(6) for C-3 Districts, and seek an exception through the Section 309 process. The project sponsor would request that on-street parking on Golden Gate Avenue to the east of the proposed parking garage driveway be replaced with an on-street metered commercial loading space to be used for delivery and service vehicle-trips as well as residential move-in and move-out activities for trucks that could not fit in the two on-site service vehicle loading spaces.

The new uses associated with the proposed project would generate about 40 delivery/service vehicle trips to the project site per day (5 residential and 35 retail/restaurant) , which corresponds to a demand for 2.27 loading spaces during the peak hour of loading activities and 1.82 loading spaces during the average hour of loading activities. The combined residential and commercial loading demand would be expected to be accommodated by the proposed service vehicle loading spaces and the proposed on-street loading space on Golden Gate Avenue to the east of the proposed parking garage driveway (if approved by the SFMTA). In addition, trucks serving the project site would be able to use the existing commercial loading spaces on the north side of Golden Gate Avenue between Jones and Taylor streets, on the west side of Jones Street south of Golden Gate Avenue, and on the east and west sides of Taylor Street north of Golden Gate Avenue.

Residential Move-In and Move-Out Activities

The project sponsor anticipates that move-in and move-out activities would occur Monday through Friday, throughout the day, with the exception of the morning and evening peak periods, on Saturdays between 11:00 AM and 7:00 PM, and on Sundays between 8:00 AM and 3:00 PM. Residential move-in and move-out activities would be anticipated to occur from the two service vehicle loading spaces when the trucks can navigate the garage driveway and fit into the service vehicle loading spaces (8 feet by 20 feet by 7 feet and 6 inches (vertical clearance)). The service vehicle loading spaces would be accessed via the parking garage entrance on Golden Gate Avenue, and residential tenants would transport items to their residential units using the elevators provided in Basement Level 1. Based on the dimension of the proposed service vehicle loading spaces, truck lengths exceeding 20 feet or truck heights exceeding seven feet would not be able to access the off-street service vehicle loading spaces. In such cases, residential move-in and move-out activities could be accommodated by the proposed on-street loading space on the south side of Golden Gate Avenue immediately to the east of the project site or the existing on-street loading

spaces along Golden Gate Avenue, Jones Street or Taylor Street. If curbside space was not available, large trucks could double-park along Golden Gate Avenue, Jones Street, and Taylor Street which could result in traffic impacts (e.g., exacerbating traffic congestion, slowing of bus vehicles, and blocking travel lanes) as well as contribute to adverse effects to traffic and public safety for users of these adjacent roadways. In order to reduce such potential impacts, Improvement Measure I-TR-5: Coordination of Move-in/Move-Out Operations and Large Deliveries, described below on pp. 4.C.50-4.C.51, is identified to ensure that appropriate loading procedures would be followed to reduce the likelihood of blocked travel lanes on Golden Gate Avenue, and Jones and Taylor streets.

Trash, Recycling and Compost Pick-Up

Recology would provide service late in the night and early morning. Preliminary communications have indicated that the residential uses would require five truck trips per week for the trash, recycling, and compost generated by residential tenants, with two truck trips for waste, two for recycling and one for compost. The commercial tenants could require up to 21 trucks per week, depending on the type of business.

Trash, recycling, and compost for the residential and retail/restaurant uses would be stored on-site within separate residential and retail trash/recycling/compost rooms on the ground floor, which would be accessed via a centrally-located entrance on Golden Gate Avenue (see Figure 2.3 on p. 2.8). Trash, recycling, and compost chutes would be located on each residential floor and would lead into the ground floor trash/recycling/compost room. For trash/recycling/compost pickup, the property management company would cart the trash/recycling/compost containers to a street loading area on Golden Gate Avenue where the trash/recycling/compost containers would be retrieved by the Recology personnel.

Commercial tenants would be required to cart their trash/recycling/compost containers from their respective spaces to Golden Gate Avenue on their waste collection service days and immediately bring their containers back to their space after they are emptied. Alternatively, trash, recycling, and compost generated by the retail/restaurant uses could be collected in the designated retail trash/recycling/compost room on the ground floor. The property management company would contract with Recology to cart the trash/recycling/compost containers from the retail trash/recycling/compost room to a street loading area on Golden Gate Avenue via the entrance on the Golden Gate Avenue frontage. Recology personnel would then collect from the curb of the Golden Gate Avenue frontage.

Passenger Loading and Unloading

The proposed project does not anticipate the need for an on-street passenger loading/unloading zone related to the residential or retail/restaurant land uses. Due to the presence of a 75-foot-long

recessed bay on Market Street it is expected that passengers in taxis could be dropped off at the primary residential and retail/restaurant entrances on Market Street without substantially affecting traffic conditions on Market Street. Additionally, there are existing passenger loading zones on the west side of Jones Street and on the north side of Golden Gate Avenue that could be used and are reasonably proximate to the Market Street or Golden Gate Avenue entrances.

Conclusion

In summary, the proposed project's commercial loading demand would be accommodated on-site and within proposed on-street commercial loading spaces in the immediate project vicinity. Adequate provisions would be included to accommodate move-in and move-out activities and trash/recycling/compost pickup. Thus, the proposed project would accommodate the freight delivery and service vehicle loading demand and would not create potentially hazardous conditions or significant delays for traffic, transit, bicyclists or pedestrians. Therefore, the proposed project would have less-than-significant loading impacts. No mitigation is necessary.

Although the proposed project would have less-than-significant loading impacts, Improvement Measure I-TR-5: Coordination of Move-in/Move-Out Operations and Large Deliveries is identified to reduce the potential traffic-related impacts and conflicts between delivery operations, movers and other users of adjacent roadways (e.g., transit vehicles and bicyclists) and pedestrians walking along the adjacent sidewalks. The Planning Commission may consider adopting this improvement measure as a condition of project approval.

Improvement Measure I-TR-5: Coordination of Move-in/Move-Out Operations and Large Deliveries

To reduce the potential for parking of delivery vehicles within the travel lane adjacent to the curb lane on Golden Gate Avenue, Jones Street, and Taylor Street (in the event that the off-street service vehicle spaces and the proposed on-street loading space is occupied), residential move-in and move-out activities and larger deliveries should be scheduled and coordinated through building management. Appropriate move-in and move-out procedures should be enforced to avoid any blockages of Golden Gate Avenue, Jones Street, and Taylor Street over an extended period of time and reduce any potential conflicts between delivery vehicles, movers and other users of adjacent roadway (e.g., transit vehicles and bicyclists) and pedestrians walking along these adjacent sidewalks.

Curb parking on Golden Gate Avenue should be reserved through SFMTA or by directly contacting the local 311 service.

The project sponsor should enforce strict truck size regulations for use of the off-street service vehicle loading spaces. Truck lengths exceeding 20 feet or truck heights exceeding seven feet should be prohibited from entering the off-street loading area and should utilize the proposed loading space along Golden Gate Avenue, or the existing on-street loading spaces along Golden Gate Avenue, Jones Street, or Taylor Street, adjacent to or near the project site. Appropriate signage should be located at the parking garage entrance to notify drivers of truck size regulations and notify drivers of on-street loading spaces on adjacent streets. The

project sponsor should notify building management and related staff, and retail/restaurant tenants of imposed truck size limits in the proposed service vehicle spaces.

Implementation of Improvement Measure I-TR-5 would not result in any secondary transportation-related impacts.

Emergency Vehicle Access Impacts

Impact TR-6: The proposed project would not result in significant impacts on emergency vehicle access. (*Less than Significant*)

Implementation of the proposed project would not result in any changes to adjacent travel lanes. Emergency vehicle access to the project site would remain unchanged from existing conditions; thus, emergency service providers would continue to be able to access the project site from Golden Gate Avenue and Market Street. Therefore, the proposed project would not limit emergency vehicle access to the project site or nearby vicinity and emergency vehicle access impacts would be less than significant.

Construction Impacts

Impact TR-7: The proposed project would not result in construction-related transportation impacts because of their temporary and limited duration. (*Less than Significant*)

The construction impact assessment is based on currently available information from the project sponsor, and professional knowledge of typical construction practices citywide. Prior to construction, as part of the construction application phase, the project sponsor and construction contractor(s) would be required to meet with Department of Public Works (DPW) and SFMTA staff to develop and review truck routing plans for demolition, disposal of excavated materials, and materials delivery and storage, as well as staging for construction vehicles. The construction contractor would be required to meet the *City of San Francisco's Regulations for Working in San Francisco Streets* (the Blue Book) in effect when construction is proposed to begin, including those regarding sidewalk and lane closures, and would meet with SFMTA staff to determine if any special traffic permits would be required.[28] In addition to the regulations in the Blue Book, the contractor would be responsible for complying with all city, state and federal codes, rules and regulations.

[28] The SFMTA Blue Book, 8th Edition, January 2012. Available online at http://www.sfmta.com/services/streets-sidewalks/construction-regulations. Accessed March 4, 2016.

Adjacent to the south side of the project site is a BART easement and Zone of Influence[29] located in the subway tunnel below Market Street. Some elements of below-grade project construction may occur within the Zone of Influence, meaning that there would be specific shoring requirements as outlined in the *General Guidelines for Design and Construction Over or Adjacent to BART's Subway Structures*.[30] The BART Real Estate Department coordinates permits and plan review for any construction on, or adjacent to, the BART right-of-way. The project sponsor would be required to follow these procedures and conform to the standards set forth by BART with regards to the construction of the below-grade project elements that are adjacent to the BART easement or within the BART Zone of Influence.

Detailed plans for the construction of the proposed project were not available at the time the TIS was prepared, however, there would be five partially overlapping phases, including demolition, excavation and shoring, foundation and below grade construction, base building (internal framing/rough-in) and exterior finishing, which would be expected to be completed over a duration of approximately 20 months. The anticipated phasing and estimated schedule for constructing the proposed project would be:

- Demolition (Month 1) - The demolition phase is expected to generate approximately eight truck trips per day and would require approximately four on-site workers.
- Excavation and Shoring (Months 2-3) – The excavation and shoring phase would start in the second month after demolition phase. This phase would be expected to generate approximately 56 truck trips per day and would require approximately four on-site workers.
- Foundation and Below-Grade Construction (Months 4-8) – The foundation and below-grade construction phase would start after the excavation and shoring phase. This phase would be expected to generate approximately six truck trips per day and would require approximately ten on-site workers.
- Base Building (Months 9-15) – The base building phase would start after the foundation and below-grade construction phase. This phase would be expected to generate approximately two truck trips per day and would require approximately 40 on-site workers.
- Exterior Finishing (Month 11-18) – The exterior finishing phase would start approximately two months after the base building phase starts. This phase would be expected to generate approximately two truck trips per day and would require approximately six on-site workers.

[29] The Zone of Influence is the designated area on either side of the subway tunnels that could be affected by construction activities in the vicinity of the subway tunnels, and is defined in order to avoid construction-related impacts.

[30] *General Guidelines for Design and Construction Over or Adjacent to BART's Subway Structures*, BART, October 2003. Available online at http://m.bart.gov/sites/default/files/docs/Gen_Guide_Subway_062012.pdf. Accessed March 4, 2016.

- Interior Finishing (Month 9-20) – The interior finishing phase would start at the same time as the base building phase. This phase would be expected to generate approximately two truck trips per day and would require approximately 30 on-site workers.

Construction-related activities would typically occur Monday through Friday, between 7 AM and 8 PM. Construction is not anticipated to occur on Saturdays, Sundays or major legal holidays, but may occur on an as-needed basis. The hours of construction would be stipulated by the Department of Building Inspection. The contractor would need to comply with the San Francisco Noise Ordinance and the Blue Book, including requirements to avoid peak hour construction activities on adjacent streets.[31]

Based on information obtained from the project sponsor, construction staging would occur on the project site, and within the adjacent sidewalks on Golden Gate Avenue and Market Street. The sidewalk on Golden Gate Avenue adjacent to the project site may need to be closed for a portion of the construction period (e.g., during the excavation and foundation stages, or when the Golden Gate Avenue sidewalk adjacent to the project site is replaced), and pedestrian traffic would need to be shifted to a protected temporary pedestrian walkway within the parking lane or to the sidewalk on the north side of the street. Sidewalk closures are not anticipated on Market Street. Construction activities may require temporary travel lane closures, which would be coordinated with the City in order to minimize the impacts on local traffic and transit. Construction activities, such as delivery of large construction equipment (e.g., tower crane) and oversized construction materials that would require one or more temporary lane closures on Golden Gate Avenue, would need to be conducted on weekend days when pedestrian, transit and vehicle activity is lower.

Temporary weekday travel lane closures adjacent to the project site on Golden Gate Avenue could affect the Muni 7X Noriega Express during the weekday AM peak period. Prior to construction, the project contractor would work with Muni's Street Operations and Special Events Office to coordinate construction activities and reduce any impacts to transit operations on Golden Gate Avenue or Market Street. Any temporary sidewalk or travel lane closures would be required to be coordinated with the City in order to minimize traffic impacts. In general, lane and sidewalk closures are subject to review and approval by the City's Transportation Advisory Staff Committee (TASC) for permanent travel lane and sidewalk closures, and the Interdepartmental Staff Committee on Traffic and Transportation (ISCOTT) for temporary sidewalk and travel lane closures. Both TASC and ISCOTT are interdepartmental committees that include representatives from the DPW, SFMTA, Police Department, Fire Department, the Planning Department, Public Health, Port and the Taxi Commission.

There are no bus stops located adjacent to the project site on Golden Gate Avenue or Market Street; therefore, Muni facilities would not be affected by the proposed project's construction

[31] The San Francisco Noise Ordinance permits construction activities seven days a week, between 7 AM and 8 PM.

activities. A support pole for the electric overhead catenary wire system is located on Market Street, and this pole would be maintained during project construction.

During the construction period, there would be a flow of construction-related trucks into and out of the site. As shown in Table 4.C.15: Summary of Construction Phases and Duration, and Daily Construction Trucks and Workers by Phase, there would be an average of between 2 and 56 construction trucks traveling to and from the site on a daily basis, with the greatest number of construction truck trips occurring during the excavation and shoring, with about 56 daily truck trips. Construction vehicles would access the project site from Golden Gate Avenue. It is anticipated that a majority of the construction-related truck traffic would use Seventh Street northbound to access Golden Gate Avenue (via Charles J. Brenham Place, McAllister Street, and Leavenworth Street) and Sixth Street southbound to connect with I-280 for South Bay and East Bay destinations. The impact of construction truck traffic would be a temporary lessening of the capacities of streets due to the slower movement and larger turning radii of trucks, which may affect both traffic and Muni operations.

Table 4.C.15: Daily Construction Trucks and Workers by Phase

Phase	Duration (months)	Number of Daily Construction Trucks	Number of Daily Construction Workers
		Average	Average
Demolition	0.75	8	4
Excavation and Shoring	1.75	56	4
Foundation & Below-Grade Construction	4.5	6	10
Base Building	7	2	40
Exterior Finishing	8	2	6
Interior Finishing	12	2	30

Source: 1028 Market Street LLC, March 2015.

As shown in Table 4.C.15, there would be an average of between 4 and 40 construction workers per day at the project site. The trip distribution and mode split of construction workers are not known. However, it is anticipated that the addition of the worker-related vehicle or transit trips would not substantially affect transportation conditions, as any impacts on local intersections or the transit network would be similar to, or less than, those associated with the proposed project and would be temporary in nature. Construction workers who drive to the site would cause a temporary increase in parking demand. The time-limited and residential parking restrictions in the vicinity of the project site limit legal all-day parking by construction personnel. Construction workers would either park in nearby parking facilities such as the California Parking (199 Turk Street), which currently has availability during the day, or on site once the garage element of the proposed project is completed. As a result, the proposed project would not substantially affect area-wide parking conditions during the 20-month construction period.

It is anticipated that construction activity of the proposed project may overlap with the construction activity of other reasonably foreseeable projects in the vicinity, e.g., 1066 Market

Street (adjacent to the project site), 19-25 Mason Street/2-16 Turk Street, 950-974 Market Street, and the proposed Better Market Street Project. The construction activities associated with these nearby projects would affect access, traffic operations and pedestrian movement and are discussed below under the "Cumulative Impacts Evaluation" subsection on pp. 4.C.58-4.C.74. It is anticipated that the construction manager for each project would be required to work with the various departments of the City to develop a detailed and coordinated plan that would address construction vehicle routing, traffic control, and pedestrian movement adjacent to the construction area for the duration of the overlap in construction activity.

Conclusion

Overall, because construction activities would be temporary and limited in duration and are required to be conducted in accordance with City requirements, the proposed project's construction-related transportation impacts would be less than significant.

While the proposed project's construction-related transportation impacts would be less than significant, Improvement Measure I-TR-7a: Construction Management and Improvement Measure I-TR-7b: Limited Delivery Time, shown below, are identified to reduce the less-than-significant impacts related to potential conflicts between construction activities and pedestrians, transit, and autos. The Planning Commission may consider adopting this improvement measure as a condition of project approval.

Improvement Measure I-TR-7a: Construction Management

The project sponsor and subsequent property owner would develop and implement a Construction Management Plan (CMP), as required, addressing transportation-related circulation, access, staging, and hours for deliveries.

The CMP should include, but not be limited to, the following additional measures:

- Identifying ways to reduce construction worker vehicle-trips through transportation demand management programs and methods to manage construction worker parking demands, including encouraging and rewarding alternate modes of transportation (i.e. transit, walk, bicycle, etc.), carpooling, or providing shuttle service from nearby off-street parking facility.
- Identifying ways to consolidate truck delivery trips, minimizing delivery trips.
- Require consultation with surrounding community, including business and property owners near the project site to assist coordination of construction traffic management strategies as they relate to the needs of other users adjacent to the project site.
- Develop a public information plan to provide adjacent residents and businesses with regularly-updated information regarding project construction activities and duration, peak construction vehicle activities, (e.g. concrete pours), lane closures, and provide construction management contact to log and address community concerns.

Improvement Measure I-TR-7b: Limited Delivery Time

The project sponsor should restrict deliveries and trucks trips to the project site during peak hours (generally 7:00 AM to 9:00 AM and 4:00 PM to 6:00 PM).

Implementation of Improvement Measures I-TR-7a and I-TR-7b would not result in any secondary transportation-related impacts.

PARKING DISCUSSION

San Francisco does not consider parking supply as part of the permanent physical environment and therefore does not consider changes in parking conditions to be environmental impacts as defined by CEQA. As explained in Section 4.A, Introduction, pp. 4.A.1-4.A.3, SB 743 eliminated the analysis of parking, which can no longer be considered in determining significant transportation and circulation effects for infill residential projects in transit priority areas. The San Francisco Planning Department acknowledges, however, that parking conditions may be of interest to the public and the decision-makers; therefore, parking is analyzed here for informational purposes.

Off-Street Parking Requirements under the Planning Code

The project site is located within a C-3-G Zoning District and is not required to provide a minimum amount of off-street parking spaces for the proposed residential and retail/restaurant land uses. Under Planning Code Section 151.1, the proposed project would be permitted to provide up to a maximum of one parking space for each two dwelling units (i.e., up to 93 parking spaces), and up to 3 spaces per each four dwelling units, subject to criteria and procedures for a Conditional Use authorization (i.e., up to 140 parking spaces). Also, the proposed project would be permitted to provide up to 675 sq. ft. of parking spaces for the proposed retail/restaurant uses, which would allow for four standard spaces or six compact spaces.

Planning Code Section 155(i) requires that one ADA-accessible parking space be provided for each 25 off-street parking spaces provided. Planning Code Section 166 requires one car-share space for 50 to 200 dwelling units. The proposed project would include 39 parking spaces, including two ADA-accessible parking spaces. In addition, one car-share parking space and two service vehicle loading spaces would be provided. The substitution of two service vehicle loading spaces for the required off-street freight loading space is allowed under Planning Code Section 153(a)(6). The project sponsor would also seek an exemption through the Section 309 process. No off-street parking is proposed for the retail/restaurant uses. The proposed project would, therefore, meet the minimum Planning Code requirements for off-street parking spaces.

Planning Code Section 167 requires that the sale or lease of parking spaces be unbundled from the sale or lease of the residential units. The proposed project would meet this requirement.

Parking Supply vs. Demand

As discussed on p. 4.C.37 under "Proposed Project Travel Demand" and as presented in Table 4.C.12 on p. 4.C.37, the proposed project would be expected to generate a total parking demand of 321 spaces, including 240 long-term spaces (233 for the residential uses and 7 for the retail/restaurant uses) and 81 short-term spaces for retail/restaurant uses. Table 4.C.16: Vehicle Parking Demand and Supply Comparison presents the proposed project's parking supply and demand comparisons for the evening period.

Table 4.C.16: Vehicle Parking Demand and Supply Comparison

Land Use	Supply [a]	Demand	(Shortfall)/Surplus
Residential	39	233	(194)
Restaurant/Retail	0	88	(88)
Total	***39***	***240***	***(282)***

Note:
[a] Parking supply does not include the one car-share space.
Sources: *SF Guidelines 2002*, Stantec Consulting, June 2016.

As presented in Table 4.C.6 on p. 4.C.25, on-street parking within the study area is approximately 74 percent occupied, with approximately 172 on-street parking spaces available within the study area during the weekday midday peak period. In addition, during the evening peak period approximately 68 percent of the on-street parking spaces are occupied, with approximately 211 on-street parking spaces available. In addition, as presented in Table 4.C.7 on p. 4.C.26, off-street parking occupancy rates in the project vicinity average approximately 87 percent during the midday peak period, with approximately 175 spaces available, and 42 percent during the evening peak period, with approximately 744 spaces available.

The long-term residential parking demand generally occurs during the overnight hours. The residential demand of 233 spaces would not be accommodated within the residential parking supply of 39 parking spaces, which would result in an unmet parking demand of 194 parking spaces. The unmet residential parking demand could be accommodated by the parking spaces on nearby streets, as existing parking occupancy within the study area during the evening is about 68 percent. If the unmet parking demand associated with the proposed project were met within on-street spaces, the overnight occupancy would increase from 68 to 97 percent. The unmet residential parking demand associated with the proposed project could also be accommodated in nearby off-street facilities or surface parking lots. If the unmet parking demand associated with the proposed project were met within off-street spaces, the overnight occupancy would increase from 42 to 57 percent. In addition, the area is well served by public transit, and bicycle and pedestrian facilities; thus, due to difficulty in finding on-street parking in the study area, some drivers may park outside of the study area, or choose not to own a private vehicle.

Conclusion

The unmet parking demand associated with the proposed project could be accommodated on-street and in nearby off-street facilities. Because the project site is in an area that is well served by public transit, and bicycle and pedestrian facilities, and garage operations under the proposed project would not affect Muni bus operations on Golden Gate Avenue, the proposed project would not create hazardous conditions or significant delays affecting traffic, transit, bicycles or pedestrians.

In summary, parking supply is not considered a permanent physical condition in San Francisco, and changes in the parking supply would not be a significant environmental impact under CEQA. The secondary effects of drivers searching for parking is typically offset by a reduction in vehicle trips due to some drivers, who are aware of constrained parking conditions in a given area, shifting to transit, bicycling, and walking. Hence, any secondary environmental impacts that may result from the unmet parking demand of the proposed project have been addressed in the transportation analysis conducted for the proposed project and would not be a considerable environmental effect.

CUMULATIVE IMPACT EVALUATION

The geographic context for the analysis of cumulative transportation impacts includes the sidewalks and roadways adjacent to the project site, and the local roadway and transit network in the vicinity of the project site. The discussion of cumulative transportation impacts assesses the degree to which the proposed project would affect the transportation network in conjunction with overall citywide growth and other reasonably foreseeable future projects. See Section 4.A, Introduction, pp. 4.A.5-4.A.8, for more detailed descriptions of these projects.

In addition to the reasonably foreseeable future projects, the cumulative analysis includes the following transportation network changes.

Better Market Street Plan

The Better Market Street Plan (BMSP) is a coordinated multi-City agency effort to redesign San Francisco's main thoroughfare through transportation and streetscape improvements. The BMSP encompasses Market Street from Octavia Boulevard to The Embarcadero and potentially Mission Street between Valencia Street and The Embarcadero. It includes changes to roadway lane configuration and private vehicle access; traffic signals; surface transit operations related to transit-only lanes, stop spacing, routing, stop location, stop characteristics, and infrastructure; bicycle facilities; pedestrian facilities; streetscape improvements; commercial and passenger

loading; vehicular parking; plazas; and utilities. The Initial Study for the BMSP included three Alternatives, with two design options.[32]

Depending on the Alternative chosen, the transportation network and streetscape improvements could include, but not be limited to, the following:

- Private automobile restrictions on currently permitted left- and right-turn movements onto Market Street between 10th and Main streets in the eastbound direction and between Steuart Street and Van Ness Avenue in the westbound direction would be implemented. These restrictions would apply to all vehicles except buses, emergency vehicles, taxis, commercial vehicles, bicycles, and paratransit.
- Jones and Mason streets would be converted to two-way streets to accommodate diverted traffic from these restricted movements and to satisfy local circulation needs.
- Commercial and passenger loading on Market Street would not be allowed, with the exception of passenger loading for paratransit vehicles, and, where possible, active commercial and passenger loading zones only would be established on the first half-block of the cross streets north and south of Market Street.
- Bus routes that are part of the rapid network would be assigned to the center lanes while local bus routes would be assigned to the curb lanes.
- Wider and longer transit boarding islands and new ADA-accessible curb ramp and streetcar access ramps, would be constructed along Market Street.
- Sidewalk widths on Market Street could be reduced to accommodate wider transit boarding islands, widened shared lanes adjacent to curbside bus stops, or new/upgraded bicycle facilities.
- Pedestrian improvements could include simplifying north-side intersections to make them easier and safer to cross (e.g., eliminate two-stage crossings, shortening crossing distance, changing cross streets to right angles, etc.), extending sidewalks to reduce crossing distance (e.g., bulbouts), realigning/reconstructing crosswalks, installing Accessible Pedestrian Signal and countdown signals, and providing additional streetscape amenities (e.g., seating, plantings, activity hubs, kiosks, etc.).
- Bicycle improvements along Market and/or Mission streets could include implementation of an enhanced version of the existing shared vehicle and bicycle lane with painted sharrows (shared lane pavement markings) and a new raised cycle track (an exclusive bicycle facility that is physically separated from motor traffic and is distinct from the sidewalk for the exclusive use of bicycles).

The changes to transportation facilities and infrastructure under the BMSP would encompass a much larger section of Market Street than that evaluated in this study. In addition, the full scope of the changes (particularly with respect to assumptions regarding lane geometry and signal timing) has not yet been fully identified. As a result, the quantitative analysis of 2040 cumulative conditions in this study does not consider the effects of the BMSP.

[32] San Francisco Planning Department, Notice of Preparation of an Environmental Impact Report and Initial Study, March 30, 2016. Available online at http://sfmea.sfplanning.org/2014.0012E_BMS_Initial%20Study%20document-Final.pdf. Accessed April 4, 2016.

Tenderloin–Little Saigon Neighborhood Transportation Plan

The *Tenderloin–Little Saigon Neighborhood Transportation Plan* (Final Report), published and adopted by the SFCTA in 2007, identified transportation priorities for the Tenderloin/Little Saigon neighborhood, an area bounded by Post Street to the north, Market Street to the south, Powell Street to the east, and Van Ness Avenue to the west.[33]

The plan recommends various transportation improvements such as sidewalk widening; street lighting enhancements; improved crosswalk striping; new bulb-outs; street trees and other streetscape improvements; traffic signal retiming and red-light camera installation; increased enforcement of double parking; installation of NextBus signage at Muni bus stops; route simplification for transit service; new bikeways; road diets (lane reductions); and conversion of one-way streets to two-way traffic. The plan also identifies associated phasing schemes (near-term, mid-term, and long-term) for these improvements, but there are no specific funding commitments tied to the plan to implement any of its component projects.

Some of the plan's recommendations, including conversion of McAllister Street and portions of Ellis Street and Eddy Street to two-way operation, re-alignment of inbound 5 Fulton service, and bikeway improvements to McAllister Street and Seventh Street, have already been implemented through other projects.

The study identified the following one-way streets as candidates for conversion to two-way traffic:

- Cyril Magnin Street between Ellis and Eddy streets;
- Jones Street north of Market Street;
- Leavenworth Street north of McAllister Street;
- Charles J. Brenham Place and Seventh Street between McAllister and Folsom streets;
- Ellis Street west of Cyril Magnin Street;
- Eddy Street between Cyril Magnin and Larkin streets; and,
- McAllister Street between Market and Hyde streets (although buses, bicycles, taxis, and commercial vehicles are allowed to travel eastbound between Charles J. Brenham Place and Market Street).

The study also mentioned the potential consolidation of transit routes onto two-way streets:

- 5 Fulton: Consolidation of inbound service onto McAllister Street, avoiding the deviating route via Hyde Street (already implemented);

[33] San Francisco County Transportation Authority, Tenderloin-Little Saigon Neighborhood Transportation Report, Final Report, March 2007. Available online at http://www.sfcta.org/images/stories/Planning/TenderloinLittleSaigion/PDFs/tenderloin-little%20saigon%20ntp%20final.pdf. Accessed March 29, 2016.

- 19 Polk: Consolidation onto McAllister Street, avoiding the deviating route around Civic Center;
- 27 Bryant: Consolidation onto McAllister Street and Jones Street to better serve the Tenderloin; and,
- 31 Balboa: Consolidation onto Eddy Street.

Environmental clearance for the proposed conversion of Ellis Street between Cyril Magnin and Polk streets (currently one-way westbound) and Eddy Street between Larkin and Cyril Magnin streets (currently one-way eastbound) to two-way traffic has already been obtained, with the Planning Department issuing a Certificate of Determination (Exemption from Environmental Review) for the proposed changes in April 2012 as part of Case No. 2011.0963E. Due to funding availability, however, the proposed conversions were divided into two phases, with the first phase - encompassing Ellis Street between Jones and Polk streets and Eddy Street between Larkin and Leavenworth streets - completed in 2012. Phase 2 of the project, comprising the remainder of the two-way conversions, is currently in the design phase and scheduled for completion in December 2015, and has, therefore, been assumed under 2040 cumulative conditions.[34]

Vision Zero

Vision Zero SF is the City's road safety policy that will build safety and livability into San Francisco's streets, protecting the one million people who move about the City every day; the aim is to eliminate traffic deaths by 2024. In order to achieve this, a number of city agencies and departments (Public Health, Municipal Transportation Agency, Public Works, Police, Fire, Planning, Mayor's Office, Mayor's Office of Disability, Transportation Authority, Unified School District, Environment, Public Utility Commission and the Port) are collaborating on engineering, enforcement, education, evaluation and policy solutions. With respect to engineering, the WalkFirst program is one example of the efforts moving forward to improve safety for pedestrians. Another effort was the identification of 24 key projects to be delivered in 24 months, which concluded in February 2016. The following projects in the mid-Market area support the Vision Zero policy and are in various stages of planning, design and construction:[35,36,37]

[34] SFMTA, Vision Zero Projects: September 2014 Status Report, September 2014. Available online at http://sfmta.com/sites/default/files/projects/VZIP_SSB_September_2014_update_0.pdf. Accessed March 29, 2016.

[35] SFMTA, Vision Zero Projects, April 10, 2014. Available online at http://sfmta.com/sites/default/files/projects/SFMTA Vision Zero Projects 4.10.2014.pdf. Accessed March 29, 2016.

[36] SFMTA, *Vision Zero San Francisco City Team Update: 0 Traffic Deaths by 2024*, April 2014. Available online at https://www.sfmta.com/sites/default/files/projects/Task%20Force%20Presentation%20April%202014.pdf. Accessed March 29, 2016

[37] SFMTA, *Vision Zero Capital Improvement Projects*, January 2016. Available online at http://sfgov.maps.arcgis.com/apps/OnePane/basicviewer/index.html?appid=3650ae9a01f74cf886231901909b8d6c#!. Accessed March 29, 2016.

- Polk Street: Various improvements to Polk Street between Union and McAllister streets to enhance overall safety, e.g., new corner bulb-outs, bicycle lane improvements, and high visibility crosswalks. Construction is scheduled to begin in summer 2016.[38]
- Ellis Street and Eddy Street: Conversion to two-way traffic (discussed above under the *Tenderloin–Little Saigon Neighborhood Transportation Plan*).
- Howard Street: Install a separated bicycle lane on north side of Howard Street between Sixth and Tenth streets and narrow travel lanes.
- Golden Gate Avenue: Road diet from Polk to Market streets and painted safety zones, currently in the pre-development phase and scheduled for completion in the summer of 2016.
- Geary Street/Leavenworth Street: WalkFirst improvements (potentially including temporary bulbs, continental crosswalks, and a leading pedestrian interval) are currently in the pre-development phase and scheduled for completion in March 2016.
- Eddy Street/Mason Street: WalkFirst improvements (potentially including temporary bulbs, continental crosswalks, and a leading pedestrian interval) are currently in the pre-development phase and scheduled for completion in March 2016.

Safer Market Street Plan

Market Street is the location of some of the intersections with the highest rates of collisions involving pedestrians and bicycles. On August 11, 2015, as part of the Safer Market Street Plan (SMSP), turn restrictions were put into place between Third and Eighth streets such that no private automobiles can turn onto Market Street. Other SMSP improvements include the extension of transit lanes and installation of pedestrian safety features. It is expected that the SMSP will make Market Street safer for pedestrians and bicycles.

Sixth Street Improvement Project

Sixth Street south of Market Street is currently a two-way street with two lanes of traffic in both directions. South of Folsom Street, it also has tow-away zones that increase the number of lanes in operation during peak periods. This corridor has been identified as part of the City of San Francisco's High Injury Network (HIN).

Since 2011, the SFMTA has been planning on creating a multimodal corridor along Sixth Street, between Market and Brannan streets.[39] Key objectives of the Sixth Street Improvement Project include reducing the high number of pedestrian collisions present along the corridor, supporting the Sixth Street community's efforts for a more livable and safe neighborhood, and creating a

[38] SFMTA, Polk Streetscape Project. Available online at https://www.sfmta.com/projects-planning/projects/polk-streetscape-project. San Francisco Planning Department, Polk Streetscape Project. Available online at http://www.sf-planning.org/index.aspx?page=3579#boards. Accessed March 29, 2016.

[39] SFMTA, 6th Street Improvement Project. Available online at https://www.sfmta.com/projects-planning/projects/6th-street-improvement-project. Accessed March 29, 2016.

safer pedestrian environment. Several community workshops and meetings have been held since the project was initiated.

Specific physical changes under consideration for the Sixth Street Improvement project include reducing at least one travel lane in each direction ("road diet") along the segment of the Sixth Street corridor between Market and Howard streets, sidewalk widening between Market and Howard streets, installing Class II bicycle lanes between Market and Folsom streets, installing new curbs with bulb-outs, installing raised crosswalks at alleyways, creating right-turn pockets, improving pedestrian lighting, installing landscaping, and installing additional street furniture and other pedestrian amenities. Between Folsom and Brannan streets (and the portion of the west parking lane 300 feet south of the intersection of Market and Howard streets), the peak period tow-away zones on the east and west sides of Sixth Street would be rescinded and full-time parking would be restored.

It is noted that the Sixth Street Improvement Project has yet to be formally approved, and a detailed description of the improvements has yet to be published. While conceptual striping and geometry plans have been published, the SFMTA has indicated that potential measures to encourage diversion of traffic off of Sixth Street to other routes may also be implemented in coordination with the proposed road diet. The proposed improvements are still undergoing environmental review, and the extent of the project's traffic diversion components are not fully defined at this time. As a result, the quantitative analysis of cumulative conditions does not consider the effects of the Sixth Street Improvement Project.

Transit Effectiveness Project (renamed Muni Forward)

The Transit Effectiveness Project (TEP) presents a thorough review of San Francisco's public transit system, initiated by SFMTA in collaboration with the City Controller's Office. The TEP is aimed at improving reliability, reducing travel times, providing more frequent service and updating Muni bus routes and rail lines to better match current travel patterns. The Planning Department published a Draft EIR on July 12, 2013; the Final EIR was certified by the Planning Commission on March 27, 2014. The SFMTA Board of Directors approved the TEP on March 28, 2014. The TEP components will be implemented based on funding and resource availability. The first group of service improvements were implemented in Fiscal Year 2015 and additional service improvements will be implemented in subsequent phases.[40] TEP recommendations include new routes and route realignments, more service on busy routes, and

[40] San Francisco Planning Department, Transit Effectiveness Project Final EIR, certified March 27, 2014, Case File No. 2011.0558E. Available online at http://www.sf-planning.org/index.aspx?page=2970#downloads. Accessed March 29, 2016.

elimination or consolidation of certain routes or route segments with low ridership. The following changes are proposed by the TEP for routes in the vicinity of the project site:[41]

- Minor frequency changes on the F Market & Wharves, J Church, K Ingleside, T Third, L Taraval, M Ocean View, and N Judah.
- The 5R Fulton Rapid route would make local stops west of Eighth Avenue, limited stops between Eighth Avenue and Market Street, and resume local stops on Market Street to the Transbay Terminal. The 5R Fulton Rapid would be supplemented by the 5 Fulton Short-line with local service from Eighth Avenue to Downtown. Together, the 5/5R routes would serve all local stops between Ocean Beach and Downtown. The 5/5R routes would be maintained as an electric trolley coach service and bypass wires would be installed to allow limited stop buses to pass local buses between Eighth Avenue and Market Street. The midday frequency will change from 4.5 to 5 minutes. Measures identified in Transit Travel Time Reduction Proposal (TTRP.5) would be implemented to reduce transit travel time along the corridor.
- The 6 Parnassus route would not be modified. Weekday AM and PM peak frequencies will change from 10 minutes to 12 minutes.
- 7/7R Haight Noriega – The 7R Haight-Noriega Rapid, which operates only in the peak period and peak direction, replaces the 7 Haight-Noriega and provides all day limited-stop service on Haight Street in both directions. The route makes local stops west of Stanyan Street and limited stops between Stanyan and Market streets. The midday frequency will change from 12 to 10 minutes. Measures identified in TTRP.71 would be implemented to reduce transit travel time along the corridor.
- The 7X Noriega Express route would be extended to Market and Spear streets in the Financial District (currently stops at Fourth Street).
- The 9 San Bruno/9R San Bruno Rapid routes would not be modified; however, measures identified in TTRP.9 would be implemented to reduce transit travel time along the corridor.
- 14 Mission/14R Mission Rapid – Service will operate using motor coach rather than trolley buses. Measures identified in TTRP.14 would be implemented to reduce transit travel time along the corridor.
- The 14X Mission Express route would not be modified. Measures identified in TTRP.14 would be implemented to reduce transit travel time along the corridor.
- The 19 Polk route would be modified in the Civic Center area to reduce travel times in both directions. The inbound route would run from Seventh and McAllister streets to Polk Street, and the outbound route would run from Polk Street, to McAllister Street, to Hyde Street. The 19 Polk would no longer run on Market Street (between Seventh and Ninth streets), Larkin, Eddy or Hyde streets (between Eddy and McAllister streets), or on Geary Boulevard, between Larkin and Polk streets.

[41] SFMTA, Transit Effectiveness Project Implementation Workbook, March 24, 2014. Note that the names of some routes have changed, e.g., Limited routes, designated with an "L," are now Rapid routes, designated with an "R." Available online at http://www.sfmta.com/fr/news/project-updates/tep-implementation-workbook-outreach-summary-now-available. Accessed March 29, 2016.

- The 21 Hayes route would not be modified. Weekday AM peak frequency will change from 9 minutes to 8 minutes. Weekday PM peak frequency will change from 10 minutes to 9 minutes.
- The 27 Bryant route would not be modified.
- The 30 Stockton route would not be modified. Service will operate using 60-foot-long articulated buses. Measures identified in TTRP.30 would be implemented to reduce transit travel time along the corridor.
- The 31 Balboa route would not be modified. Weekday PM peak frequency will change from 12 minutes to 10 minutes.
- The 45 Union/Stockton route would not be modified.

In the vicinity of the project site, Muni Forward also includes two alternatives for the TTRP along Mission Street. The TTRP.14 Moderate Alternative would extend the existing transit-only lane hours of 4 to 6 PM in both directions and 7 to 9 AM in the inbound direction to full-time for the segment of Mission Street between Fourth and Eleventh streets. In addition, the existing 7 AM to 6 PM hours of the Mission Street transit-only lanes between Fourth and Main streets in the outbound direction and between Fourth and Beale streets in the inbound direction would be extended to full-time.

In February 2016, the SFMTA initiated implementation of the TTRP.14 on Mission Street between 14th and 30th streets. Transit-only lanes will be implemented on Mission Street traveling southbound between 14th and Cesar Chavez streets, and northbound and southbound between Cesar Chavez and 30th streets. In addition, a number of stops will be consolidated, left turns will be restricted at all intersections in this segment, and in the northbound direction there will be forced right-turns for all vehicles excluding transit, emergency vehicles, and taxis in the segment between 14th and 26th streets. These improvements are scheduled to be implemented by May 2016.

Methodology

Future 2040 cumulative conditions were estimated based on cumulative development and growth identified by the SFCTA's San Francisco Chained Activity Model Process (SF-CHAMP) travel demand model, using model output that represents existing conditions and model output that represent 2040 cumulative conditions.

Cumulative VMT Impacts

Impact C-TR-1: The proposed project, in combination with past, present and reasonably foreseeable future projects, would not contribute to regional VMT in excess of expected levels. (*Less than Significant*)

VMT Analysis – Residential

San Francisco 2040 cumulative conditions were projected using a SF-CHAMP model run, using the same methodology as outlined for existing conditions, but includes residential and job growth estimates and reasonably foreseeable transportation investments through 2040. The projected 2040 average daily VMT per capita for residential uses is 1.6 for the TAZ the project site is located in, TAZ 296. This is 90.1 percent below the projected 2040 regional average daily VMT per capita of 16.1. Given that the project site is located within an area of the City where the projected 2040 average VMT per capita is more than 15 percent below the projected 2040 regional average daily VMT per capita, the proposed residential land use would not result in substantial additional VMT. Therefore, the proposed project would not contribute considerably to any substantial cumulative increase in VMT. Furthermore, the project site meets the Proximity to Transit Stations screening criterion, which also indicates the proposed project's residential uses would not cause substantial additional VMT.[42]

VMT Analysis – Retail/Restaurant

The projected 2040 average work-related VMT per retail employee is 7.5 for TAZ 296. This is 48.6 percent below the projected 2040 regional average daily work-related VMT per retail employee of 14.6. Given that the project site is located within an area of the City where the projected 2040 average work-related VMT per retail employee is more than 15 percent below the projected 2040 regional average work-related VMT per retail employee, the proposed retail/restaurant land use would not result in substantial additional VMT. Therefore, the proposed project would not contribute considerably to any substantial cumulative increase in VMT. Furthermore, the project site meets the Proximity to Transit Stations screening criterion, which also indicates the proposed project's retail/restaurant uses would not cause substantial additional VMT.[43]

Induced Automobile Travel Analysis

The proposed project is not a transportation project. However, the proposed project would include features that would alter the transportation network. These features would be sidewalk widening, on-street loading zones, and curb cuts. As discussed under the "Approach to Analysis" on pp. 4.C.32-4.C.33, these features fit within the general types of projects identified above that would not substantially induce automobile travel.[44] Therefore, the proposed project would not have a considerable contribution to any substantial cumulative increase in automobile travel.

[42] San Francisco Planning Department, *Eligibility Checklist: CEQA Section 21099 – Modernization of Transportation Analysis* for 1028 Market Street, April 4, 2016.
[43] Ibid
[44] Ibid.

Cumulative Transit Impacts

Impact C-TR-2: The proposed project, in combination with past, present and reasonably foreseeable future development, would not contribute to significant cumulative transit impacts on local or regional transit capacity. (*Less than Significant*)

Muni

The 2040 cumulative transit screenline analysis accounts for ridership and/or capacity changes associated with the TEP, the Central Subway Project (which is scheduled to open in 2019), the new Transbay Transit Center, the electrification of Caltrain, and expanded Water Emergency Transportation Authority ferry service. Existing and 2040 cumulative conditions for the weekday PM peak hour for the Muni screenlines are presented in Table 4.C.17: Muni Screenlines – Existing and 2040 Cumulative Weekday PM Peak Hour Conditions. The 2040 cumulative transit screenline analysis was developed by SFMTA based on the SFCTA travel demand model analysis. Forecasted future hourly ridership demand was then compared to expected hourly capacity, as determined by the likely route and headway changes identified in the TEP to estimate capacity utilization for 2040 cumulative conditions. The future 2040 cumulative analysis assumes changes to the capacity of the routes as identified by route changes and headway changes indicated within the recommended Muni Forward.

As indicated in Table 4.C.17, for 2040 cumulative conditions during the weekday PM peak hour, the capacity utilization of the Northeast and Southwest screenlines and corridors within the screenlines would be less than Muni's 85 percent capacity utilization standard. However, under 2040 cumulative conditions, the capacity utilization on a number of corridors within the Northwest and Southeast screenlines and on the Northwest screenline would increase and exceed the 85 percent capacity utilization standard during the weekday PM peak hour.

The proposed project would generate 52 transit trips during the weekday PM peak hour that would contribute to ridership on the Northeast (24 transit trips), Northwest (10 transit trips), Southeast (12 transit trips), and Southwest (6 transit trips) screenlines. As noted in Table 4.C.17, the Northwest screenline and the California, Sutter/Clement, and Fulton/Hayes corridors within the Northwest screenline as well as the Southeast screenline and the Mission and San Bruno/Bayshore corridors would operate at more than the 85 percent capacity utilization standard. The proposed project's contribution to ridership on the screenlines and corridors were examined to determine if the contribution would be considered significant (i.e., more than 5 percent). The proposed project would contribute no more than 0.22 percent to ridership for any of the Muni screenlines or corridors that would exceed the 85 percent capacity utilization standard under 2040 cumulative conditions (California, Sutter/Clement, Fulton/Hayes, Mission, and the San Bruno/Bayshore corridors). Therefore, cumulative impacts on the Muni screenlines during the weekday PM peak hour were determined to be less than significant.

Table 4.C.17: Muni Screenlines – Existing and 2040 Cumulative Weekday PM Peak Hour Conditions

Screenline/ Corridor	Existing Weekday PM Peak Hour (Outbound) Conditions			2040 Cumulative Weekday PM Peak Hour (Outbound) Conditions		
	Hourly Ridership	Hourly Capacity	Capacity Utilization	Hourly Ridership	Hourly Capacity	Capacity Utilization
Northeast						
Kearny/Stockton	2,245	3,327	67.5%	6,295	8,329	75.6%
Other	683	1,078	63.4%	1,229	2,065	59.5%
Subtotal	*2,928*	*4,405*	*66.5%*	*7,524*	*10,394*	*72.4%*
Northwest						
Geary	1,964	2,623	74.9%	2,996	3,621	82.7%
California	1,322	1,752	75.5%	1,766	2,021	**87.4%**
Sutter/Clement	425	630	67.5%	749	756	**99.1%**
Fulton/Hayes	1,184	1,323	**89.5%**	1,762	1,878	**93.8%**
Balboa	625	974	64.2%	776	974	79.7%
Subtotal	*5,520*	*7,302*	*75.8%*	*8,049*	*9,250*	***87.0%***
Southeast						
Third	782	793	**98.6%**	2,300	5,712	40.3%
Mission	1,407	2,601	54.1%	2,673	3,008	**88.9%**
San Bruno/Bayshore	1,536	2,134	72.0%	1,817	2,134	**85.1%**
Other	1,084	1,675	64.7%	1,582	1,927	82.1%
Subtotal	*4,809*	*7,203*	*66.8%*	*8,372*	*12,781*	*65.5%*
Southwest						
Subway	4,904	6,164	79.6%	5,692	6,804	83.7%
Haight/Noriega	977	1,554	62.9%	1,265	1,596	79.3%
Other	555	700	79.3%	380	840	45.2%
Subtotal	*6,436*	*8,418*	*76.5%*	*7,337*	*9,240*	*79.4%*
Total	19,693	27,328	72.1%	31,282	41,665	75%

Note:
A screenline or corridor operating with utilization greater than 85 percent is considered at capacity. Utilization at this threshold or higher is highlighted in **bold**.

Sources: San Francisco Planning Department Memorandum – Transit Data for Transportation Impact Studies, May 2015; Stantec Consulting, June 2016.

In considering cumulative conditions, the SFMTA would, over time and as part of their operational practices, continue to monitor Muni service citywide and reporting on meeting service goals and capacity utilization standards, with the goal of providing additional capacity or other service changes which would thereby reduce peak hour capacity utilization to less than the performance standard, where feasible.

Regional Transit

Table 4.C.18: Regional Transit Screenlines – Existing and 2040 Cumulative Weekday PM Peak Hour Conditions provide a comparison of the existing and 2040 cumulative transit ridership and capacity utilization for each of the regional transit screenlines and regional transit service providers for the weekday PM peak hours. As indicated in Table 4.C.18, all regional transit service providers are projected to operate under their respective capacity utilization standards in 2040 during the weekday PM peak hour. The proposed project would add 47 new transit trips to

the regional transit providers during the weekday PM peak hour (20 transit trips to the East Bay, 15 transit trips to the North Bay, and 12 transit trips to the South Bay). The contributions of the proposed project to the East Bay (0.05 percent), North Bay 0.41 percent), and the South Bay (0.07 percent) regional transit screenlines would not be considerable and would not contribute to any significant cumulative regional transit impacts.

Table 4.C.18: Regional Transit Screenlines – Existing and 2040 Cumulative Weekday PM Peak Hour Conditions

Screenline/Operator	Existing Weekday PM Peak Hour (Outbound) Conditions			2040 Cumulative Weekday PM Peak Hour (Outbound) Conditions		
	Hourly Ridership	Hourly Capacity	Capacity Utilization	Hourly Ridership	Hourly Capacity	Capacity Utilization
East Bay						
BART	19,716	22,050	89.4%	30,383	33,170	91.6%
AC Transit	2,256	3,926	57.5%	7,000	12,000	58.3%
Ferry	805	1,615	49.8%	5,319	5,940	89.5%
Subtotal	***22,777***	***27,591***	***82.6%***	***42,702***	***51,110***	***83.5%***
North Bay						
GGT buses	1,384	2,817	49.1%	2,070	2,817	73.5%
Ferry	968	1,959	49.4%	1,619	1,959	82.6%
Subtotal	***2,352***	***4,776***	***49.2%***	***3,689***	***4,776***	***77.2%***
South Bay						
BART	10,682	14,910	71.6%	13,971	24,182	57.8%
Caltrain	2,377	3,100	76.7%	2,529	3,600	70.3%
SamTrans	141	320	44.1%	150	320	46.9%
Ferries	0	0	0%	59	200	29.5%
Subtotal	***13,200***	***18,330***	***72.0%***	*16,709*	*28,302*	*59.0%*
Total for All Screenlines	**38,329**	**50,697**	**75.6%**	*63,100*	*84,188*	*75.0%*

Sources: San Francisco Planning Department Memorandum – Transit Data for Transportation Impact Studies, May 2015; Stantec Consulting, June 2016.

Conclusion

For the above reasons, the proposed project, in combination with past, present and reasonably foreseeable future development, would not contribute considerably to any significant cumulative impacts on local and regional transit capacity.

Cumulative Pedestrian Impacts

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

Pedestrian impacts by their nature are site-specific and generally do not contribute to impacts from other development projects. The proposed project would not result in overcrowding of sidewalks or create new potentially hazardous conditions for pedestrians under existing or 2040 cumulative conditions. On the contrary, the proposed project would improve pedestrian circulation adjacent to the project site by reconstructing and widening the Golden Gate Avenue

sidewalk to 16 feet, thereby meeting the BSP-recommended 15-foot width for Downtown Commercial Streets.

Walk trips may increase between the completion of the proposed project and 2040 due to growth in the project vicinity (such as the planned 1066 Market Street project located adjacent to the project site and other proposed projects). See Section 4.A, Introduction, pp. 4.A.5-4.A.8, for the list of cumulative projects. The number of vehicle trips on Golden Gate Avenue and Market Street are not projected to substantially increase over existing conditions, as future projects would displace surface parking lots and other land uses that accommodate and/or generate vehicle trips. For example the proposed projects at 1066 Market Street and 19-25 Mason Street/2-16 Turk Street would eliminate existing surface parking lots (140 and 72 parking spaces, respectively), and both projects would provide limited on-site parking for the residential uses (68 spaces for the 155 residential units for 19-25 Mason Street/2-16 Turk Street and 102 spaces for the 304 residential units for 1066 Market Street). It is expected that future increases in pedestrian activities would be accommodated by the existing pedestrian network as well as the planned pedestrian improvements in the project vicinity, including the proposed project's streetscape improvements, and other improvements per Vision Zero projects such as the BMSP, SMSP, the Golden Gate Avenue Road Diet, and the Sixth Street Improvement Project.

At most of the study intersections, there is a projected increase in background vehicle traffic between existing plus project and 2040 cumulative conditions, although with implementation of the BMSP, SMSP, the Golden Gate Avenue Road Diet, and the Sixth Street Improvement Project, which would limit private vehicle access on Market Street and eliminate travel lane(s) on Golden Gate Avenue and Sixth Street, traffic volumes on Market Street and Golden Gate Avenue would be similar to existing conditions. The overall increase in traffic volumes under 2040 cumulative conditions would result in an increase in the potential for vehicle-pedestrian conflicts at intersections in the study area as well as where the project driveway intersects with the Golden Gate Avenue sidewalk. Implementation of Improvement Measure I-TR-3: Implement Audible Warning Device (see p. 4.C.46) would reduce the potential for pedestrian-vehicle conflicts at the proposed driveway location.

Thus, the proposed project, in combination with other projects in the vicinity and cumulative growth, would not result in overcrowding of sidewalks, create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility to the project site and adjoining areas. Therefore, the proposed project, in combination with past, present and reasonably foreseeable development, would result in less-than-significant cumulative impacts on pedestrians and nearby pedestrian facilities.

Cumulative Bicycle Impacts

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

Bicycle impacts by their nature are site-specific and generally do not contribute to impacts from other development projects. The proposed project would not contribute considerably to significant cumulative bicycle circulation impacts in the area; although some of the project-related travel demand would occur by bicycle. Bicycle trips in the vicinity of the project site may increase between project implementation and 2040 cumulative conditions due to general growth in the area. Implementation of the proposed Golden Gate Avenue Road Diet would enhance conditions for bicyclists on the segment of Golden Gate Avenue between Polk and Market streets by adding a Class II bicycle facility. The designs of the improvements are currently being developed, and construction is scheduled to begin in late 2016. Implementation of the Sixth Street Improvement Project would add a new southbound bicycle lane (Class II bicycle facility) on Sixth Street that would connect with the proposed Class II bicycle facility on Golden Gate Avenue. As noted above, the design for the improvements along Sixth Street are currently in a preliminary stage and the project has not been through the City's environmental review process. Implementation of the proposed Polk Streetscape Project would enhance conditions for bicyclists on the segment of Polk Street between Union and McAllister streets. The designs of the improvements are currently being developed, and construction is scheduled to begin in summer 2016. The Better Market Street Project, if implemented, would improve the Class II bicycle facilities on Market Street and/or Mission Street, depending on the alternative selected for implementation. The proposed project would not conflict with these plans and there are no other transportation network changes in the San Francisco Bicycle Plan or Vision Zero planned on streets in the vicinity of the project site that would affect bicycle travel.

At most of the study intersections, there is a projected increase in background vehicle traffic between existing plus project and 2040 cumulative conditions, which may result in an increase in vehicle-bicycle conflicts at intersections and driveways in the study area. While there would be a general increase in vehicle traffic under 2040 cumulative conditions, the proposed project would not create potentially hazardous conditions for bicycles, or otherwise interfere with bicycle accessibility to the site and adjoining areas, or substantially affect the Class II bicycle route on Market Street. Therefore, the proposed project, in combination with past, present and reasonably foreseeable future development, would result in less-than-significant cumulative impacts on bicyclists.

Cumulative Loading Impacts

Impact C-TR-5: The proposed project, in combination with past, present and reasonably foreseeable future development in the project vicinity, would not contribute considerably to any significant cumulative loading impacts. (*Less than Significant*)

Loading impacts, like pedestrian and bicycle impacts, are by their nature localized and site-specific, and would not contribute to impacts from other development projects in the vicinity of the project site. Moreover, the proposed project would not result in loading impacts, as the estimated loading demand (a maximum of three loading spaces during the peak hour and a maximum of 2 loading spaces during the average hour of loading activities) would be met through the on-street commercial loading space on Golden Gate Avenue that would be requested by the project sponsor, on-site service vehicle loading spaces in the below-grade parking garage, and the existing on-street commercial loading spaces near the project site. The 1066 Market Street project, located directly to the west of the project site, will include about 304 residential units and about 4,540 gsf of ground floor retail. These uses would generate about eight daily truck trips, and result in a demand for less than one loading space during the peak and average hours of loading activities. The 1066 Market Street building would include an off-street loading space with access from Golden Gate Avenue and an on-street commercial loading space on the east side of Jones Street, directly west of the project site. The planned off-street loading space, planned commercial loading space, and the existing on-street commercial loading spaces on Jones Street, Golden Gate Avenue, and Market Street would accommodate the 1066 Market Street building's loading demand. As described above, the Better Market Street Project, if implemented, would eliminate the 75-foot-long recessed commercial loading bay on Market Street adjacent to the project site, depending on the alternative selected for implementation. If commercial loading zones are eliminated on Market Street as part of the Better Market Street Project, new loading spaces could be created on adjacent cross streets and alleys (e.g., on Golden Gate Avenue, Jones Street, or Taylor Street) to accommodate the loading demand. Therefore, the proposed project, in combination with past, present and reasonably foreseeable development in the project vicinity, would result in less-than-significant cumulative loading impacts.

Cumulative Emergency Vehicle Access Impacts

Impact C-TR-6: The proposed project, in combination with past, present and reasonably foreseeable future development, would not contribute considerably to any significant cumulative emergency vehicle access impacts. (*Less than Significant*)

Emergency vehicle access impacts by their nature are site-specific and generally do not contribute to impacts from other development projects. The proposed project would not contribute considerably to cumulative emergency vehicle access impacts in the area. With implementation of the proposed project, emergency vehicle access to the project site would remain unchanged

from existing conditions. With implementation of the Golden Gate Avenue Road Diet, the removal of one eastbound travel lane (from three lanes to two) and the striping of a new eastbound bicycle lane would not have a substantial effect on emergency vehicle access on Golden Gate Avenue. With implementation of the Golden Gate Avenue Road Diet as well as the Better Market Street Project and the Sixth Street Improvement Project, emergency service providers may adjust travel routes to respond to incidents; however, emergency vehicle access in the area would not be substantially affected. Therefore, the proposed project, in combination with past, present and reasonably foreseeable development, would result in less-than-significant cumulative emergency vehicle access impacts.

Cumulative Construction Impacts

Impact C-TR-7: The proposed project, in combination with past, present and reasonably foreseeable future development in the project vicinity, would not contribute considerably to any significant cumulative construction-related transportation impacts. (*Less than Significant*)

The construction of the proposed project may overlap with the construction of the reasonably foreseeable projects listed on p. 4.A.7, including the 1066 Market Street, adjacent to the project site. Other projects such as the Market Place project at 939-965 Market Street and the rehabilitation of the Renoir Hotel are currently under construction. In addition, streetscape improvements associated with Vision Zero and San Francisco Bicycle Plan projects in the immediate vicinity, e.g., Golden Gate Avenue Road Diet and the Sixth Street Improvement Project, may overlap with construction of the proposed project. The Golden Gate Avenue Road Diet is expected to be constructed in late 2016. The construction timeline for the Sixth Street Improvement Project has not been identified; however, preliminary information indicates that construction may start in 2018. Preliminary information on construction of the proposed Better Market Street Project improvements indicates that they are projected to occur in 2018, and, depending on the alternative selected for implementation, may partially overlap with proposed project construction.

Overall, localized cumulative construction-related transportation impacts could occur as a result of cumulative projects in the vicinity of the project site that generate increased construction-related traffic at the same time and on the same roads as the proposed project. The construction manager for each project would be required to work with the various departments of the City to develop a detailed and coordinated plan that would address construction vehicle routing, traffic control, and pedestrian movement adjacent to the construction area for the duration of any overlap in construction activity. Improvement Measure I-TR-7a: Construction Management and Improvement Measure I-TR-7b: Limited Delivery Time (see pp. 4.C.55-4.C.56) would reduce the proposed project's less-than-significant impacts related to potential conflicts between construction activities and pedestrians, transit, and autos, and includes provisions for construction

truck traffic management, project construction updates for adjacent businesses and residents, and carpool and transit access for construction workers.

The combined impacts of multiple nearby construction projects would not be cumulatively considerable, as the construction would be of temporary duration, and the project sponsor would be required to coordinate with various City departments such as SFMTA and DPW, and through the ISCOTT (for temporary sidewalk and travel lane closures) to develop coordinated plans that would address construction-related vehicle routing and pedestrian movements adjacent to the construction area for the duration of construction overlap. Therefore, the proposed project, in combination with past, present and reasonably foreseeable development in the project vicinity, would result in less-than-significant cumulative construction-related transportation impacts.

5. OTHER CEQA ISSUES

A. GROWTH-INDUCING IMPACTS

As required by CEQA Guidelines Section 15126.2(d), an EIR must consider the ways in which the proposed project could directly or indirectly foster economic or population growth, or the construction of additional housing. Growth-inducing impacts can result from the elimination of obstacles to growth; through increased stimulation of economic activity that would, in turn, generate increased employment or demand for housing and public services; or as a result of policies or measures which do not effectively minimize premature or unplanned growth. Examples of projects likely to have substantial or adverse growth-inducing effects include expansion of infrastructure systems beyond what is needed to serve current demand in the project vicinity, and development of new residential uses in areas that are currently sparsely developed or undeveloped. The following discussion considers whether implementation of the proposed project could potentially affect growth elsewhere in San Francisco and in the region.

The proposed project would intensify development on the project site by introducing new residential and retail/restaurant uses. Population growth in the project vicinity would be a direct impact of the proposed project. Among the basic objectives of the proposed project is to increase the City's supply of housing in an area designated for higher density due to its proximity to downtown and accessibility to local and regional transit. If the proposed project were implemented, the addition of 186 residential units would increase the population on the project site by approximately 422 residents.[1,2] Although this increase would represent approximately 0.05 percent of citywide population growth between 2010 and 2040, population growth attributable to the proposed project would be consistent with City and regional population projections. The 186 new residential units would increase the City's overall housing stock, but implementation of the proposed project would not represent significant growth in housing in the context of the City as a whole. The maximum of 186 residential units proposed in the project would represent a negligible percentage of the projected household growth in the region (700,067 households) between 2010 and 2040.[3]

The proposed project would introduce commercial activity and employment to the site, estimated at approximately 31 employees, 28 associated with the retail/restaurant uses and 3 associated with

[1] Association of Bay Area Governments (ABAG), *Projections 2013*, p. 74. ABAG's household size projection for San Francisco for 2015 (2.27 persons) was used because it is more conservative.

[2] U.S. Census Bureau, 2009-2013 5-Year American Community Survey, Selected Housing Characteristics. Available online at http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk. Accessed March 25, 2016. Census Tract 125.01 had an average household size of approximately 1.6 persons.

[3] ABAG, Projections 2013, p. 19.

the building management office.[4] San Francisco's employment base is projected to increase by approximately 142,080, from about 617,420 total jobs in 2015 to approximately 759,500 in 2040.[5] Even if all of the 31 employees associated with the proposed project were conservatively assumed to be new to San Francisco, the project-related employment growth would represent considerably less than 1 percent (0.02 percent) of the City's estimated job growth between the years 2015 and 2040. This estimated increase in employment would be negligible in the context of total jobs in San Francisco. Therefore, implementation of the proposed project would not induce substantial growth or concentration of employment that would cause a substantial adverse physical change to the environment.

The project site is located in an urban area that is already served by the City's municipal infrastructure and public services as well as retail and other services for residential uses. No expansion to municipal infrastructure or public services is included and none would be required to accommodate new development associated with the proposed project, either directly or indirectly. The proposed project would not result in development of new public services that would accommodate significant growth in the City or the region.

The proposed project would provide for high-density residential growth supported by existing community facilities, public services, transit service and infrastructure, and public utilities. To the extent that this growth would have been otherwise accommodated at other Bay Area locations, the proposed project would focus growth on an underused infill site near existing regional employment centers and existing and planned transit facilities, infrastructure, retail services, and cultural and recreational facilities.

The proposed project would contribute to meeting the Association of Bay Area Governments' (ABAG's) regional housing objectives and would conform with ABAG's regional goals to focus growth and development by creating compact communities with a diversity of housing, jobs, activities, and services; increasing housing supply; improving housing affordability by meeting the City's inclusionary affordable housing requirements; and increasing transportation efficiency and choices through the development of a Transportation Demand Management Plan and the incorporation of improvement measures that improve local traffic conditions and that encourage and promote transit use and bicycling, thereby helping the overall transportation system move more people more efficiently.[6]

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[4] San Francisco Planning Department, *Transportation Impact Guidelines for Environmental Review*, October 2002, Appendix C, Table C-1. Employment factors of 350 gsf and 276 gsf per employee are used for general retail/restaurant and office uses, respectively. Based on 9,657 gsf of retail/restaurant space and 778 gsf of office space, there would be 31 employees.

[5] ABAG, *Projections 2013*, p. 75.

[6] ABAG administers the FOCUS program, in partnerships with MTC, BCDC, and BAAQMD. FOCUS is a regional development and conservation strategy that promotes more compact land use patterns in the Bay Area.

As discussed in more detail in the Initial Study on pp. 60-61 under Impact C-PH-1 (see Appendix A to this EIR), population increases attributable to the implementation of the proposed project in combination with past, present, and reasonably foreseeable future projects would not result in substantial population growth in the City that has not already been accounted for in ABAG projections for the City and the region. Based on the preceding discussion and analysis, the proposed project would not have a substantial growth-inducing impact, and no mitigation measures are necessary.

B. SIGNIFICANT UNAVOIDABLE IMPACTS

In accordance with CEQA Section 21067 and CEQA Guidelines Section 15126(b) and Section 15126.2(b), the purpose of this section is to identify significant environmental impacts that could not be eliminated or reduced to less-than-significant levels by implementation of mitigation measures included in the proposed project or identified in Chapter 4, Environmental Setting and Impacts. The findings of significant impacts are subject to final determination by the San Francisco Planning Commission as part of the certification process for this EIR. If necessary, this chapter will be revised in the Final EIR to reflect the findings of the Planning Commission.

As identified in Section 4.B, Historic Architectural Resources, under Impact CR-1, demolition of the 1028 Market Street building would result in a significant and unavoidable impact to the MSTL District. The MSTL Districted is included on the National Register of Historic Places and is considered to be a historical resource under CEQA. Implementation of Mitigation Measures M-CR-1a: Documentation and M-CR-1b: Interpretation (see pp. 4.B.32-4.B.33) would reduce this adverse impact to the MSTL District, but not to a less-than-significant level. Therefore this impact would be considered significant and unavoidable.

As discussed under Impact CR-2, the proposed construction of the new building on the project site would result in a significant and unavoidable impact to the MSTL District because the height and scale of the proposed new building would not be compatible with the MSTL District and views of the Golden Gate Theatre Dome would be obscured. The effect of the proposed new building on the significance of the MSTL District would be considered unavoidable under the proposed project because no effective mitigation is available that would avoid or substantially reduce the significant impact of the proposed new building on the MSTL District. Such a mitigation measure would require fundamental changes to the height and massing and program of the new building such that it would constitute a substantially different project than the one proposed.

C. AREAS OF KNOWN CONTROVERSY AND ISSUES TO BE RESOLVED

An Environmental Evaluation Application for the proposed project at 1028 Market Street was submitted to the Planning Department on April 17, 2014. The Planning Department prepared an Initial Study and published a Notice of Preparation of an EIR on February 17, 2016, announcing the intent to prepare and distribute a focused EIR (the NOP/IS is included as Appendix A to this EIR). Publication of the NOP/IS initiated a 30-day public review and comment period that began on February 18, 2016, and ended on March 18, 2016. Individuals and agencies that received these notices included owners of properties within 300 feet of the project site, and potentially interested parties, including regional and state agencies. During the public review and comment period, two comment letters were submitted to the Planning Department by interested parties.

On the basis of public comments on the NOP/IS, potential areas of controversy for the proposed project include the following:

- **Project Characteristics:** The proposed project's mix of affordable housing units should include more family-sized units.
- **Transportation and Circulation:** Effects on pedestrian safety, especially given the percentage of seniors and people with disabilities in the Tenderloin neighborhood, and construction effects on patrons of nearby entertainment venues.
- **Noise:** Effects of construction noise on patrons of nearby entertainment venues and the measures in place to address disruptions associated with construction of the proposed project.
- **Cumulative Impacts:** Socio-economic impacts on the Tenderloin community from cumulative development in the project site vicinity.

An additional area of controversy may emerge regarding the provisions of CEQA Section 21099 as they relate to the proposed project and this EIR. Section 21099(d) directs that the aesthetic and parking impacts of mixed-use residential infill projects located in transit priority areas are not considered impacts on the environment under CEQA. The proposed project meets the definition of a mixed-use residential infill project in a transit priority area. Accordingly, this EIR does not contain a separate discussion of the topic of aesthetics. The EIR nonetheless provides visual simulations for informational purposes as part of Chapter 2, Project Description.

In addition, CEQA Section 21099(b)(1) requires that the Governor's Office of Planning and Research (OPR) develop revisions to the CEQA Guidelines establishing criteria for determining the significance of transportation impacts of projects that promote the "reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses." CEQA Section 21099(b)(2) states that upon certification of the revised CEQA Guidelines for determining transportation impacts pursuant to Section 21099(b)(1), automobile delay, as

described solely by level of service (LOS) or similar measures of vehicular capacity or traffic congestion, shall not be considered a significant impact on the environment under CEQA.

In January 2016, OPR published for public review and comment a *Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA*[7] (proposed transportation impact guidelines) recommending that transportation impacts for projects be measured using a vehicle miles traveled (VMT) metric, rather than the LOS metric. VMT measures the amount and distance that a project might cause people to drive, accounting for the number of passengers within a vehicle.

OPR's proposed transportation impact guidelines provides substantial evidence that VMT is an appropriate standard to use in analyzing transportation impacts to protect environmental quality and a better indicator of greenhouse gas, air quality, and energy impacts than automobile delay. Acknowledging this, San Francisco Planning Commission Resolution 19579, adopted on March 3, 2016:

- Found that automobile delay, as described solely by LOS or similar measures of vehicular capacity or traffic congestion, shall no longer be considered a significant impact on the environment pursuant to CEQA, because it does not measure environmental impacts and therefore it does not protect environmental quality.
- Directed the Environmental Review Officer to remove automobile delay as a factor in determining significant impacts pursuant to CEQA for all guidelines, criteria, and list of exemptions, and to update the Transportation Impact Analysis Guidelines for Environmental Review and Categorical Exemptions from CEQA to reflect this change.
- Directed the Environmental Planning Division and Environmental Review Officer to replace automobile delay with VMT criteria, which promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses, consistent with proposed and forthcoming changes to the CEQA Guidelines by OPR.

Planning Commission Resolution 19579 became effective immediately for all projects that have not received a CEQA determination and all projects that have previously received CEQA determinations, but require additional environmental analysis.

Accordingly, this EIR does not contain a discussion of automobile delay impacts. Instead, a VMT and induced automobile travel impact analysis is provided in Section 4.C, Transportation and Circulation. Nonetheless, automobile delay may be considered by decision-makers, independent of the environmental review process, as part of their decision to approve, modify, or disapprove the proposed project. (See Section 4.A, Introduction, pp. 4.A.1-4.A.3, for further discussion of CEQA Section 21099.)

[7] Governor's Office of Planning and Research (OPR), *Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA*, January 2016. Available online at https://www.opr.ca.gov/s_sb743.php. Accessed March 25, 2016.

6. ALTERNATIVES

A. INTRODUCTION

This chapter identifies alternatives to the proposed project and compares the environmental effects associated with them to those of the proposed project. CEQA Guidelines Section 15126.6(a) requires that an EIR evaluate "a range of reasonable alternatives to the project, or the location of the project, which would feasibly attain most of the basic project objectives but would avoid or substantially lessen any of the significant effects, and evaluate the comparative merits of the alternatives." The alternatives considered should focus on elimination or reduction of significant adverse impacts caused by the proposed project. An EIR need not consider every conceivable alternative to the project. Rather, it must consider a reasonable range of potentially feasible alternatives that will foster informed decision-making and public participation. An EIR is not required to consider alternatives that are infeasible. The final determination of feasibility will be made by City decision-makers based on substantial evidence in the record, which includes, but is not limited to, information presented in the EIR, comments received on the Draft EIR, and responses to those comments.

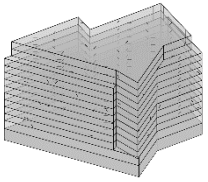
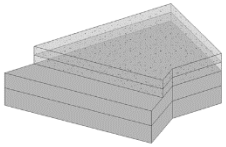
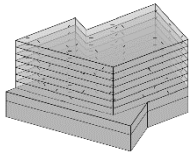
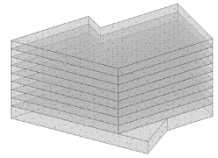
As identified in Chapter 4, Environmental Setting and Impacts, the EIR concludes that the project, if implemented as proposed, would result in significant and unavoidable impacts related to Historic Architectural Resources. The intent of the alternatives discussed below is to consider building design and development programs that could avoid or lessen any of the significant impacts resulting from development (demolition and new construction) under the proposed project, while addressing most of the project objectives.

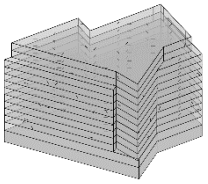
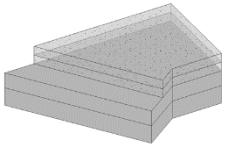
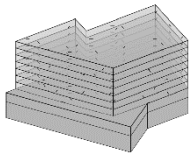
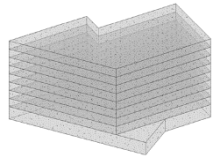
Four alternatives are evaluated in this chapter:

- No Project Alternative
- Full Preservation Alternative
- Partial Preservation Alternative
- Compatible Design Alternative

Table 6.1: Comparison of Characteristics and Significant Impacts of the Proposed Project with EIR Alternatives compares the main features of the proposed project to those of the alternatives, and contrasts each of the proposed project's significant and unavoidable impacts to the level of significance with each alternative.

Table 6.1: Comparison of Characteristics and Significant Impacts of the Proposed Project with EIR Alternatives

	Proposed Project 	**No Project Alternative** **[assumes no change to the site]**	**Full Preservation Alternative** 	**Partial Preservation Alternative** 	**Compatible Design Alternative** 
Legend: NI = No Impact; LS = Less than Significant; S = Significant; SU = Significant and unavoidable; SUM = Significant and unavoidable impact with mitigation; NA = Not Applicable					
Description					
Height at Market Street [a]	127 feet	37 feet	57 feet	107 feet	95 feet
Number of Stories	13 stories	2	4	9	9
Number of Residential Units [b]	186 (117/69)	N/A	20 (8/12)	112 (89/23)	112 (73/39)
GSF by Use					
Residential [c]	153,095 gsf	N/A	28,006 gsf	100,533 gsf	98,543 gsf
Retail/Restaurant	9,657 gsf	N/A	10,000 gsf	6,700 gsf	9,000 gsf
Commercial	None	N/A	15,000 gsf	None	None
Below Grade Parking, Building Storage, Bicycle Storage, Mechanical, and Circulation Space	15,556 gsf	N/A	None	None	15,000 gsf
Total GSF	***178,308 gsf***	***33,310 gsf***	***53,006 gsf***	***107,233 gsf***	***122,543 gsf***
Parking and Loading					
Residential Spaces [d]	39 (2)	N/A	0	0	8 (1)
Car-share Spaces	1 [e]	N/A	0	0	1 [e]
Service Vehicle Loading Spaces	2 [f]	N/A	0	0	2
Total Parking and Loading Spaces [g]	***42***	***N/A***	***0***	***0***	***11***
Bicycle Parking					
Class 1	123	N/A	24	103	104
Class 2	22	N/A	16	15	18
Ability to Meet Project Sponsor's Objectives					
	Yes	None	Minimal	Some	Many

	Proposed Project	**No Project Alternative** **[assumes no change to the site]**	**Full Preservation Alternative**	**Partial Preservation Alternative**	**Compatible Design Alternative**
					

Legend: NI = No Impact; LS = Less than Significant; S = Significant; SU = Significant and unavoidable; SUM = Significant and unavoidable impact with mitigation; NA = Not Applicable

Historic Architectural Resources				
Impact CR-1: The proposed demolition of the existing 1028 Market Street building would have a substantial adverse effect on the significance of the Market Street Theatre and Loft National Register Historic District. (**SUM**)	NI	NI	NI	SUM
Impact CR-2: The proposed new construction on the project site would have a substantial adverse effect on the significance of the Market Street Theatre and Loft National Register Historic District. (**SU**)	NI	LS	SU Reduced from Proposed Project	SU Reduced from Proposed Project

Notes:

[a] The height of the proposed project is 120 feet as measured from Golden Gate Avenue per Planning Code Sections 260(a)(1)(B) and 260(a)(1)(D).

[b] The number of studio and one bedroom units and two and three bedroom units is indicated in parentheses (XX/XX).

[c] For the proposed project, the total includes the fitness center, management office, and tenant storage space on the 2nd through 5th floors. Storage and amenity spaces are provided on the residential floors for each of the proposed alternatives. The total also includes space for the residential lobby, bicycle storage, back of house functions, and circulation.

[d] For each 25 off-street parking spaces provided, one space must be designed and designated for persons with disabilities per San Francisco Planning Code Section 155(i). The number of ADA-accessible spaces is shown in parentheses.

[e] One space is required per San Francisco Planning Code Section 166.

[f] The substitution of two service vehicle spaces for each required off-street freight loading space may be made, provided that a minimum of 50 percent of the required number of spaces are provided for freight loading. Where the 50 percent allowable substitution results in a fraction, the fraction shall be disregarded (Planning Code Section 153(a)(6)).

[g] For the proposed project and each of the proposed alternatives, the project sponsor would request through the SFMTA that on-street parking immediately to the east of the project site's Golden Gate Avenue frontage be converted to a metered commercial loading space (10 feet by 25 feet) that would be used by delivery and service vehicles as well as for residential move-in and move-out activities.

Source: Solomon Cordwell Buenz Architects, 2016.

B. NO PROJECT ALTERNATIVE

CEQA Guidelines Section 15126.6(e) requires that, among the project alternatives, a "no project" alternative be evaluated. CEQA Guidelines Section 15126.6(e)(2) requires that the no project alternative analysis "discuss the existing conditions…as well as what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and policies and consistent with the available infrastructure and community services." As noted in CEQA Guidelines Section 15126.6, an EIR on "a development project on identifiable property" typically analyzes a no project alternative, i.e., "the circumstance under which the project does not proceed. Such a discussion would compare the environmental effects of the property remaining in its existing state against environmental effects that would occur if the project is approved. If disapproval of the project under consideration would result in predictable actions by others, such as the proposal of some other project, this 'no project' consequence should be discussed."

DESCRIPTION

Under the No Project Alternative, the existing conditions at the 1028 Market Street project site would not change. The existing two-story, 33,710 gsf commercial building on the project site would be retained in its current condition, and would not be demolished. Unlike with the proposed project, there would be no construction of a new, 13-story (plus one basement level), 120-foot-tall, 178,308-gsf mixed-use high-rise building containing 186 dwelling units, 9,657 gsf of retail/restaurant uses, and 42 below-grade parking spaces. Under the No Project Alternative the proposed six-foot extension of the Golden Gate Avenue sidewalk along the project site frontage, the planting of two new streets trees on Golden Gate Avenue, and the construction of a new 12-foot-wide curb cut on Golden Gate Avenue would not occur. Under the No Project Alternative, the temporary use of the ground floor as a food hall would be discontinued. The past uses of the existing building on the project site were theater, retail, and restaurant uses. It is unlikely that the existing building on the project site would be reoccupied given the current condition of most of the building. The No Project Alternative would not preclude potential future development of the project site with a range of land uses that are principally permitted at the project site; however, for the purposes of this analysis, it is assumed that under the No Project Alternative the existing building would remain vacant, with its current use as a temporary food hall being discontinued in late 2016 or early 2017.

IMPACTS

This environmental analysis assumes that the existing structure and uses on the project site would not change and that the existing physical conditions, as described in detail for each environmental topic in Chapter 4, Environmental Setting and Impacts, and in Section E, Evaluation of Environmental Effects, in the Initial Study (see Appendix A to this EIR), would remain the same.

If the No Project Alternative were implemented, none of the impacts associated with the proposed project, as described in Chapter 4 of the EIR and Section E of the Initial Study, would occur. Without the proposed project, incremental changes would be expected to occur in the vicinity of the project site as nearby reasonably foreseeable cumulative projects (see pp. 4.A.5-4.A.8) are approved, constructed, and occupied. These projects could contribute to cumulative impacts in the vicinity, but under the No Project Alternative, land use activity on the project site would not contribute to these cumulative impacts beyond existing levels.

Cultural Resources

Under the No Project Alternative, the existing building on the project site would not be demolished. The 1028 Market Street building, which is identified as a historical resource for purposes of CEQA as a contributor to the Market Street Theatre and Loft National Register Historic District (MSTL District) and to the CRHR-eligible Tenderloin LGBTQ Historic District, would be retained. Therefore, compared to the proposed project, which would have significant and unavoidable project-level impacts on historic architectural resources, as described in Section 4.B, Historic Architectural Resources, the No Project Alternative would not have any impacts related to historic architectural resources.

Transportation and Circulation

Under the No Project Alternative, existing conditions on the project site would continue. Under the No Project Alternative there would be no increase in vehicle miles travelled (VMT) or transit trips. Bicycle and pedestrian conditions would also remain unchanged as would existing parking and loading conditions and emergency access. Unlike the proposed project, under the No Project Alternative there would be no changes to traffic, transit, pedestrian, bicycle, loading, emergency vehicle access, or parking conditions compared to existing conditions. Therefore, compared to the proposed project, which would have less-than-significant transportation and circulation impacts, the No Project Alternative would not have any impacts related to transportation and circulation. The suggested transportation and circulation improvement measures identified for the proposed project in Section 4.C, Transportation and Circulation (Improvement Measures I-TR-1a: Implement Transportation Demand Management Measures, pp. 4.C.39-4.C.40; I-TR-1b: Additional TDM Measures, p. 4.C.40; I-TR-1c: Queue Abatement, p. 4.C.41; I-TR-3: Implement Audible Warning Device, p. 4.C.46; I-TR-5: Coordination of Move-in/Move-Out Operations and Large Deliveries, pp. 4.C.50-4.C.51; I-TR-7a: Construction Management, p. 4.C.55; and I-TR-7b: Limited Delivery Time, p. 4.C.56) would not be applicable.

Other Topics

The Initial Study concluded that the proposed project would have no impacts, less-than-significant impacts, or less-than-significant impacts with mitigation in the following analysis

areas: Land Use and Land Use Planning, Population and Housing, Cultural Resources (Archeological Resources only), Noise, Air Quality, Greenhouse Gas Emissions, Wind and Shadow, Recreation, Utilities and Service Systems, Public Services, Biological Resources, Geology and Soils, Hydrology and Water Quality, Hazards/Hazardous Materials, Mineral/Energy Resources, and Agricultural and Forest Resources.

The No Project Alternative would result in no impacts related to any of the above-listed environmental topics, because this alternative would result in no changes to existing site conditions. Therefore, mitigation measures presented in the NOP/IS in Section F on pp. 180-186 (Mitigation Measure M-CR-2: Archeological Testing Program, Mitigation Measure M-AQ-2: Construction Air Quality, and Mitigation Measure M-AQ-4: Best Available Control Technology for Diesel Generators) would not be required under the No Project Alternative.

CONCLUSION

Under the No Project Alternative, existing conditions at the 1028 Market Street project site would not change. The existing building would be retained in its current condition and no high-rise, mixed-use residential building would be constructed on the site. The No Project Alternative would have no significant and unavoidable impacts related to historic architectural resources; would have no impacts related to transportation and circulation; would have no impacts on topics determined in the NOP/IS to be either less than significant or less than significant with mitigation under the proposed project; would not require mitigation measures; and would not meet any of the project sponsor's objectives (see Chapter 2, Project Description, p. 2.2).

C. FULL PRESERVATION ALTERNATIVE

DESCRIPTION

As described under Section 4.B, Cultural Resources, the existing 1028 Market Street building is a two-story, 37-foot-tall commercial building with a primary elevation on Market Street and a secondary elevation on Golden Gate Avenue. It is identified as a contributing structure to the MSTL District; however, it was not identified as being individually eligible for the CRHR.[1] Further, the 1028 Market Street building is identified as contributor to a CRHR-eligible Tenderloin LGBTQ Historic District; however, it was not identified as being individually eligible for the CRHR within this context.[2] As described on p. 4.B.2, the Market Street elevation is

[1] GPA Consulting, *Historic Resource Evaluation, 1028-1056 Market Street, San Francisco*, March 3, 2016. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

[2] San Francisco Planning Department, *Historic Resource Evaluation Response, 1028 Market Street*, August 26, 2016. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

divided into ten bays and has a flat roof surrounded by a parapet and a simple cornice running the length of the Market Street frontage to articulate the first and second stories.

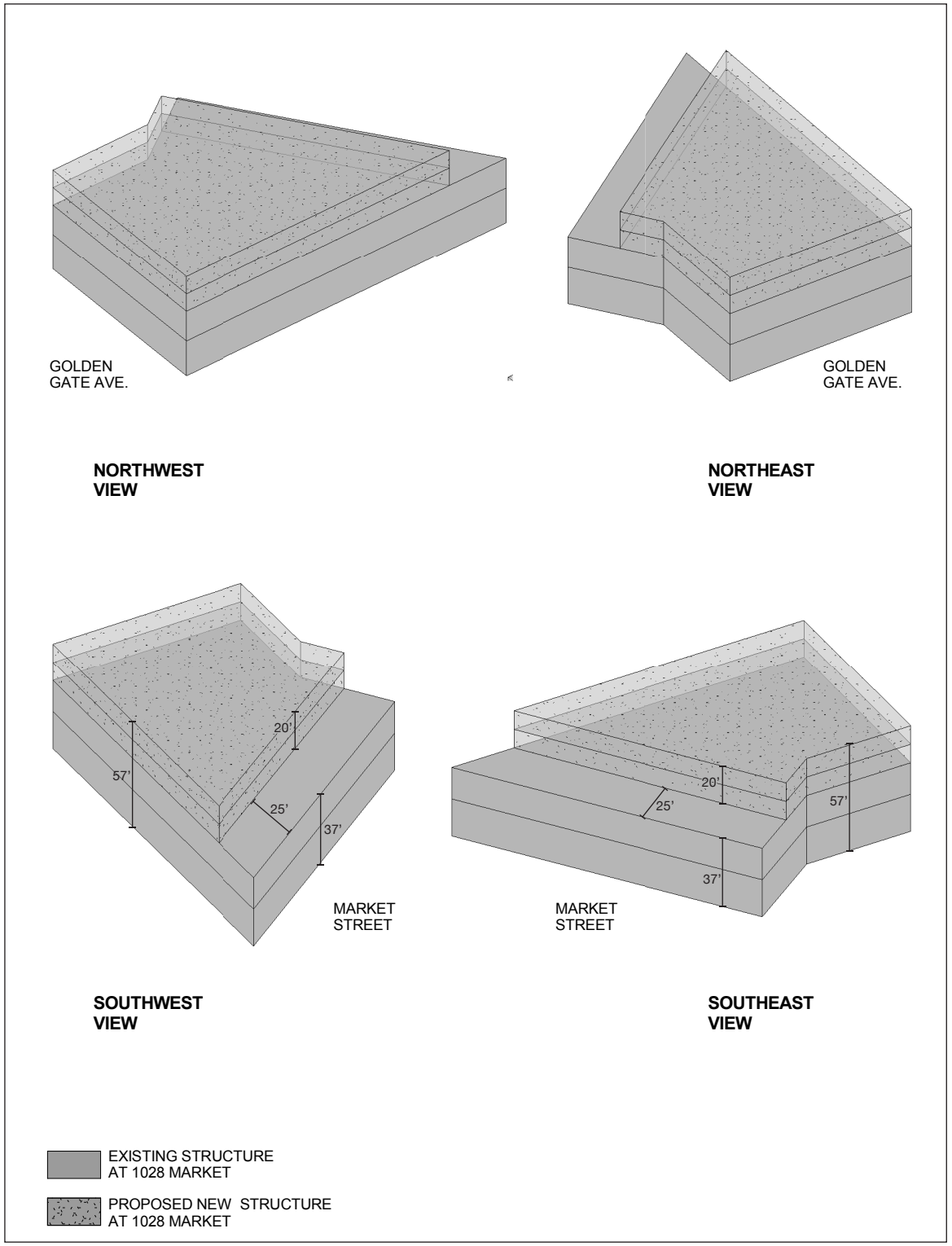
Under the Full Preservation Alternative, the existing two-story (plus partial basement), reinforced concrete building at 1028 Market Street would be retained and rehabilitated. An approximately 22,940-gsf, two-story vertical addition atop the existing commercial building at 1028 Market Street would be constructed. The use of the site would change from commercial to mixed use residential.

Alterations / Building Height and Form

The existing building would be rehabilitated and restored in conformance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (Secretary's Standards). The existing building's features and its relationship to the MSTL District as a contributing structure would inform the adaptive reuse of the existing building and the expression of the two-story, 20-foot-tall addition atop the existing structure. The vertical addition would also be designed to meet the Secretary's Standards and would be set back 25 feet from the Market Street property line. The rehabilitated building with the vertical addition would be approximately 57 feet tall. Figure 6.1: Full Preservation Alternative - Massing Diagrams presents massing diagrams of the retained and rehabilitated 1028 Market Street building plus two-story addition from the northwest, the northeast, southeast, and the southwest.

Under the Full Preservation Alternative, the majority of the existing 1028 Market Street building's façade, structural elements, and floor plates would be retained so as not to result in the *de facto* demolition of the existing structure as that term is defined in Article 10 of the Planning Code (Planning Code Section 1005(f)).[3] The two-story, 20-foot-tall addition would be constructed atop the existing structure set back 25 feet from the Market Street property line. New construction would require intervention to ensure that the existing building and foundation are integrated with the new vertical addition so as to provide the necessary structural support. A small amount of the existing square footage would be devoted to additional structural support on the interior of the existing building to accommodate the increased load from the two-story addition. In addition, removal of the floor slab to facilitate ground improvement for additional structural support and replacement with a new floor slab is assumed.

[3] Demolition is defined in Planning Code Section 1005(f) as any one of the following: (1) removal of more than 25 percent of the surface of all external walls facing a public street(s); (2) removal of more than 50 percent of all external walls from their function as all external walls; (3) removal of more than 25 percent of external walls from function as either external or internal walls; or (4) removal of more than 75 percent of the building's existing internal structural framework or floor plates unless the City determines that such removal is the only feasible means to meet the standards for seismic load and forces of the latest adopted version of the San Francisco Building Code and the State Historical Building Code.



SOURCE: Solomon Cordwell Buenz, 2016

1028 MARKET STREET

2014.0241E

FIGURE 6.1: FULL PRESERVATION ALTERNATIVE - MASSING DIAGRAMS

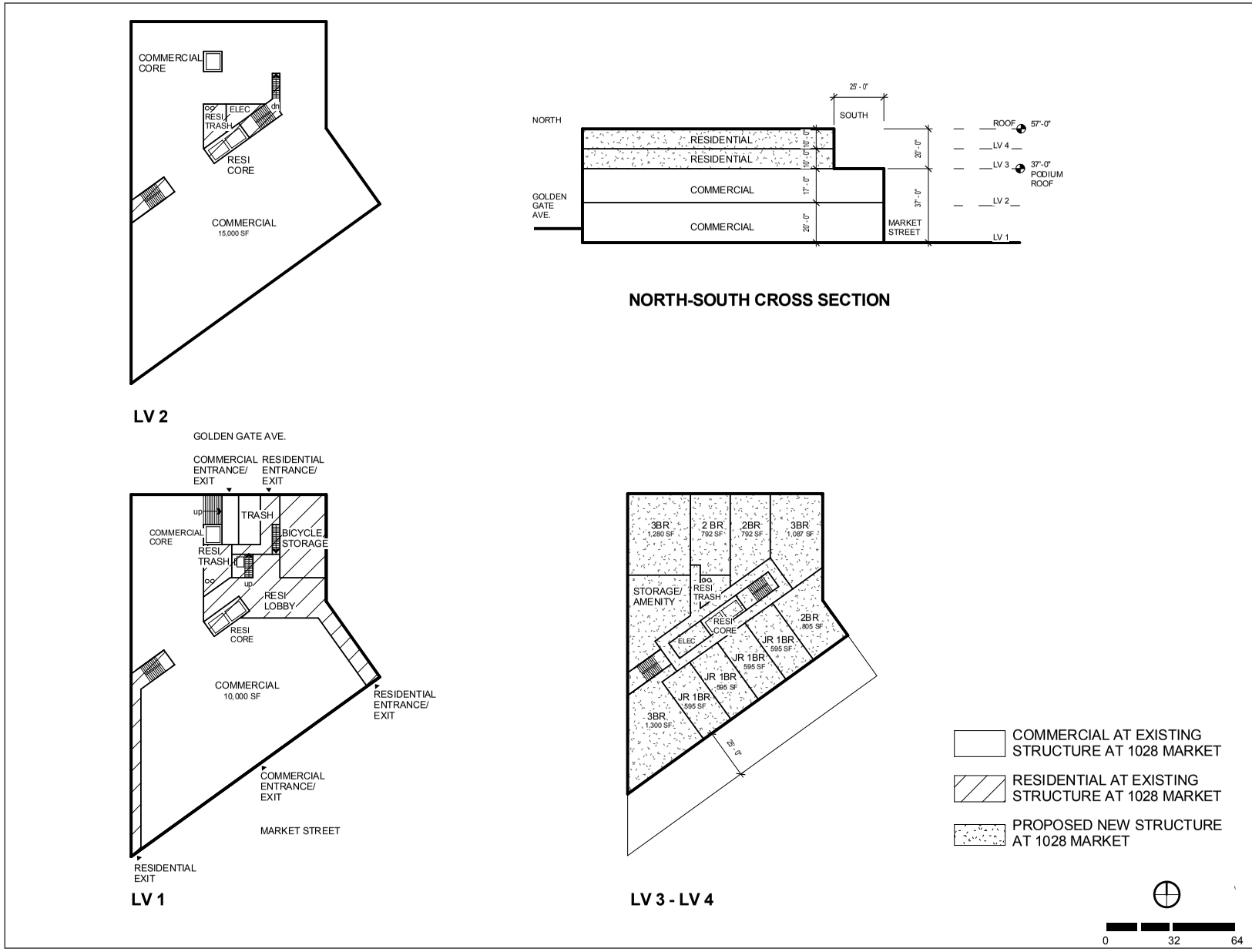
Use Program

The rehabilitated 1028 Market Street building would be developed with ground floor retail/restaurant space along Market Street and Golden Gate Avenue, office uses at the 2nd floor, and a two-story residential addition (3rd and 4th floors). The overall development program for the Full Preservation Alternative, as shown in Table 6.1 on pp. 6.2-6.3, reflects all of the new uses on the project site and is informed by the limitations imposed by the retention of the existing structure. That is, the dimensions of the existing floor plates (182 feet from north to south along its western property line and 101 feet from north to south along its eastern property line) preclude the potential for efficient redevelopment of the 2nd floor as a residential floor.

The Full Preservation Alternative's building program would have a total area of 53,006 gsf and would include 20 new residential units (166 fewer than under the proposed project). This alternative would have a total of 28,006 gsf of residential space, 10,000 gsf of ground floor retail/restaurant space, and 15,000 gsf of commercial space on the 2nd floor. In addition to the 10,000-gsf space for retail/restaurant uses, the ground floor of the rehabilitated building would include space for a residential lobby, a bicycle storage room, and back of house functions.

Under the Full Preservation Alternative, the two-story addition would have 10 residential units per floor with a total 8 junior one-bedroom units and 12 two/three-bedroom units as well as amenity/storage space. Each of the residential floors would have storage/amenity space and shared circulation areas as well as space for building services such as trash rooms. The project sponsor would meet its inclusionary housing obligation by providing the required number of below market rate units on site. Since fewer market rate units would be developed under this alternative than under the proposed project fewer affordable units would be provided as well. The residential floors would be accessed via the elevators and stairwells at the rehabilitated building's centrally-located residential service core. Access to the proposed commercial space on the 2nd floor would be provided via a separate commercial service core closer to the north (Golden Gate Avenue) property line.

The existing 1028 Market Street building covers the entire project site and does not include any private or common open space. As with the proposed project, private open space would be provided in the form of private terraces on Market Street, and the balance of required open space would be provided as common open space on the rooftop of the proposed residential addition. Unlike the proposed project, this alternative would not feature an outdoor courtyard at the 2nd floor. Figure 6.2: Full Preservation Alternative - Representative Floor Plans and Cross Section presents representative floor plans and a north – south cross section that illustrates the proposed alternative's uses by floor and overall dimensions.



SOURCE: Solomon Cordwell Buenz, 2016

1028 MARKET STREET

2014.0241E

FIGURE 6.2: FULL PRESERVATION ALTERNATIVE – REPRESENTATIVE FLOOR PLANS AND CROSS SECTION

Site Access and Parking

The existing 1028 Market Street building covers the entire project site and does not include any parking or loading. Unlike the proposed project, a new 12-foot-wide curb cut would not be developed at the northeast corner of the project site along Golden Gate Avenue to provide vehicular access to below-grade parking. Under the Full Preservation Alternative off-street parking would not be provided because parking is not mandated in the C-3-G District. Unlike the proposed project, there is no requirement for the provision of an off-street loading space for the land uses proposed under this alternative. However, as with the proposed project, an on-street loading space would be applied for and designated on Golden Gate Avenue at a location immediately to the east of the project site, if approved by the San Francisco Municipal Transportation Agency (SFMTA), to accommodate the loading demand that would be generated by the Full Preservation Alternative.

As with the proposed project, two new street trees would be planted on Golden Gate Avenue and the sidewalk along the Golden Gate Avenue frontage would be extended by six feet under the Full Preservation Alternative. Pedestrian access to the proposed building would be provided from both Market Street and Golden Gate Avenue. Access to the residential uses would be provided at the eastern and western ends of the Market Street frontage. Access to the retail/restaurant and commercial uses would be centrally located on the Market Street frontage. Access to the residential, retail/restaurant, and commercial uses would also be provided from Golden Gate Avenue. Class 1 and 2 bicycle parking spaces would be provided for all land uses. Access to the ground floor bicycle storage facility associated with the residential uses (20 Class 1 bicycle parking spaces) would be provided from both Market Street and Golden Gate Avenue. The required Class 1 spaces for the retail/restaurant (1) and office uses (3) would be provided on the ground floor. Sixteen Class 2 bicycle parking spaces would be provided on the Market Street and Golden Gate Avenue sidewalks near the residential and commercial entrances.

Required Approvals

As with the proposed project, the Full Preservation Alternative would require the project sponsor to seek approval of an application for a Planning Code Section 309 Downtown Project Authorization as well as other discretionary approvals from City agencies, including, but not limited to, a site permit, demolition and building permits, streetscape improvement permits, stormwater compliance, and enhanced ventilation.

Unlike the proposed project, exceptions under the Section 309 process would not be required under this alternative for a curb cut on Golden Gate Avenue and no off-street loading. Exceptions would still be required for rear yard and potentially wind (pedestrian comfort). A Conditional Use Authorization from the Planning Commission to allow exemption of affordable units from the calculation of FAR would not be required. Approvals from the Zoning Administrator for a

dwelling unit exposure variance would also not be required under this alternative. Unlike the proposed project, BART approval for construction would not be needed under this alternative, because excavation adjacent to the BART right-of-way would not extend beyond the 2 to 5 foot depth needed to remove the fill to provide improved soils for the installation of a new floor slab and would not be within its Zone of Influence.

IMPACTS

Cultural Resources (Historic Architectural Resources)

As discussed above on p. 6.7, under the Full Preservation Alternative, the existing, two-story (plus partial basement), reinforced concrete building at 1028 Market Street would be retained. A two-story, 20-foot-tall vertical addition would be constructed on the rooftop of the 1028 Market Street building, for a total height of 57 feet. The rooftop addition would be set back from the front property line façade by 25 feet.

Retention of the 1028 Market Street Building

Rehabilitation of the 1028 Market Street building would not require the removal of any historic materials that characterize the property or contribute to the MSTL District. The Market Street façade would be retained and rehabilitated in conformity with the Secretary's Standards. Under this alternative, the majority of the existing 1028 Market Street building's façade, structural elements, and floor plates would be retained so as not to result in the *de facto* demolition of the existing structure. The removal of the floor slab to facilitate ground improvements for additional structural support and replacement with a new floor slab is assumed, and a small amount of the existing square footage would be devoted to additional structural support on the interior of the existing building to accommodate the increased load from the two-story addition.

Retention, rehabilitation and reuse of the 1028 Market Street building under this alternative would avoid the physical loss of the 1028 Market Street contributing resource. Therefore, Mitigation Measure M-CR-1a: Documentation and Mitigation Measure M-CR-1b: Interpretation (see pp. 4.B.32-4.B.33) that are called for under the proposed project to address the impact of demolition of the historic architectural resource (Impact CR-1) would not be required for this alternative.

Two-Story Rooftop Addition

It is assumed that the existing building's features and its relationship to the MSTL District as a contributing structure would inform the adaptive reuse of the existing building and the expression of the two-story, 20-foot-tall addition atop the existing structure. CEQA Guidelines Section 15064.5(b)(3) includes a presumption that a project that conforms to the Secretary's

Standards would generally have a less-than-significant impact on an historical resource. Secretary of the Interior's Standards for Rehabilitation - Number 10 provides that:

> New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

The rooftop addition would be spatially differentiated from the historic Market Street façade by a wide setback to preserve the horizontal massing and scale of the building and its contribution to the high-low-high pattern that characterizes the north side of Market Street within the MSTL District. The setback would also minimize the visibility of the addition in street-level views from Market Street.

Consistent with Secretary's Standards for Rehabilitation-Number 9, it is assumed that the new rooftop addition under this alternative would employ contemporary materials and a simple contemporary design that would be visually differentiated from the original 1028 Market Street building to avoid calling undue visual attention to itself and away from the character defining features of the building and the MSTL District to which it contributes. To the extent visible at all, the addition would appear as a modest and visually subordinate new rooftop penthouse accretion.

The Full Preservation Alternative is also consistent with Secretary's Standards for Rehabilitation-Number 5, wherein the "distinctive materials, features, finishes and construction techniques or examples of craftsmanship that characterize a property will be preserved", through the retention of a majority of the building's character-defining features.

Additionally, the rooftop addition under the Full Preservation Alternative, which would be set back 25 feet from Market Street and reach a total height of 57 feet, would not obscure views over the project site of the Golden Gate Theatre dome, be incompatible with the MSTL District in terms of height and scale, or disrupt the high-low-high rhythm of the MSTL District's setting, therefore Impact CR-2 would not occur.

Conclusion

Retention and reuse of the existing 1028 Market Street building under this alternative would avoid the significant and unavoidable impact of demolition of the contributing resource and the impact on the MSTL District to which it contributes. The modest and visually subordinate rooftop addition under this alternative would be compatible with the scale and character of the building and the MSTL District to which it contributes. For these reasons, the Full Preservation Alternative would not result in a material impairment to the significance of the 1028 Market Street building, the MSTL District, or the CRHR-eligible Tenderloin LGBTQ Historic District. No mitigation measures are required.

As discussed in Section 4.B. Historic Architectural Resources, on pp. 4.B.40-4.B.42, no significant cumulative impact on historic architectural resources is identified for the proposed project, in combination with past, present, and foreseeable future projects. As with the proposed project, this alternative would not contribute considerably to a significant cumulative impact.

Transportation and Circulation

Under the Full Preservation Alternative, there would be a reduction in the number of residential units (from 186 units to 20 units), a slight increase in the amount of ground-floor retail/restaurant space (from 9,657 gsf under the proposed project to 10,000 gsf), and a new land use would be introduced – approximately 15,000 gsf of office use at the 2nd floor. As a result of the reduction in the number of residential units as well as the mix of units (from 117 studio/one bedroom units to 8 units and from 69 two/three bedroom units to 12 units), the number of person and vehicle trips under the Full Preservation Alternative would be reduced from that of the proposed project (1,054 total person trips and 166 vehicle trips) even with the increase in person and vehicle trips attributable to the slight increase in the ground-floor retail/restaurant use and the new commercial office use.

Vehicle Miles Traveled Impacts

Similar to the proposed project, the Full Preservation Alternative would be located in an area where existing vehicle miles traveled (VMT) is more than 15 percent below the existing regional average for both residential and retail uses. In addition, the commercial office use that would be introduced under this alternative would be introduced in an area of the city where existing VMT is more than 15 percent below the existing regional average for office uses. The project site meets the Proximity to Transit screening criteria, which also indicates that the proposed uses would not result in substantial additional VMT.

During the weekday PM peak hour, the new uses associated with the Full Preservation Alternative would generate substantially fewer vehicle trips than the 166 that would be generated under the proposed project. Similar to the proposed project, the Full Preservation Alternative's features that would alter the transportation network (e.g., the Golden Gate Avenue sidewalk expansion and removal of on-street parking spaces) would fit within the general types of projects that would not substantially induce automobile travel, and would not have a considerable contribution to any substantial cumulative increase in automobile travel. Therefore, impacts related to VMT under this alternative would be less than significant, as with the proposed project.

While the Full Preservation Alternative, like the proposed project, would result in a less-than-significant impact related to VMT, Improvement Measure I-TR-1a: Implement Transportation Demand Management Measures and Improvement Measure I-TR-1b: Additional TDM Measures, identified for the proposed project to help shift travel modes from single-occupant vehicle to

more sustainable forms such as transit, walking, and biking (described on pp. 4.C.39-4.C.40), would also be applicable to this alternative. Under this alternative, on-site parking would not be provided; therefore, Improvement Measures I-TR-1c: Queue Abatement would not be applicable.

Transit Impacts

During the weekday PM peak hour, the new uses associated with the Full Preservation Alternative would generate substantially fewer transit trips than the 279 generated under the proposed project. With a reduction in the number of transit riders added to the local and regional transit screenlines and corridors, the impacts of the Full Preservation Alternative on local and regional transit capacity utilization and Muni operations on adjacent streets would be less than significant, as with the proposed project.

Although the Full Preservation Alternative would have less-than-significant transit impacts, as with the proposed project, the project sponsor should consider implementation of Improvement Measures I-TR-1a and I-TR-1b, described on pp. 4.C.39-4.C.40, as further incentives to use transit.

Pedestrian Impacts

During the weekday PM peak hour, the new uses associated with the Full Preservation Alternative would generate fewer pedestrian trips than the 691 generated under the proposed project (279 trips destined to and from the local and regional transit routes/lines plus 412 walk trips). With a reduction in the number of pedestrians added to the local pedestrian network, the impacts of this alternative on pedestrian circulation on Golden Gate Avenue, Market Street, Taylor Street, or Jones Street would be less than significant, as with the proposed project. Under this alternative, on-site parking would not be provided; therefore, Improvement Measure I-TR-3: Implement Audible Warning Device, identified to further reduce the less-than-significant impacts related to potential pedestrian/vehicle conflicts at the proposed garage driveway on Golden Gate Avenue under the proposed project, would not be applicable.

Bicycle Impacts

The Full Preservation Alternative would provide 24 Class 1 and 16 Class 2 bicycle parking spaces and, like the proposed project, would meet the Planning Code requirements. Under the Full Preservation Alternative all Class 1 bicycle parking spaces would be located on the ground floor with access from either Market Street or Golden Gate Avenue and the Class 2 spaces would be located on the Golden Gate Avenue and Market Street sidewalks, subject to SFMTA approval. The Full Preservation Alternative would result in a smaller increase in the number of vehicles and bicycles in the vicinity of the project site than the proposed project, and, similar to the proposed project, this increase would not be substantial enough to affect bicycle travel or facilities in the

area. The Full Preservation Alternative would not substantially change bicycle travel in the vicinity of the project site, and therefore, similar to the proposed project, impacts on bicyclists would be less than significant.

Loading Impacts

As described above, the Full Preservation Alternative, similar to the proposed project, would provide an on-street loading space on Golden Gate Avenue with SFMTA approval. Under the Full Preservation Alternative, the new uses would generate a similar number of delivery/service vehicle trips to the project site per day as the proposed project (approximately 40 delivery/service vehicle trips) because any reductions associated with the reduced residential land use would be made up by loading demand generated by the slightly increased retail/restaurant land use and the new commercial office land use. The combined loading demand would be accommodated at the proposed on-street loading space on Golden Gate Avenue just east of the project site or existing commercial loading spaces in the project site vicinity, e.g., on the north side of Golden Gate Avenue, on Market Street in the recessed bay along the project site frontage, and on Jones Street. Unlike the proposed project, service vehicle loading spaces would not be provided under the Full Preservation Alternative because a below-grade parking garage would not be developed. Since on-street parking would be replaced with an on-street commercial loading space under the Full Preservation Alternative, with SFMTA approval, and because the loading demand could be accommodated at that location and at the existing on-street commercial loading spaces in the project site vicinity, loading impacts under this alternative would be less than significant, as with the proposed project.

While the Full Preservation Alternative, like the proposed project, would result in less-than-significant loading impacts, Improvement Measure I-TR-5: Coordination of Move-in/Move-Out Operations and Large Deliveries, identified for the proposed project and described on pp. 4.C.50-4.C.51, would also be applicable to this alternative to lessen the effect of loading operations on traffic and transit operations as well as pedestrian and bicycle circulation on adjacent sidewalks and roadways.

Emergency Access Impacts

As with the proposed project, the Full Preservation Alternative would not change the configuration or capacity of the travel lanes adjacent to the project site. Therefore, it would not affect emergency vehicle access to the project site or its vicinity. Similar to the proposed project, emergency access impacts under this alternative would be less than significant.

Construction Impacts

Construction activities associated with the Full Preservation Alternative would be similar to (but slightly reduced from) those described for the proposed project. Under this alternative construction would occur over a shorter period, i.e. shorter than the 20-month time frame identified for the proposed project. As with the proposed project, construction-related transportation impacts under this alternative would be less than significant due to their temporary nature and limited duration. While the construction-related transportation impacts under this alternative would be less than significant, particularly since this alternative would involve less on-site development compared to the proposed project, Improvement Measure I-TR-7a: Construction Management and Improvement Measure I-TR-7b: Limited Delivery Time, identified for the proposed project and described on pp. 4.C.55-4.C.56, would also be applicable to this alternative to reduce its less-than-significant construction-related transportation effects.

Parking Information

As noted above, on-site parking would not be provided under the Full Preservation Alternative. As with the proposed project, the residential and retail/restaurant land uses under the Full Preservation Alternative would generate demand for long-term and short-term parking. Unlike the proposed project, long-term and short-term parking demand would also be generated by the commercial office use. Therefore, the Full Preservation Alternative would generate parking demand that could not be met on site, unlike the proposed project, which would provide 39 vehicle parking spaces to meet a portion of its residential parking demand (approximately 233 long-term spaces). The unmet parking demand for the Full Preservation Alternative would be similar to, but less than, that for the proposed project because, while this alternative would include many fewer residential units than the proposed project (i.e., 20 residential units compared to 186 units), it would also include a slightly greater amount of retail/restaurant space and new commercial office space. Thus, as with the proposed project, this alternative would have an unmet parking demand, although the unmet parking demand would be less than that for the proposed project.

Due to difficulty in finding on-street parking in the study area, some drivers may park outside of the study area or opt not to own a private vehicle. As discussed above, the project site is well served by public transit and bicycle facilities. Therefore, similar to the proposed project, the unmet parking demand under the Full Preservation Alternative would not create hazardous conditions or significant delays affecting traffic, transit, bicycles, or pedestrians; however, to encourage sustainable travel modes such as transit, walking, and bicycling, Improvement Measure I-TR-1a: Implement Transportation Demand Management Measures and Improvement Measure I-TR-1b: Additional TDM Measures, identified for the proposed project and described on pp. 4.C.39-4.C.40, would also be applicable to the Full Preservation Alternative.

2040 Cumulative Conditions

The Full Preservation Alternative would generate fewer person and vehicle trips than the proposed project. As with the proposed project, the Full Preservation Alternative would be located in an area where VMT is more than 15 percent below the projected regional average for both residential and retail uses, and would not contribute considerably to any substantial cumulative increase in VMT. In addition, the commercial office use in this alternative would be introduced in an area of the city where existing VMT is more than 15 percent below the existing regional average for office uses, and would not contribute considerably to any substantial cumulative increase in VMT.

As described above, the Full Preservation Alternative's features that would alter the transportation network would fit within the general types of projects that would not substantially induce automobile travel, and would not have a considerable contribution to any substantial cumulative increase in automobile travel. In addition, similar to the proposed project, the Full Preservation Alternative would result in less-than-significant cumulative transit, pedestrian, bicycle, loading, emergency vehicle access, and construction-related transportation impacts.

In summary, similar to the proposed project, under the Full Preservation Alternative there would be less-than-significant project-level impacts and no cumulatively considerable contribution to significant cumulative impacts related to transportation.

Other Topics

The Initial Study concluded that the proposed project would have no impacts, less-than-significant impacts, or less-than-significant impacts with mitigation in the following analysis areas: Land Use and Land Use Planning, Population and Housing, Cultural Resources (Archeological Resources only), Noise, Air Quality, Greenhouse Gas Emissions, Wind and Shadow, Recreation, Utilities and Service Systems, Public Services, Biological Resources, Geology and Soils, Hydrology and Water Quality, Hazards/Hazardous Materials, Mineral/Energy Resources, and Agricultural and Forest Resources.

The Full Preservation Alternative would occupy the same building site as the proposed project and would include residential and retail/restaurant land uses, similar to the proposed project, and add office uses, unlike the proposed project. The residential land use would be developed at a reduced residential density on the site. With a reduction in the number of residential units on the project site (from 186 to 20), no vehicle parking spaces and fewer bicycle parking spaces would be provided under this alternative. Slightly more retail space (approximately 350 additional gsf) than under the proposed project would be developed under this alternative, and, unlike the proposed project, approximately 15,000 gsf of office space would be developed.

Impacts under this alternative for each of the above-noted environmental topics would be substantially similar to (but reduced from) those of the proposed project. The height and massing of the building proposed under the Full Preservation Alternative would be substantially reduced from that of the proposed project. Under this alternative, the two-story addition to the 1028 Market Street building would be set back from Market Street by 25 feet, and the height of the retained and rehabilitated structure including the vertical addition would be 57 feet (70 feet shorter than the proposed project). The wind impacts of this alternative would be reduced from those for the proposed project, due to its lower height and the 25-foot setback of the rooftop addition from the Market Street property line.

The Full Preservation Alternative would not result in any new potentially significant impacts for the environmental topics fully analyzed in the Initial Study for the proposed project. Therefore, the conclusions in the Initial Study for these environmental topics would remain applicable to the Full Preservation Alternative. The mitigation measures presented in the Initial Study for the proposed project that would be applicable to the Full Preservation Alternative include Mitigation Measure M-CR-2: Archeological Testing Program, Mitigation Measure M-AQ-2: Construction Air Quality, and Mitigation Measure M-AQ-4: Best Available Control Technology for Diesel Generators (see Section F of Appendix A, pp. 180-186).

CONCLUSION

By retaining the historical resource at 1028 Market Street, the Full Preservation Alternative, unlike the proposed project, would result in less-than-significant project-level impacts on historic architectural resources and compatibility of new construction with the MSTL District. Like the proposed project, this alternative would not generate significant impacts related to transportation and circulation or any other significant impacts beyond those identified in the Initial Study for the proposed project.

The Full Preservation Alternative would further some of the project sponsor's objectives presented in Chapter 2, Project Description, on p. 2.2. This alternative would increase the City's housing supply but not to the same level as the proposed project, would develop ground-floor retail/restaurant uses and commercial office uses at the 2nd floor to encourage and enliven pedestrian activity, and would retain the architectural and urban design character of the project site. However, this alternative would provide significantly fewer dwelling units than would the proposed project, resulting in a smaller increase in the City's below market rate and market rate housing supply.

D. PARTIAL PRESERVATION ALTERNATIVE

DESCRIPTION

As described under Section 4.B, Cultural Resources, the existing 1028 Market Street building is a two-story, 37-foot-tall commercial building with a primary elevation on Market Street and a secondary elevation on Golden Gate Avenue. It is identified as a contributing structure to the MSTL District; however, it was not identified as being individually eligible for the CRHR.[4] The 1028 Market Street building has also been identified as contributor to a CRHR-eligible Tenderloin LGBTQ Historic District; however, it was not identified as being individually eligible for the CRHR within this context.[5]

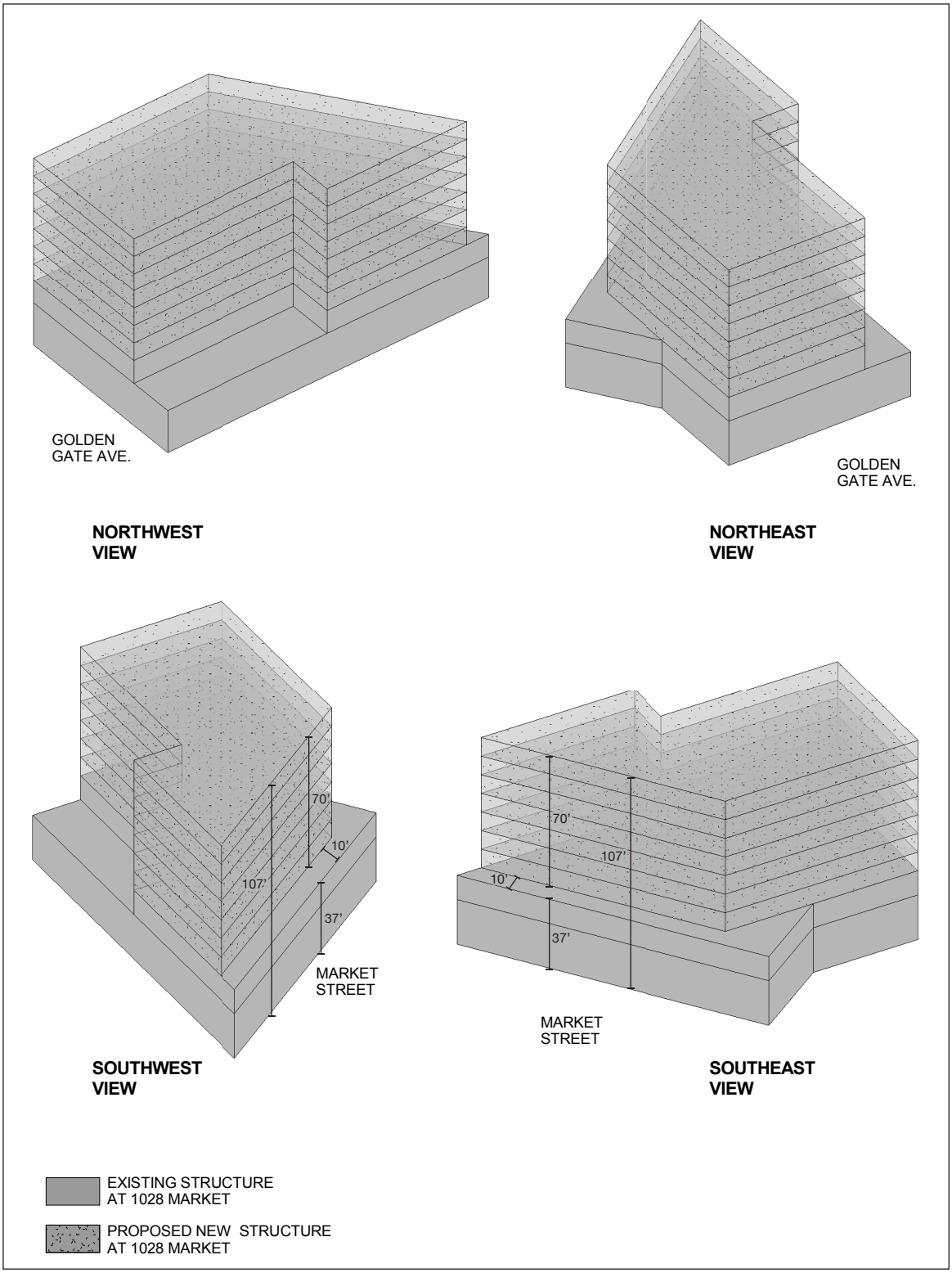
Under the Partial Preservation Alternative, the existing two-story (plus partial basement), reinforced concrete building at 1028 Market Street would be retained and rehabilitated. An approximately 79,417-gsf, seven-story vertical addition atop the existing 1028 Market Street building would be constructed. The use of the site would change from commercial to mixed use residential.

Alterations / Building Height and Form

The existing building would be rehabilitated and restored in conformance with the Secretary's Standards. The existing building's interior floor-to-floor heights at Market Street – 20 feet at the first story and 17 feet at the second story – would be altered to accommodate a residential use starting at the 2nd floor, i.e., 27 feet at the first story and 10 feet at the second story. The existing building's features and its relationship to the MSTL District as a contributing structure would inform the adaptive reuse of the existing building and the expression of the seven-story, 70-foot-tall vertical addition. The vertical addition would be designed to meet the Secretary's Standards and would be integrated with the existing structure. The rehabilitated building with the vertical addition would be approximately 107 feet tall as measured from Market Street. The vertical addition would be 20 feet shorter than the proposed project and, unlike the proposed project, would include a 10-foot setback from the rehabilitated Market Street façade at the 3rd floor, a 3rd floor setback from the east property line at the property's southeast corner to preserve public views of the Golden Gate Theatre dome from Market Street, and an approximately 25-foot by 90-foot setback at the northwestern corner of the property starting at the 2nd floor. These setbacks would rise the full height of the proposed building at each of the elevations. Figure 6.3: Partial Preservation Alternative - Massing Diagrams presents massing diagrams of the retained and rehabilitated 1028 Market Street building plus seven-story vertical addition from the northwest, the northeast, southeast, and the southwest.

[4] GPA Consulting, *Historic Resource Evaluation, 1028-1056 Market Street, San Francisco*, March 3, 2016.

[5] San Francisco Planning Department, *Historic Resource Evaluation Response, 1028 Market Street*, August 26, 2016.



SOURCE: Solomon Cordwell Buenz, 2016

1028 MARKET STREET

2014.0241E

FIGURE 6.3: PARTIAL PRESERVATION ALTERNATIVE – MASSING DIAGRAMS

Under the Partial Preservation Alternative, the existing 1028 Market Street building's façade, structural elements, and floor plates would be retained so as not to result in the *de facto* demolition of the existing structure. The seven-story, 70-foot-tall addition would be constructed behind the existing Market Street façade and would be set back 10 feet from the Market Street property line at the 3rd floor. It would also be set back from the southeast corner of the property at the 3rd floor. New construction would require intervention to ensure that the existing building and foundation are integrated with the new vertical addition so as to provide the necessary structural support. A fair amount of the existing square footage would be devoted to additional structural support on the interior of the existing building to accommodate the increased load from the seven-story addition. In addition, removal of the floor slab to facilitate ground improvement for additional structural support and replacement with a new floor slab is assumed.

Use Program

The rehabilitated 1028 Market Street building would be developed with ground floor retail/restaurant space along Market Street and Golden Gate Avenue and residential uses on the 2nd through 9th floors. The overall development program for the Partial Preservation Alternative, as shown in Table 6.1 on pp. 6.2-6.3, reflects all of the new uses on the project site and is informed by the change in the interior floor-to-floor heights of the existing structure's two stories allowing for the development of a new residential floor plate at the 2nd floor as well as the new vertical addition.

The Partial Preservation Alternative's building program would have a total area of 107,233 gsf and would include 112 new residential units (74 fewer than under the proposed project). This alternative would have a total of 100,533 gsf of residential space and 6,700 gsf of ground floor retail/restaurant space. In addition to the proposed retail/restaurant uses, the ground floor of the rehabilitated building would include space for a residential lobby, a bicycle storage room, and back of house functions. The 6,700-gsf space for ground-floor retail/restaurant uses would be an overall decrease in commercial square footage compared to the proposed project.

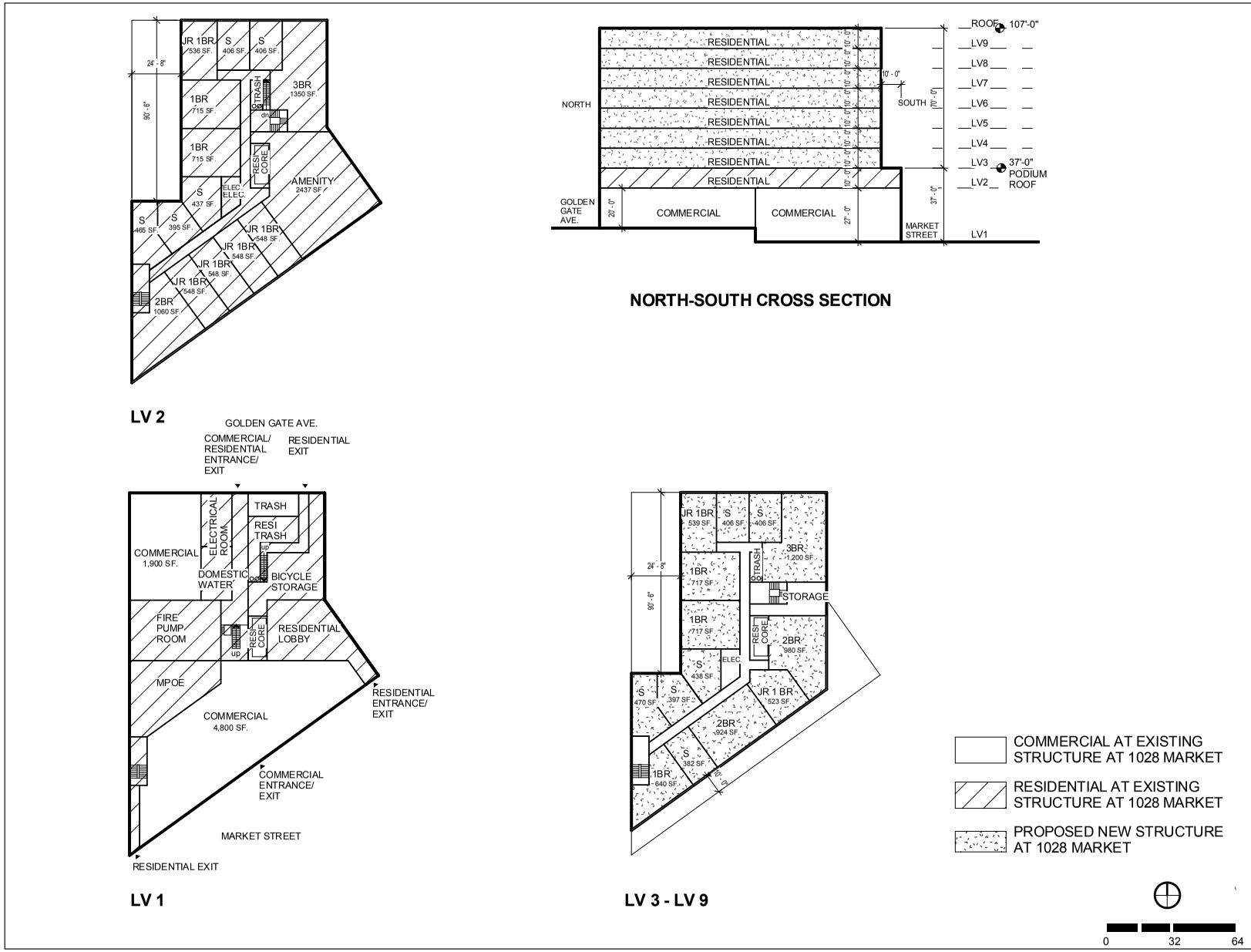
Under the Partial Preservation Alternative, the rehabilitated building would have 14 residential units per floor from the 2nd through 9th floors with a total of 89 studio/one-bedroom units and 23 two/three-bedroom units. A residential amenity space would be provided at the 2nd floor, i.e., a fitness center similar to the proposed project. As with the proposed project, storage space, shared circulation areas as well as space for building services such as trash rooms would be provided at each residential floor. The project sponsor would meet its inclusionary housing obligation by providing the required number of below market rate units on site. Since fewer market rate units would be provided under this alternative than under the proposed project, fewer affordable units would be provided as well. The residential floors would be accessed via the elevators and stairwells at the rehabilitated building's centrally-located residential service core.

The existing 1028 Market Street building covers the entire project site and does not include any rear or side yards. As with the proposed project, private open space would be provided in the form of private terraces on Market Street, and common open space would be provided in the form of a roof terrace. Unlike the proposed project, the proposed 3rd floor setback at the southeast corner of the property would provide space for the development of an approximately 740-sf private terrace and the north-facing courtyard on Golden Gate Avenue would be divided into private terraces to meet the open space requirements for the dwelling units abutting it. Figure 6.4: Partial Preservation Alternative - Representative Floor Plans and Cross Section presents representative floor plans and a north – south cross section that illustrates the proposed alternative's uses by floor and overall dimensions.

Site Access and Parking

The existing 1028 Market Street building covers the entire project site and does not include any parking or loading. Unlike the proposed project, a new 12-foot-wide curb cut would not be developed at the northeast corner of the project site along Golden Gate Avenue to provide vehicular access to below-grade parking. Under the Partial Preservation Alternative off-street parking would not be provided because parking is not mandated in the C-3-G District. As with the proposed project, an off-street freight loading space is required for the residential land use; however, this alternative does not include below-grade parking and an off-street loading space would not be provided. As with the proposed project, an on-street commercial loading space would be applied for and designated on Golden Gate Avenue at a location immediately to the east of the project site, if approved by the SFMTA.

As with the proposed project, two new street trees would be planted on Golden Gate Avenue and the sidewalk along the Golden Gate Avenue frontage would be extended by six feet under the Partial Preservation Alternative. Pedestrian access to the proposed building would be provided from both Market Street and Golden Gate Avenue. Access to the residential uses would be provided at the eastern and western ends of the Market Street frontage. Access to the ground floor retail/restaurant uses would be centrally located on the Market Street frontage. Access to the residential and retail/restaurant uses would also be provided from Golden Gate Avenue. Class 1 and 2 bicycle parking spaces would be provided for all land uses. Access to the ground floor bicycle storage facility associated with the residential uses (104 Class 1 bicycle parking spaces) would be provided from both Market Street and Golden Gate Avenue. Unlike the proposed project, the retail/restaurant use would not be required to provide a Class 1 bicycle space on the ground floor. Fifteen Class 2 bicycle parking spaces would be provided on the Market Street and Golden Gate Avenue sidewalks near the residential and retail/restaurant entrances.


LV 2
JR 1BR 536 SF.
S 406 SF.
S 406 SF.
24' - 8"
90' - 6"
1BR 715 SF.
TRASH
3BR 1350 SF.
1BR 715 SF.
RESI CORE
AMENITY 2437 SF
S 437 SF.
ELEC. ELEC.
S 465 SF.
S 395 SF.
JR 1BR 548 SF.
JR 1BR 548 SF.
JR 1BR 548 SF.
JR 1BR 548 SF.
2BR 1060 SF.
NORTH
SOUTH
ROOF 107'-0"
LV9
LV8
LV7
LV6
LV5
LV4
LV3 37'-0" PODIUM ROOF
LV2
LV1
RESIDENTIAL
10' - 0"
10' - 0"
10' - 0"

Required Approvals

As with the proposed project, the Partial Preservation Alternative would require the project sponsor to seek approval of an application for a Planning Code Section 309 Downtown Project Authorization as well as other discretionary approvals from City agencies, including, but not limited to, a site permit, demolition and building permits, streetscape improvement permits, stormwater compliance, and enhanced ventilation. Unlike the proposed project, certain exceptions granted under the Section 309 process would not be required under this alternative (e.g., for a curb cut on Golden Gate Avenue); however, exceptions (as per the proposed project) would be required for rear yard, freight loading, and wind (pedestrian comfort) under this alternative. As with the proposed project, a Conditional Use Authorization to allow exemption of affordable units from the calculation of FAR would be required under this alternative. Approvals from the Zoning Administrator for a Transfer of Development Rights in C-3 Districts and for a dwelling unit exposure variance would also be required. Unlike the proposed project, BART approval for construction would not be needed under this alternative, because excavation adjacent to the BART right-of-way would not extend beyond the 2 to 5 foot depth needed to remove the fill to provide improved soils for the installation of a new floor slab and would not be within its Zone of Influence.

IMPACTS

Cultural Resources (Historic Architectural Resources)

As discussed above on pp. 6.20-6.23, under the Partial Preservation Alternative, the existing two-story (plus partial basement), reinforced concrete building at 1028 Market Street would be retained. The Partial Preservation Alternative would include a seven-story rooftop addition that would be set back 10 feet from the Market Street property line, bringing the total height of the proposed building to 9-stories or 107-feet. The vertical addition would also be set back from the southeast corner of the property to allow for public views of the Golden Gate Theatre dome from Market Street over the easternmost end of the project site.

Retention of the 1028 Market Street Building

Rehabilitation of the 1028 Market Street building would not require the removal of any historic materials that characterize the property or contribute to the MSTL District or a CRHR-eligible Tenderloin LGBTQ Historic District. The Market Street façade would be retained and rehabilitated in conformity with the Secretary's Standards. Under this alternative, the majority of the existing 1028 Market Street building's façade, structural elements, and floor plates would be retained so as not to result in the *de facto* demolition of the existing structure. The removal of the floor slab to facilitate ground improvement for additional structural support and replacement with a new floor slab is assumed, and a fair amount of the existing square footage would be devoted to

additional structural support on the interior of the existing building to accommodate the increased load from the seven-story addition.

Retention, rehabilitation and reuse of the 1028 Market Street building under this alternative would avoid the physical loss of the 1028 Market Street contributing resource (Impact CR-1). Therefore, Mitigation Measure M-CR-1a: Documentation and Mitigation Measure M-CR-1b: Interpretation (see pp. 4.B.32-4.B.33) and Improvement Measure I-CR-5: Interpretive Program (see p. 4.B.39) that are called for under the proposed project to address the impact of demolition of the historic architectural resource would not be required for this alternative.

Seven-Story Vertical Addition

It is assumed that the new seven-story, 70-foot-tall vertical addition under this alternative would employ contemporary materials and a simple contemporary design that would be visually differentiated from the original 1028 Market Street building. Although the 10-foot setback of the addition from Market Street would allow the original two-story horizontal massing of the original 1028 Market Street building to be perceived, the setback would not sufficiently minimize the visual presence of the vertical addition and its impact on the existing two-story contributing building or on the prevailing high-low-high building height rhythm along the north side of Market Street that characterizes the MSTL District.

The scale and massing of the seven story-story addition under this alternative would be incompatible with, and visually overwhelm, the existing two-story 1028 Market Street building. Unlike the two-story rooftop addition with a 25-foot setback under the Full Preservation Alternative, the seven-story vertical addition with a 10-foot setback under this Partial Preservation Alternative would become a prominent vertical feature within the MSTL District. The MSTL District is characterized by contributing buildings that rise straight upwards from their sites. It is not characterized by buildings with prominent vertical additions or "stepped" compositions. The Partial Preservation Alternative would also disrupt the high-low-high rhythm of the District's setting.

Although the height of the replacement building under this alternative would be 20 feet lower than the building under the proposed project, at 107 feet tall this alternative would continue to obscure the view of the Golden Gate Theatre dome from Market Street over the project site. Thus, like the proposed project, this alternative would weaken the visual continuity of the Golden Gate Theatre with the Market Street corridor. This alternative would include a setback from the southeast corner of the lot to allow views of the Golden Gate Theater dome over the east end of the building's Market Street frontage. This setback, along with the 10-foot setback of the addition from Market Street, would allow the dome to be visible from a longer segment of the Market Street sidewalk opposite the project site than would the proposed project. Although these design features of the seven-story vertical addition would reduce this impact from that of the

proposed project, it would not reduce the impact to a less-than-significant level and Impact CR-2 would be significant and unavoidable.

Conclusion

Retention and reuse of the existing 1028 Market Street building under this alternative would avoid the significant and unavoidable impact of demolition of the contributing resource and the impact on the MSTL and Tenderloin LGBTQ Historic Districts to which it contributes. However, construction of a seven-story, 70-foot-tall vertical addition under this alternative would be incompatible with the character of the 1028 Market Street building and the MSTL District to which it contributes. Such an addition would alter the prevailing high-low-high building height rhythm along the north side of Market Street that characterizes the MSTL District. Additionally, views of the Golden Gate Theatre dome would be obscured, although the notching would allow the dome to be visible from a longer segment of the Market Street sidewalk opposite the project site. For these reasons, the vertical addition under the Partial Preservation Alternative would materially impair the MSTL District by altering in an adverse manner physical characteristics of the MSTL District that convey its historical significance and justify its inclusion in the NRHR and CRHR. Therefore, the Partial Preservation Alternative would result in a substantial adverse change in the significance of the MSTL District. As with the proposed project, the impact of new construction under this alternative, although significant under CEQA, would not automatically render the MSTL District ineligible for listing in the NRHP or the CRHR. However, if the MSTL District was proposed without the 1028 Market Street building, the justification for inclusion in the NRHP would be considerably weakened.

As discussed in Section 4.B. Historic Architectural Resources, on pp. 4.B.40-4.B.42, no significant cumulative impact on historic architectural resources is identified for the proposed project within the context of the MSTL and Tenderloin LGBTQ Historic Districts, in combination with past, present, and foreseeable future projects. Therefore, as with the proposed project, this alternative would not contribute considerably to a significant cumulative impact.

Transportation and Circulation

Under the Partial Preservation Alternative, there would be a reduction in the number of residential units (from 186 units to 112 units) and a reduction in the amount of ground-floor retail/restaurant space (from 9,657 gsf under the proposed project to 6,700 gsf). As a result of the reduction in the number of residential units as well as the mix of units (from 117 studio/one bedroom units to 89 units and from 69 two/three bedroom units to 23 units), the number of person and vehicle trips under the Partial Preservation Alternative would be reduced from that of the proposed project (1,054 total person trips and 166 vehicle trips).

Vehicle Miles Traveled Impacts

As with the proposed project, the Partial Preservation Alternative would be located in an area where existing VMT is more than 15 percent below the existing regional average for both residential and retail uses, and the project site meets the Proximity to Transit screening criteria, which also indicates that the proposed uses would not result in substantial additional VMT.

During the weekday PM peak hour, the new uses associated with the Partial Preservation Alternative would generate fewer vehicle trips than the 166 that would be generated under the proposed project. Similar to the proposed project, the Partial Preservation Alternative's features that would alter the transportation network (e.g. the Golden Gate Avenue sidewalk expansion and removal of on-street parking spaces) would fit within the general types of projects that would not substantially induce automobile travel, and would not have a considerable contribution to any substantial cumulative increase in automobile travel. Therefore, impacts related to VMT under this alternative would be less than significant, as with the proposed project.

While the Partial Preservation Alternative, like the proposed project, would result in a less-than-significant impact related to VMT, Improvement Measure I-TR-1a: Implement Transportation Demand Management Measures and Improvement Measure I-TR-1b: Additional TDM Measures, identified for the proposed project to help shift travel modes from single-occupant vehicle to more sustainable forms such as transit, walking, and biking (described on pp. 4.C.39-4.C.40), would also be applicable to this alternative. Under this alternative, on-site parking would not be provided; therefore, Improvement Measures I-TR-1c: Queue Abatement would not be applicable.

Transit Impacts

During the weekday PM peak hour, the new uses associated with the Partial Preservation Alternative would generate fewer transit trips than the 279 generated under the proposed project. With a reduction in the number of transit riders added to the local and regional transit screenlines and corridors, the impacts of the Partial Preservation Alternative on local and regional transit capacity utilization and Muni operations on adjacent streets would be less than significant, as with the proposed project.

Although the Partial Preservation Alternative would have less-than-significant transit impacts, as with the proposed project, the project sponsor should consider implementation of Improvement Measures I-TR-1a and I-TR-1b, described on pp. 4.C.39-4.C.40, as further incentives to use transit.

Pedestrian Impacts

During the weekday PM peak hour, the new uses associated with the Partial Preservation Alternative would generate fewer than the 691 pedestrian trips generated under the proposed

project (279 trips destined to and from the local and regional transit routes/lines plus 412 walk trips). With a reduction in the number of pedestrians added to the local pedestrian network, the impacts of this alternative on pedestrian circulation on Golden Gate Avenue, Market Street, Taylor Street, or Jones Street would be less than significant, as with the proposed project. Under this alternative, on-site parking would not be provided; therefore, Improvement Measure I-TR-3: Implement Audible Warning Device, identified to further reduce the less-than-significant impacts related to potential pedestrian/vehicle conflicts at the proposed garage driveway on Golden Gate Avenue under the proposed project, would not be applicable.

Bicycle Impacts

The Partial Preservation Alternative would provide 103 Class 1 and 15 Class 2 bicycle parking spaces and, like the proposed project, would meet the Planning Code requirements. Under the Partial Preservation Alternative all Class 1 bicycle parking spaces would be located on the ground floor with access from either Market Street or Golden Gate Avenue and the Class 2 spaces would be located on the Golden Gate Avenue and Market Street sidewalks, subject to SFMTA approval. The Partial Preservation Alternative would result in a smaller increase in the number of vehicles and bicycles in the vicinity of the project site than the proposed project, and, similar to the proposed project, this increase would not be substantial enough to affect bicycle travel or facilities in the area. The Partial Preservation Alternative would not substantially change bicycle travel in the vicinity of the project site, and therefore, similar to the proposed project, impacts on bicyclists would be less than significant.

Loading Impacts

As described above, the Partial Preservation Alternative, similar to the proposed project, would provide an on-street loading space on Golden Gate Avenue with SFMTA approval. Due the reduced loading demand associated with the reductions in the residential and retail/restaurant land uses, the Partial Preservation Alternative would generate fewer delivery/service vehicle trips to the project site per day than those generated under the proposed project (approximately 40 delivery/service vehicle trips). The combined loading demand would be accommodated at the proposed on-street loading space on Golden Gate Avenue just east of the project site or existing commercial loading spaces in the project site vicinity, e.g., on the north side of Golden Gate Avenue or on Jones Street. Unlike the proposed project, service vehicle loading spaces would not be provided under the Partial Preservation Alternative because a below-grade parking garage would not be developed. Since on-street parking would be replaced with an on-street commercial loading space under the Partial Preservation Alternative, with SFMTA approval, and because the loading demand could be accommodated at that location and at the existing on-street commercial loading spaces in the project site vicinity, loading impacts under this alternative would be less than significant, as with the proposed project.

While the Partial Preservation Alternative, like the proposed project, would result in less-than-significant loading impacts, Improvement Measure I-TR-5: Coordination of Move-in/Move-Out Operations and Large Deliveries, identified for the proposed project and described on pp 4.C.50-4.C.51, would also be applicable to this alternative to lessen the effect of loading operations on traffic and transit operations as well as pedestrian and bicycle circulation on adjacent sidewalks and roadways.

Emergency Access Impacts

As with the proposed project, the Partial Preservation Alternative would not change the configuration or capacity of the travel lanes adjacent to the project site. Therefore, it would not affect emergency vehicle access to the project site or its vicinity. Similar to the proposed project, emergency access impacts under this alternative would be less than significant.

Construction Impacts

Construction activities associated with the Partial Preservation Alternative would be similar to (but slightly reduced from) those described for the proposed project. Under this alternative construction would occur over a shorter period, i.e. shorter than the 20-month time frame identified for the proposed project. As with the proposed project, construction-related transportation impacts under this alternative would be less than significant due to their temporary nature and limited duration. While the construction-related transportation impacts under this alternative would be less than significant, particularly since this alternative would involve less on-site development compared to the proposed project, Improvement Measure I-TR-7a: Construction Management and Improvement Measure I-TR-7b: Limited Delivery Time, identified for the proposed project and described on pp. 4.C.55-4.C.56, would also be applicable to this alternative to reduce its less-than-significant construction-related transportation effects.

Parking Information

As noted above, on-site parking would not be provided under the Partial Preservation Alternative. As with the proposed project, the residential and retail/restaurant land uses under the Partial Preservation Alternative would generate demand for long-term and short-term parking. Unlike the proposed project, which would provide 39 vehicle parking spaces to meet a portion of its residential parking demand (approximately 233 long-term spaces), the Partial Preservation Alternative would generate parking demand that could not be met on site because parking would not be provided. The unmet parking demand for the Partial Preservation Alternative would be similar to, but less than, that for the proposed project because this alternative would include fewer residential units than the proposed project (i.e., 112 residential units compared to 186 units) and less retail/restaurant space. Thus, as with the proposed project, this alternative would have an

unmet parking demand, although the unmet parking demand would be less than that for the proposed project.

Due to difficulty in finding on-street parking in the study area, some drivers may park outside of the study area or opt not to drive a private vehicle. As discussed above, the project site is well served by public transit and bicycle facilities. Therefore, similar to the proposed project, the unmet parking demand under the Partial Preservation Alternative would not create hazardous conditions or significant delays affecting traffic, transit, bicycles, or pedestrians; however, to encourage sustainable travel modes such as transit, walking, and bicycling, Improvement Measure I-TR-1a: Implement Transportation Demand Management Measures and Improvement Measure I-TR-1b: Additional TDM Measures, identified for the proposed project and described on pp. 4.C.39-4.C.40, would also be applicable to the Partial Preservation Alternative.

2040 Cumulative Conditions

The Partial Preservation Alternative would generate fewer person and vehicle trips than the proposed project. As with the proposed project, the Partial Preservation Alternative would be located in an area where VMT is more than 15 percent below the projected regional average for both residential and retail uses, and would not contribute considerably to any substantial cumulative increase in VMT. As described above, the Partial Preservation Alternative's features that would alter the transportation network would fit within the general types of projects that would not substantially induce automobile travel, and would not have a considerable contribution to any substantial cumulative increase in automobile travel. In addition, similar to the proposed project, the Partial Preservation Alternative would result in less-than-significant cumulative transit, pedestrian, bicycle, loading, emergency vehicle access, and construction-related transportation impacts.

In summary, similar to the proposed project, under the Partial Preservation Alternative there would be less-than-significant project-level impacts and no cumulatively considerable contribution to significant cumulative impacts related to transportation.

Other Topics

The Initial Study concluded that the proposed project would have no impacts, less-than-significant impacts, or less-than-significant impacts with mitigation in the following analysis areas: Land Use and Land Use Planning, Population and Housing, Cultural Resources (Archeological Resources only), Noise, Air Quality, Greenhouse Gas Emissions, Wind and Shadow, Recreation, Utilities and Service Systems, Public Services, Biological Resources, Geology and Soils, Hydrology and Water Quality, Hazards/Hazardous Materials, Mineral/Energy Resources, and Agricultural and Forest Resources.

The Partial Preservation Alternative would occupy the same building site as the proposed project and would include the same mix of land uses, with the residential land use at a reduced residential density on the site. Less ground-floor retail/restaurant space (approximately 3,000 fewer gsf) than under the proposed project would be developed, and with a reduction in the number of residential units on the project site (from 186 to 112), fewer bicycle parking spaces would be provided under this alternative. As noted above, no parking would be provided under this alternative.

Impacts under this alternative for each of the above-noted environmental topics would be substantially similar to (but reduced from) those of the proposed project. The height and massing of the building proposed under the Partial Preservation Alternative would be similar to but slightly reduced from that of the proposed project. Under this alternative, the residential tower would be shorter (20 feet shorter than the proposed project) and would be set back approximately 10 feet from the Market Street (south) property line as well as from the southeastern corner of the property (no setback under the proposed project). Additionally the setback at the northwest corner of the proposed building under this alterative would be open to Golden Gate Avenue, unlike the proposed project which would have an enclosed interior courtyard at the west property line. As a result of the shorter building and the setbacks for the seven story vertical addition, the wind impacts of this alternative would be the same as (or slightly reduced from) those for the proposed project.

The Partial Preservation Alternative would not result in any new potentially significant impacts for the environmental topics fully analyzed in the Initial Study for the proposed project. Therefore, the conclusions in the Initial Study for these environmental topics would remain applicable to the Partial Preservation Alternative. The mitigation measures presented in the Initial Study for the proposed project that would be applicable to the Partial Preservation Alternative include Mitigation Measure M-CR-2: Archeological Testing Program, Mitigation Measure M-AQ-2: Construction Air Quality, and Mitigation Measure M-AQ-4: Best Available Control Technology for Diesel Generators (see Section F of Appendix A, pp. 180-186).

CONCLUSION

The Partial Preservation Alternative, unlike the proposed project, would avoid the significant impacts resulting from demolition of the 1028 Market Street building on a contributing resource and the MSTL and Tenderloin LGBTQ Historic Districts to which it contributes. Construction of the seven-story, 70-foot-tall vertical addition under this alternative would lessen, but not avoid, a significant impact of the proposed project resulting from the height and scale of new structures in the MSTL District. Like the proposed project, this alternative would not generate significant impacts related to transportation and circulation or any other significant impacts beyond those identified in the Initial Study for the proposed project.

The Partial Preservation Alternative would further some of the project sponsor's objectives presented in Chapter 2, Project Description, on p. 2.2. This alternative would increase the City's housing supply though not to the same degree as anticipated for the proposed project, would develop ground floor retail to encourage and enliven pedestrian activity, and would contribute to the architectural and urban design character of the project site. This alternative would provide fewer dwelling units than would the proposed project, resulting in a smaller increase in the City's below market rate and market rate housing supply and a less desirable real estate opportunity for the project sponsor and its investors.

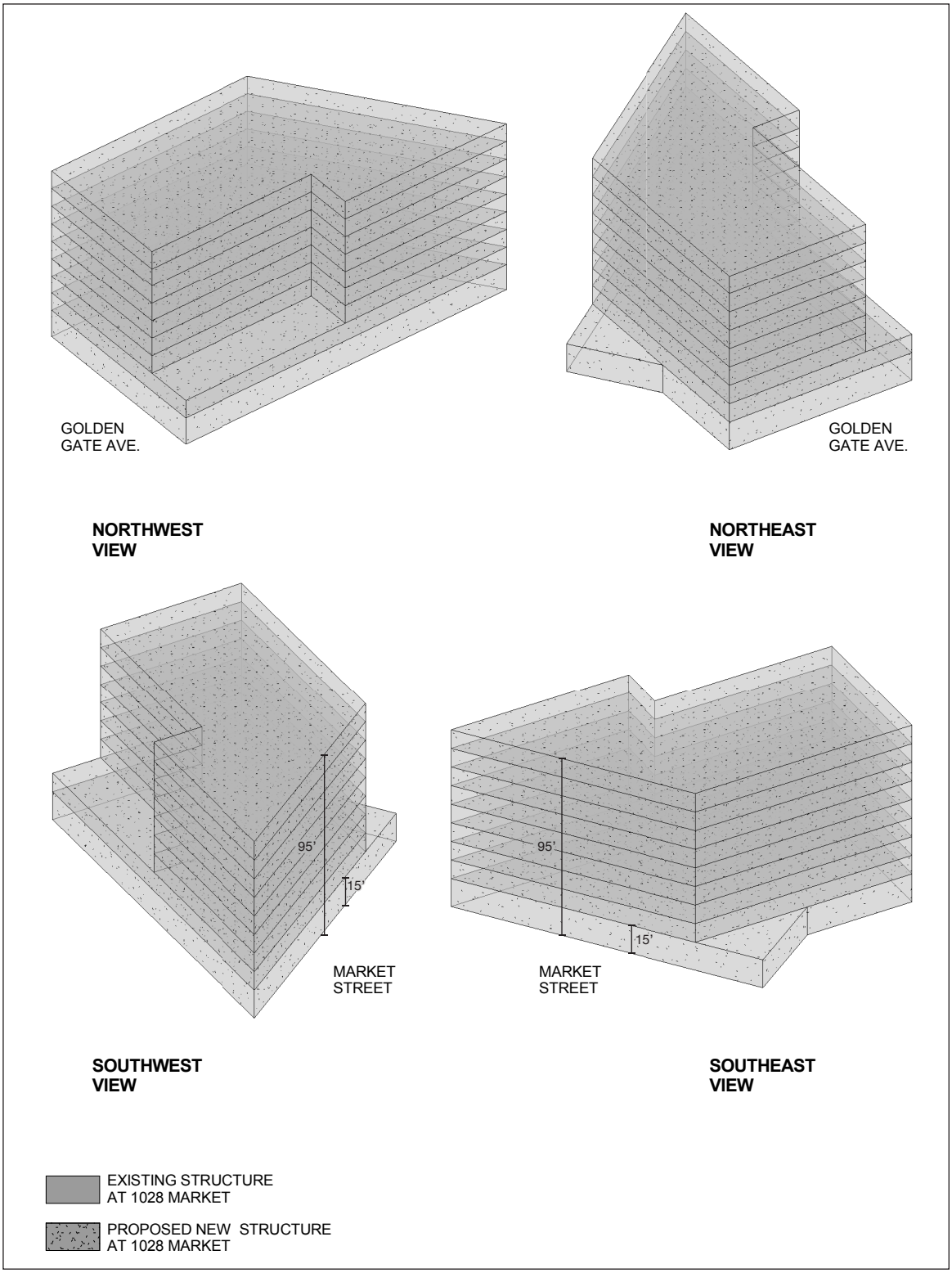
E. COMPATIBLE DESIGN ALTERNATIVE

DESCRIPTION

As described under Section 4.B, Cultural Resources, the existing 1028 Market Street building is identified as a contributing structure to the MSTL District and as a contributor to a CRHR-eligible Tenderloin LGBTQ Historic District. Under the Compatible Design Alternative, the existing building would be demolished and an approximately 9-story, 122,543-gsf building with one below-grade parking level would be constructed in its place. As shown on Table 6.1 on pp. 6.2-6.3, this alternative would be most similar to the proposed project described in Chapter 2, Project Description.

Building Height and Form

The proposed building would be approximately 95 feet tall on Market Street (four stories and 32 feet shorter than the proposed project) and would be built to the property line. The proposed building's design would be informed by the character-defining features of the MSTL District (e.g., façade articulation, materials, and fenestration pattern) and would meet the Secretary's Standards for new construction within the identified historic district. The height of the proposed building would relate to the existing pattern of building heights along the north side of Market Street. The Compatible Design Alternative would differ from the proposed project because it would be shorter, would be set back at the northwestern corner of the property (approximately 25 feet by 90 feet), and would be set back from the southeast corner of the property on the Market Street frontage. The proposed setback at the northwest corner would start at the 3rd floor and rise the full height of the building at the west and north (Golden Gate Avenue) elevations. The proposed setback at the southeast corner of the lot would start at the 2nd floor and rise the full height of the building along the south (Market Street) and east elevations. An approximately 760-sf courtyard would be developed at the 2nd floor in this setback area. The setback at the southeast corner of the property would preserve public views of the Golden Gate Theatre dome from Market Street. Figure 6.5: Compatible Design Alternative - Massing Diagrams presents massing diagrams of the proposed building from the northwest, the northeast, southeast, and the southwest.



SOURCE: Solomon Cordwell Buenz, 2016

1028 MARKET STREET

2014.0241E

FIGURE 6.5: COMPATIBLE DESIGN ALTERNATIVE – MASSING DIAGRAMS

Use Program

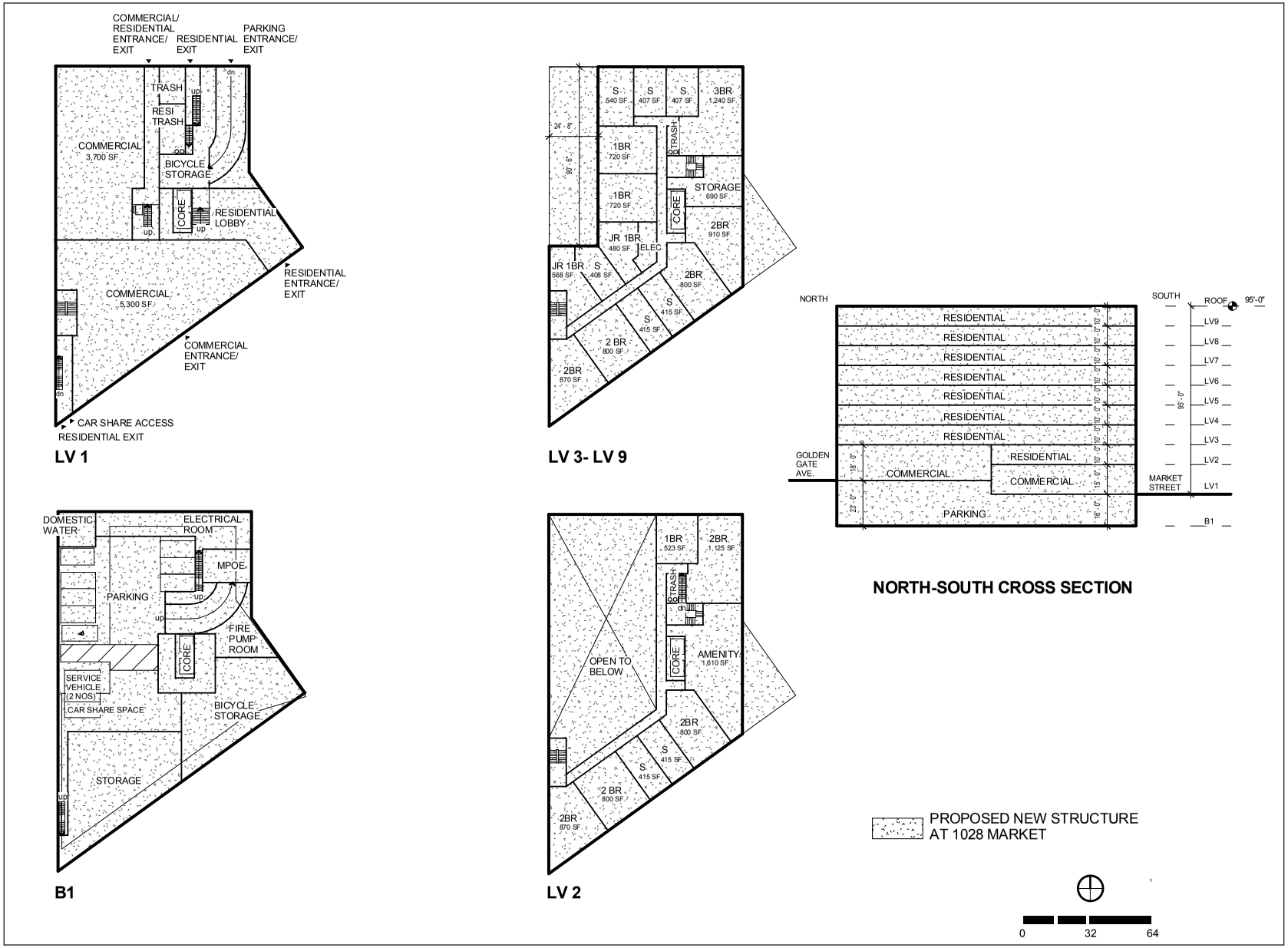
The proposed building would be developed with ground-floor retail/restaurant space along Market Street and Golden Gate Avenue and residential uses on the 2nd through 9th floors. The overall development program for the Compatible Design Alternative, as shown in Table 6.1 on pp. 6.2-6.3, reflects all of the new uses on the project site. The Compatible Design Alternative's building program would have a total area of 122,543 gsf and would include 112 new residential units (74 fewer than under the proposed project). This alternative would have a total of 98,543 gsf of residential space, 9,000 gsf of ground-floor retail/restaurant space, and 15,000 gsf of below-grade parking, storage and circulation space. In addition to the proposed retail/restaurant uses, the ground floor of the proposed building would include space for a residential lobby, a bicycle storage room, and back of house functions. The 9,000-gsf space for the ground-floor retail/restaurant uses would represent a minor reduction in commercial square footage compared to the proposed project.

Under the Compatible Design Alternative, the proposed building would have seven residential units at the 2nd floor and 15 residential units per floor from the 3rd through 9th floors with a total of 73 studio/one-bedroom units and 39 two/three-bedroom units. The residential floors would be accessed via the elevators and stairwells at the proposed building's centrally-located residential service core. A residential amenity space would be provided at the 2nd floor, i.e., a fitness center similar to the proposed project. As with the proposed project, storage space, shared circulation areas as well as space for building services such as trash rooms would be provided at each residential floor. The project sponsor would meet its inclusionary housing obligation by providing the required number of below market rate units on site. Since fewer market rate units would be provided under this alternative than under the proposed project, fewer affordable units would be provided as well.

As with the proposed project, private open space would be provided in the form of terraces on Market Street, and common open space would be provided in the form of a rooftop terrace. Unlike the proposed project, the north-facing courtyard on Golden Gate Avenue would be divided into private terraces to meet the open space requirements for the dwelling units abutting it and the proposed 740-sf courtyard at the 2nd floor along the southeast corner of the property would be developed as common open space extending from the amenity space. Figure 6.6: Compatible Design Alternative - Representative Floor Plans, Basement Level, and Cross Section presents representative floor plans, the below-grade parking level, and a north – south cross section that illustrates the proposed alternative's uses by floor and overall dimensions.

Site Access and Parking

As with the proposed project, below-grade parking would be provided under this alternative. Under the Compatible Design Alternative, 11 parking spaces would be provided in the below-



SOURCE: Solomon Cordwell Buenz, 2016

1028 MARKET STREET

2014.0241E

FIGURE 6.6: COMPATIBLE DESIGN ALTERNATIVE – REPRESENTATIVE FLOOR PLANS AND CROSS SECTION

grade parking garage; 8 for the residential uses (including one ADA-accessible space), 1 car-share space and 2 service vehicle loading spaces. As with the proposed project, direct access to the parking and service vehicle loading spaces in the below-grade parking levels would be provided from a new 12-foot-wide curb cut on Golden Gate Avenue at the northeast corner of the project site. Car-share access would be provided via an entrance at the west end of the Market Street frontage, as with the proposed project. Unlike the proposed project, there is no requirement for the provision of an off-street loading space for the land uses proposed under this alternative. However, as with the proposed project, an on-street loading space would be applied for and designated on Golden Gate Avenue at a location immediately to the east of the project site, if approved by the SFMTA, and service vehicle loading spaces would be provided at the below-grade parking level to accommodate the loading demand that would be generated by the Compatible Design Alternative.

Under the Compatible Design Alternative, as with the proposed project, two new street trees would be planted on Golden Gate Avenue and the sidewalk along the Golden Gate Avenue frontage would be extended by six feet. Pedestrian access to the proposed building would be provided from both Market Street and Golden Gate Avenue. Access to the residential use would be provided at the eastern end of the Market Street frontage. Access to the ground-floor retail/restaurant uses would be centrally located on the Market Street frontage. Access to the residential and retail/restaurant uses would also be provided from Golden Gate Avenue. Class 1 and 2 bicycle parking spaces would be provided for all land uses. Access to the basement level and ground floor bicycle storage facilities associated with the residential uses (103 Class 1 bicycle parking spaces) would be provided from both Market Street and Golden Gate Avenue. The required Class 1 space for the retail/restaurant (1) use would be provided on the ground floor. Eighteen Class 2 bicycle parking spaces would be provided on the Market Street and Golden Gate Avenue sidewalks near the residential and retail/restaurant entrances.

Required Approvals

As with the proposed project, the Compatible Design Alternative would require the project sponsor to seek approval of an application for a Planning Code Section 309 Downtown Project Authorization as well as other discretionary approvals from City agencies, including, but not limited to, a site permit, demolition and building permits, streetscape improvement permits, stormwater compliance, and enhanced ventilation.

As with the proposed project, exceptions granted under the Section 309 process would also be required under this alternative, (e.g., rear yard, curb cut on Golden Gate Avenue, and wind (pedestrian comfort)). A Conditional Use Authorization to allow exemption of affordable units from the calculation of FAR would also be required under this alternative. As with the proposed project, approvals from the Zoning Administrator for the Transfer of Development Rights in C-3 Districts and for a dwelling unit exposure variance would also be required under this alternative.

As with the proposed project, BART approval for construction would also be needed under this alternative, because excavation for a below-grade parking level and the foundation for the proposed replacement building would occur adjacent to the BART right-of-way and within its Zone of Influence under this alternative.

IMPACTS

Cultural Resources (Historic Architectural Resources)

As discussed above on p. 6.33 and as with the Proposed Project, the existing, two-story 1028 Market Street building would be demolished under the Compatible Design Alternative. In its place, a new nine-story-plus-basement replacement building (measuring approximately 95 feet along Market Street) would be constructed (four stories and 32 feet shorter than the proposed project). The new building under this alternative would cover the entire lot at the ground floor and would feature a high ground-level story (about 15 feet tall) with ground-floor retail space along Market Street and Golden Gate Avenue. The 2nd through 9th floors would be set back from the southeast corner of the lot. The setback would narrow the width of the building's Market Street frontage from about 154 feet at the ground floor to about 122 feet at the 2nd through 9th floors. The proposed building would also include a setback (approximately 25 feet by 90 feet) at the northwestern corner of the property at the 3rd floor and above (not visible from Market Street).

Demolition

As with the proposed project, and for the same reasons discussed under Impact CR-1 on pp. 4.B.30-4.B.33 for the proposed project, demolition of the existing 1028 Market Street building would materially alter the physical characteristics of the MSTL District that convey its historic significance and that justify its inclusion in the CRHR. As such, the proposed project would cause a substantial adverse impact on historical resources and would be considered a significant impact under CEQA. As with the proposed project, and for the same reasons discussed under Impact CR-5 on pp. 4.B.38-4.B.39, the proposed project would not cause a substantial adverse impact on historical resources (i.e., the CRHR-eligible Tenderloin LGBTQ Historic District), and thus would be considered a less-than-significant impact under CEQA.

New Replacement Building

It is assumed that the new replacement building under this alternative, like the proposed project, would incorporate character-defining features of the MSTL District to enhance the compatibility of the new building with the District (e.g., high transparent ground floor, three-part vertical composition, regular fenestration pattern), yet be differentiated through contemporary materials and execution.

The new replacement building under this alternative, at nine stories and 95 feet tall, would be four stories and 32 feet shorter than the proposed project. As such, it would be at the upper range of heights for contributors within the MSTL District (ranging in height from two to nine stories, with half of the contributors at seven stories or taller). The height and scale of the replacement building under this alternative would be within, and generally compatible with, the scale and range of building heights for the MSTL District.

Although the new replacement building under this alternative would be 32 feet lower than the building as proposed, at 95 feet tall this alternative would continue to obscure the view of the Golden Gate Theatre dome from Market Street over the project site. Like the proposed project, this alternative would weaken the visual continuity of the Golden Gate Theatre with the Market Street corridor. To reduce this impact, this alternative would include a setback from the southeast corner of the lot that would narrow the width of the building's Market Street frontage from about 154 feet at the ground floor to about 122 feet at the 2nd through 9th floors. This feature of the project would allow views of the dome over the east end of the project site's Market Street frontage and thereby allow the dome to be visible from a longer segment of the Market Street sidewalk opposite the project site than would the proposed project.

Conclusion

Like the proposed project, the demolition of the 1028 Market Street building under this alternative would result in an adverse impact on the significance of the contributing resource and the MSTL District to which it contributes. As with the proposed project, under this alternative implementation of Mitigation Measure M-CR-1a: Documentation and Mitigation Measure M-CR-1b: Interpretation (see pp. 4.B.32-4.B.33) would reduce the significant impact of the demolition of the contributing resource to the MSTL District, but not to a less-than-significant level.

The new replacement building under this alternative would be more compatible than the proposed building in relation to the height and scale of contributing buildings within the MSTL District and would thereby reduce the impact of proposed new construction on the integrity of the MSTL District. The building setbacks from the southeast corner of the project site and from the Market Street frontage under this alternative would also reduce the impact of the proposed project on views from Market Street over the project site of the Golden Gate Theatre dome. However, these features would not reduce this impact of new construction to a less-than-significant level. For these reasons the Compatible Design Alternative would materially impair the MSTL District by altering in an adverse manner some of the physical characteristics of the MSTL District that convey its historical significance and justify its inclusion in the NRHR and CRHR. Therefore, the Compatible Design Alternative would result in a substantial adverse change in the significance of the MSTL District. As with the proposed project, the impact of new construction under this alternative, although significant under CEQA, although significant under CEQA,

would not automatically render the MSTL District ineligible for listing in the NRHP or the CRHR. However, if the MSTL District was proposed without the 1028 Market Street building, the justification for inclusion in the NRHP would be considerably weakened.

As discussed in Section 4.B. Historic Architectural Resources, on pp. 4.B.40-4.B.42, no significant cumulative impact on historic architectural resources is identified for the proposed project within the context of the MSTL or Tenderloin LGBTQ Historic Districts, in combination with past, present, and foreseeable future projects. Therefore, as with the proposed project, this alternative would not contribute considerably to a significant cumulative impact.

Transportation and Circulation

Under the Compatible Design Alternative, there would be a reduction in the number of residential units (from 186 units to 112 units) and a reduction in the amount of ground-floor retail/restaurant space (from 9,657 gsf under the proposed project to 9,000 gsf). As a result of the reduction in the number of residential units as well as the mix of units (from 117 studio/one bedroom units to 73 units and from 69 two/three bedroom units to 39 units), the number of person and vehicle trips under the Compatible Design Alternative would be reduced from that of the proposed project (1,054 total person trips and 166 vehicle trips).

Vehicle Miles Traveled Impacts

Similar to the proposed project, the Compatible Design Alternative would be located in an area where existing VMT is more than 15 percent below the existing regional average for both residential and retail uses, and the project site meets the Proximity to Transit screening criteria, which also indicates that the proposed uses would not result in substantial additional VMT.

During the weekday PM peak hour, the new uses associated with the Compatible Design Alternative would generate fewer vehicle trips than the 166 that would be generated under the proposed project. Similar to the proposed project, the Compatible Design Alternative's features that would alter the transportation network (e.g. the Golden Gate Avenue sidewalk expansion and removal of on-street parking spaces) would fit within the general types of projects that would not substantially induce automobile travel, and would not have a considerable contribution to any substantial cumulative increase in automobile travel. Therefore, impacts related to VMT under this alternative would be less than significant, as with the proposed project.

While the Compatible Design Alternative, like the proposed project, would result in a less-than-significant impact related to VMT, Improvement Measure I-TR-1a: Implement Transportation Demand Management Measures and Improvement Measure I-TR-1b: Additional TDM Measures, identified for the proposed project to help shift travel modes from single-occupant vehicle to more sustainable forms such as transit, walking, and biking (described on pp. 4.C.39-4.C.40),

would also be applicable to this alternative. Under this alternative, on-site parking would be provided; therefore, like the proposed project, Improvement Measures I-TR-1c: Queue Abatement (described on p. 4.C.41) would be applicable under this alternative.

Transit Impacts

During the weekday PM peak hour, the new uses associated with the Compatible Design Alternative would generate fewer transit trips than the 279 generated under the proposed project. With a reduction in the number of transit riders added to the local and regional transit screenlines and corridors, the impacts of the Compatible Design Alternative on local and regional transit capacity utilization and Muni operations on adjacent streets would be less than significant, as with the proposed project.

Although the Compatible Design Alternative would have less-than-significant transit impacts, as with the proposed project, the project sponsor should consider implementation of Improvement Measures I-TR-1a and I-TR-1b, described on pp. 4.C.39-4.C.40, as further incentives to use transit.

Pedestrian Impacts

During the weekday PM peak hour, the new uses associated with the Compatible Design Alternative would generate fewer than the 691 pedestrian trips generated under the proposed project (279 trips destined to and from the local and regional transit routes/lines plus 412 walk trips). With a reduction in the number of pedestrians added to the local pedestrian network, the impacts of this alternative on pedestrian circulation on Golden Gate Avenue, Market Street, Taylor Street, or Jones Street would be less than significant, as with the proposed project. Under this alternative, on-site parking would be provided in a below-grade parking garage; therefore, Improvement Measure I-TR-3: Implement Audible Warning Device, identified to further reduce the less-than-significant impacts related to potential pedestrian/vehicle conflicts at the proposed garage driveway on Golden Gate Avenue under the proposed project (described on p. 4.C.46), would be applicable.

Bicycle Impacts

The Compatible Design Alternative would provide 104 Class 1 and 18 Class 2 bicycle parking spaces and, like the proposed project, would meet the Planning Code requirements. Under the Compatible Design Alternative, similar to the proposed project, Class 1 bicycle parking spaces would be located at the below-grade parking level and on the ground floor. Access to the ground floor bicycle parking room would be provided from either Market Street or Golden Gate Avenue with the below-grade bicycle parking room accessed via the centrally-located elevators. As with the proposed project, the Class 2 spaces would be located on the Golden Gate Avenue and Market

Street sidewalks, subject to SFMTA approval. The Compatible Design Alternative would result in a smaller increase in the number of vehicles and bicycles in the vicinity of the project site than the proposed project, and, similar to the proposed project, this increase would not be substantial enough to affect bicycle travel or facilities in the area. The Compatible Design Alternative would not substantially change bicycle travel in the vicinity of the project site, and therefore, similar to the proposed project, impacts on bicyclists would be less than significant.

Loading Impacts

As described above, the Compatible Design Alternative, similar to the proposed project, would provide an on-street loading space on Golden Gate Avenue, with SFMTA approval, and two service vehicle loading spaces in the below-grade parking garage. Due the reduced loading demand associated with the reductions in the residential and retail/restaurant land uses, the Compatible Design Alternative would generate fewer delivery/service vehicle trips to the project site per day than those generated under the proposed project (approximately 40 delivery/service vehicle trips). The combined loading demand would be accommodated at the proposed off-street service vehicle loading spaces, the proposed on-street loading space on Golden Gate Avenue just east of the project site, or existing commercial loading spaces in the project site vicinity, e.g., on the north side of Golden Gate Avenue, on Market Street in the recessed bay along the project site frontage, and on Jones Street. Since on-street parking would be replaced with an on-street commercial loading space under the Compatible Design Alternative, with SFMTA approval, and because the loading demand could be accommodated by the proposed service vehicle loading spaces, the proposed on-street loading space, and at the existing on-street commercial loading spaces in the project site vicinity, loading impacts under this alternative would be less than significant, as with the proposed project.

While the Compatible Design Alternative, like the proposed project, would result in less-than-significant loading impacts, Improvement Measure I-TR-5: Coordination of Move-in/Move-Out Operations and Large Deliveries, identified for the proposed project and described on pp. 4.C.50-4.C.51, would also be applicable to this alternative to lessen the effect of loading operations on traffic and transit operations as well as pedestrian and bicycle circulation on adjacent sidewalks and roadways.

Emergency Access Impacts

As with the proposed project, the Compatible Design Alternative would not change the configuration or capacity of the travel lanes adjacent to the project site. Therefore, it would not affect emergency vehicle access to the project site or its vicinity. Similar to the proposed project, emergency access impacts under this alternative would be less than significant.

Construction Impacts

Construction activities associated with the Compatible Design Alternative would be similar to (but slightly reduced from) those described for the proposed project. Under this alternative construction would occur over a shorter period, i.e. shorter than the 20-month time frame identified for the proposed project. As with the proposed project, construction-related transportation impacts under this alternative would be less than significant due to their temporary nature and limited duration. While the construction-related transportation impacts under this alternative would be less than significant, particularly since this alternative would involve less on-site development compared to the proposed project, Improvement Measure I-TR-7a: Construction Management and Improvement Measure I-TR-7b: Limited Delivery Time, identified for the proposed project and described on pp. 4.C.55-4.C.56, would also be applicable to this alternative to reduce its less-than-significant construction-related transportation effects.

Parking Information

As with the proposed project, the residential and retail/restaurant land uses under the Compatible Design Alternative would generate demand for long-term and short-term parking. As with the proposed project, which would provide 39 vehicle parking spaces to meet a portion of its residential parking demand (approximately 233 long-term spaces), parking (8 vehicle parking space) would also be provided under the Compatible Design Alternative to accommodate a portion of the parking demand on site. The unmet parking demand for the Compatible Design Alternative would be similar to, but less than, that for the proposed project because this alternative would include fewer residential units than the proposed project (i.e., 112 residential units compared to 186 units) and less retail/restaurant space. Thus, as with the proposed project, this alternative would have an unmet parking demand, although the unmet parking demand would be less than that for the proposed project.

Due to difficulty in finding on-street parking in the study area, some drivers may park outside of the study area or opt to not own a private vehicle. As discussed above, the project site is well served by public transit and bicycle facilities. Therefore, similar to the proposed project, the unmet parking demand under the Compatible Design Alternative would not create hazardous conditions or significant delays affecting traffic, transit, bicycles, or pedestrians; however, to encourage sustainable travel modes such as transit, walking, and bicycling, Improvement Measure I-TR-1a: Implement Transportation Demand Management Measures and Improvement Measure I-TR-1b: Additional TDM Measures, identified for the proposed project and described on pp. 4.C.39-4.C.40, would also be applicable to the Compatible Design Alternative.

2040 Cumulative Conditions

The Compatible Design Alternative would generate fewer person and vehicle trips than the proposed project. Similar to the proposed project, the Compatible Design Alternative would be located in an area where VMT is more than 15 percent below the projected regional average for both residential and retail uses, and would not contribute considerably to any substantial cumulative increase in VMT. As described above, the Compatible Design Alternative's features that would alter the transportation network would fit within the general types of projects that would not substantially induce automobile travel, and would not have a considerable contribution to any substantial cumulative increase in automobile travel. In addition, similar to the proposed project, the Compatible Design Alternative would result in less-than-significant cumulative transit, pedestrian, bicycle, loading, emergency vehicle access, and construction-related transportation impacts.

In summary, similar to the proposed project, under the Compatible Design Alternative there would be less-than-significant project-level impacts and no cumulatively considerable contribution to significant cumulative impacts related to transportation.

Other Topics

The Initial Study concluded that the proposed project would have no impacts, less-than-significant impacts, or less-than-significant impacts with mitigation in the following analysis areas: Land Use and Land Use Planning, Population and Housing, Cultural Resources (Archeological Resources only), Noise, Air Quality, Greenhouse Gas Emissions, Wind and Shadow, Recreation, Utilities and Service Systems, Public Services, Biological Resources, Geology and Soils, Hydrology and Water Quality, Hazards/Hazardous Materials, Mineral/Energy Resources, and Agricultural and Forest Resources.

The Compatible Design Alternative would occupy the same building site as the proposed project and would include the same mix of land uses, with the residential land use at a reduced residential density on the site. Less ground-floor retail/restaurant space (approximately 650 fewer gsf) than under the proposed project would be developed, and with a reduction in the number of residential units on the project site (from 186 to 112), fewer vehicle and bicycle parking spaces would be provided under this alternative.

Impacts under this alternative for each of the above-noted environmental topics would be the same as those of the proposed project. The new replacement building's height and massing would be similar to but slightly reduced from that of the proposed project. Under this alternative, the residential tower would be shorter (32 feet shorter than the proposed project), a new setback at the southeast corner of the Market Street frontage would be introduced (no setback under the proposed project), and the setback at the northwest corner of the proposed building would open to

Golden Gate Avenue, unlike the proposed project which would have an enclosed interior courtyard. As a result of the shorter building and the setbacks for the replacement building, the wind impacts of this alternative would be the same as (or slightly reduced from) those for the proposed project.

The Compatible Design Alternative would not result in any new potentially significant impacts for the environmental topics fully analyzed in the Initial Study for the proposed project. Therefore, the conclusions in the Initial Study for these environmental topics would remain applicable to the Compatible Design Alternative. The mitigation measures presented in the Initial Study for the proposed project would be applicable to the Compatible Design Alternative (see Mitigation Measure M-CR-2: Archeological Testing Program, Mitigation Measure M-AQ-2: Construction Air Quality, and Mitigation Measure M-AQ-4: Best Available Control Technology for Diesel Generators in Section F, pp. 180-186).

CONCLUSION

The Compatible Design Alternative, like the proposed project, would have a significant impact resulting from demolition of a contributing resource and the MSTL District to which it contributes. Construction of the replacement building under this alternative would lessen, but not avoid, the significant impact of the proposed project resulting from the height and scale of the new structure in the MSTL District. Further, the Compatible Design Alternative, like the proposed project, would have a less-than-significant impact resulting from demolition of a contributing resource to the Tenderloin LGBTQ Historic District. This alternative would generate the same impacts as those identified for the proposed project, as described in Chapter 4, Environmental Setting and Impacts, and in the Initial Study in Section E, Evaluation of Environmental Effects.

As with the proposed project, the Compatible Design Alternative would further the project sponsor's objectives presented in Chapter 2, Project Description, on p. 2.2. This alternative would increase the City's housing supply though not to the same degree as anticipated for the proposed project, would develop ground floor retail to encourage and enliven pedestrian activity, and would contribute to the architectural and urban design character of the project site. This alternative would provide fewer dwelling units than would the proposed project, resulting in a smaller increase in the City's below market rate and market rate housing supply and a less desirable real estate opportunity for the project sponsor and its investors.

F. ENVIRONMENTALLY SUPERIOR ALTERNATIVE

Pursuant to CEQA Guidelines Section 15126.6(e)(2), an EIR is required to identify the environmentally superior alternative from among the alternatives evaluated if the proposed project has significant impacts that cannot be mitigated to a less-than-significant level. The Environmentally Superior Alternative is the alternative that best avoids or lessens any significant effects of the proposed project, even if the alternative would impede to some degree the attainment of the project objectives. The No Project Alternative is considered the overall environmentally superior alternative, because the significant impacts associated with implementation of the proposed project would not occur with the No Project Alternative. The No Project Alternative, however, would not meet any of the objectives of the project sponsor.

If the No Project Alternative is environmentally superior, CEQA requires selection of the "environmentally superior alternative other than the no project alternative" from among the proposed project and the other alternatives evaluated. The proposed project would result in significant and unavoidable project-level impacts related to historic architectural resources and compatibility of new structures within the MSTL District. The Full Preservation Alternative would be the environmentally superior alternative because, unlike the proposed project, it would result in less-than-significant impacts related to historic architectural resources and compatibility of the vertical addition to an identified contributing structure to the MSTL District. Moreover, of the alternatives studied, the Full Preservation Alternative would require the least amount of physical alteration to the 1028 Market Street historical architectural resource: it would include limited new construction (a two-story addition) above the 1028 Market Street roofline in contrast to the Partial Preservation Alternative (a seven-story addition), and a new 9-story building as proposed under the Compatible Design Alternative. Additionally, as the alternative with the least amount of physical alteration, it would result in the fewest physical impacts to the environment. Further, the Full Preservation Alternative would not conflict with those policies in the *General Plan's* Urban Design Element that call for the preservation of buildings identified as historical resources. Thus, the Full Preservation Alternative would be the environmentally superior alternative.

G. ALTERNATIVES CONSIDERED BUT REJECTED

Pursuant to CEQA Guidelines Section 15126.6(c), an EIR should "identify any alternatives that were considered by the lead agency but rejected as infeasible during the scoping process and briefly explain the reasons underlying the lead agency's determination." The screening process for identifying viable EIR alternatives included consideration of the following criteria: ability to meet the project objectives; potential ability to substantially lessen or avoid significant environmental effects associated with the proposed project; and potential feasibility. The discussion below describes the alternatives considered, and provides the reasons for eliminating these alternatives from detailed consideration in the EIR.

Full Preservation Alternative with Commercial Use Only. This alternative was considered and rejected because the land use program does not include residential uses which is the project sponsor's primary project objective.

Off-Site Alternative. An Off-Site Alternative would consist of a similar project design and programming, but in a different though comparable infill location within the City and County of San Francisco. An off-site alternative was considered and rejected because the project sponsor does not have any site under its control that does not already have an application pending and has not indicated any plans to acquire such development rights in the near future. Additionally, an off-site alternative would not create high-density housing on this prominent site which is designated for high-density residential use due to its proximity to downtown and local and regional transit. As such, an off-site alternative would not feasibly attain any of the project sponsor's basic objectives.

7. REPORT PREPARERS

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APPENDIX A: NOTICE OF PREPARATION AND INITIAL STUDY

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Notice of Preparation of an Environmental Impact Report

Date:	February 17, 2016
Case No.:	**2014.0241E**
Project Title:	**1028 Market Street**
Zoning:	C-3-G District: Downtown General Commercial 120-X Height and Bulk District
Block/Lot:	0350/002
Lot Size:	15,077 square feet
Project Sponsor	Craig Young, LCL Global – 1028 Market Street LLC (415) 890-6892
Lead Agency:	San Francisco Planning Department
Staff Contact:	Rachel Schuett - (415) 575-9030 rachel.schuett@sfgov.org

PROJECT DESCRIPTION

The 1028 Market Street project site is located mid-block on the north side of Market Street between Taylor and Jones streets, to the east and west, respectively, in San Francisco's Downtown/Civic Center neighborhood. The project site block is bounded by Golden Gate Avenue to the north, Taylor Street to the east, Market Street to the south, and Jones Street to the west. The project site has two frontages – one on Market Street and one on Golden Gate Avenue – and shares its east and west property lines with the adjacent surface parking lot/two-story commercial building and the four-story mixed-use development.

The project site is developed with a 33,310-gross-square-foot (gsf), two-story, 37-foot-tall commercial building over a partial basement. The existing building, known historically as the Golden Gate Building, was constructed in 1907, and is considered a historical resource as a contributing structure to the Market Street Theatre and Loft National Register Historic District. The renovated storefront and ground floor space along Market Street has been used as a temporary food pavilion for local vendors since October 2014.

The project sponsor, LCL Global-1028 Market Street LLC, proposes demolition of the 33,310-gsf Golden Gate Building, and in its place, construction of a 13-story, 178,308-gsf mixed-use building with one below-grade basement level. The proposed building would have 148,119 gsf of residential uses with up to 186 residential units on the 2nd through 13th floors, 9,657 gsf of retail/restaurant uses at the ground floor, and 15,556 gsf of below-grade basement level space devoted to parking, circulation, bicycle storage, tenant storage, materials storage, and mechanical, electrical and plumbing systems. The ground floor would include the residential lobby, a mail room, a bicycle storage area, circulation spaces, and back of house functions. Approximately 7,457 square feet of common open space would be provided at the 2nd floor and on the rooftop. Private open space for 14 of the proposed 186 residential units would be provided on the 4th through 12th floors in the form of balconies and private terraces. The proposed project would include improvements to the Golden Gate Avenue right-of-way, specifically a 6-foot extension of the existing 10-foot-wide sidewalk along the project site frontage.

The proposed project would provide 42 subsurface parking spaces, including two service vehicle spaces, two handicap-accessible spaces, and one car-share space; and 123 Class 1 and 22 Class 2 bicycle parking spaces. The main entrance to the residential portion of the proposed building would be through a lobby entrance located at the east end of the Market Street frontage. Pedestrian access to the residential units would also be available from Golden Gate Avenue. Four separate retail/restaurant spaces would located on Market Street, to the west of the main residential entrance, and on Golden Gate Avenue at the northwest corner of the project site. Vehicular access would be provided from a 12-foot-wide driveway on Golden Gate Avenue at the east end of the project site.

FINDING

This project may have a significant effect on the environment and an Environmental Impact Report is required. This determination is based upon the criteria of the State CEQA Guidelines, Sections 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance), and for the reasons documented in the Environmental Evaluation (Initial Study) for the project, which is attached.

ALTERNATIVES

Alternatives to be considered for this project will include, but not be limited to, the No Project Alternative and one or more alternatives that preserve all or most of the historic resources at 1028 Market Street. This determination is based upon the criteria of the State CEQA Guidelines, Section 15126.6 (Consideration and Discussion of Alternatives to the Proposed Project).

PUBLIC SCOPING PROCESS

Written comments will be accepted until 5:00 p.m. on **March 18, 2016**. Written comments should be sent to Sarah B. Jones, San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco, CA 94103.

If you work for a responsible State agency, we need to know the views of your agency regarding the scope and content of the environmental information that is germane to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project. Please include the name of a contact person in your agency.

February 17, 2016
Date

Sarah B. Jones
Environmental Review Officer

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1028 Market Street

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AB	Assembly Bill
ABAG	Association of Bay Area Governments
ACL	Absolute Cumulative Limits
ADRP	Archeological Data Recovery Plan
ACIP	Auger cast in place
AMP	Archeological Monitoring Program
ARB	California Air Resources Board
ARDTP	Archeological Research Design and Treatment Plan
ATP	Archeological Testing Plan
BAAQMD	Bay Area Air Quality Management District
BART	Bay Area Rapid Transit
BCDC	Bay Conservation and Development Commission
bgs	below grade surface
BMPs	best management practices
BMR	below market rate
CAA	Clean Air Act
CalEEMod	California Emissions Estimator Model
Cal/OSHA	State Occupational Safety and Health Administration
Caltrans	Californian Department of Transportation
CARB	California Air Resources Board
CEQA	California Environmental Quality Act
CCAA	California Clean Air Act
CGS	California Geological Survey
CNEL	Community Noise Equivalent Level
CO	carbon monoxide
CO2e	carbon dioxide equivalents
CRHR	California Register of Historical Resources
CSO	Combined Sewer Overflow
dB	decibel
dBA	decibel (A-weighted)
DBI	Department of Building Inspection
DEHP	bis (2-ethylhexyl) phthalate
DPH	Department of Public Health
DPM	diesel particulate matter
DPW	Department of Public Works
DSM	deep soil mixing
DTSC	Department of Toxic Substances Control
ERO	Environmental Review Officer
ESA	Environmental Site Assessment
ESLs	Environmental Screening Levels
FAR	floor area ratio
FARR	Final Archeological Resource Report
FEMA	Federal Emergency Management Agency
FTA	Federal Transit Administration
GHG	greenhouse gas
gsf	gross square feet
g/hp-hr	gram per horsepower per hour
g/bhp-hr	gram per brake horsepower per hour

HCD	Californian Department of Housing and Community Development
HEPA	High Efficiency Particulate Air Filter
HRE	Historic Resources Evaluation
HVAC	heating, ventilation and air conditioning
in/sec	inches per second
IWMP	Integrated Waste Management Plan
L_{dn}	day-night noise level
LEED	Leadership in Energy and Environmental Design
Leq	equivalent continuous sound level
LUST	leaking underground storage tank
mgd	million gallons per day
mg/kg	milligram per kilogram
mg/L	milligram per liter
MLD	Most Likely Descendant
MLP	maximum load point
$MTCO_2E$	metric tons of carbon dioxide equivalent
mph	miles per hour
MRZ-4	Mineral Resource Zone 4
MSTL District	Market Street Theatre and Loft National Register Historic District
MTBE	methyl tertiary-butyl ether
MTC	Metropolitan Transportation Commission
MTCO2E	metric ton of carbon dioxide equivalents
Muni	San Francisco Municipal Railway
Mw	moment magnitude
NAHC	California State Native American Heritage Commission
NAVD88	1988 North American Vertical Datum
NCT	Neighborhood Commercial Transit (zoning designation)
NESHAP	National Emissions Standards for Hazardous Air Pollutants
NOX	oxides of nitrogen
NO_2	nitrogen dioxide
NPDES	National Pollutant Discharge Elimination System
NRC	National Research Council
NSR	New Source Review
NWIC	Northwest Information Center
OPR	State Office of Planning and Research
OS	open space
PAHs	polynuclear aromatic hydrocarbons
PAR	Preliminary Archeological Review
PCBs	polychlorinated biphenyls
PM	particulate matter
$PM_{2.5}$	PM composed of particulates that are 10 microns in diameter or less
PM_{10}	PM composed of particulates that are 2.5 microns in diameter or less
POPOS	privately owned public open spaces
ppm	parts per million
PPV	peak particle velocity
QACL	Qualified Archaeological Consultants List
RED	Residential Enclave (zoning designation)
RMS	root mean square
ROG	reactive organic gases
RWQCB	Bay Area Regional Water Quality Control Board

SB	Senate Bill
SamTrans	San Mateo County Transit District
SEWPCP	Southeast Water Pollution Control Plant
sq. ft.	square feet
SFBAAB	San Francisco Bay Area Air Basin
SFCTA	San Francisco County Transportation Authority
SFFD	San Francisco Fire Department
sfh	square foot hours
SFMTA	San Francisco Municipal Transportation Agency
SFO	San Francisco International Airport
SFPD	San Francisco Police Department
SFPL	San Francisco Public Library
SFPUC	San Francisco Public Utilities Commission
SFUSD	San Francisco Unified School District
SO2	sulfur dioxide
SOMA	South of Market
SoMa	South of Market
STLC	soluble threshold limit concentration
SUD	Special Use District
TAAS	Theoretically Available Annual Sunlight
TACs	toxic air contaminants
TASC	Transportation Advisory Staff Committee
TBACT	Best Available Control Technology
TCLP	toxicity characteristic leaching procedure
TDM	Transportation Demand Management
TEP	Transit Effectiveness Project
TTLC	total threshold limit concentration
U.S. EPA	U.S. Environmental Protection Agency
USGS	United States Geological Survey
UST	underground storage tank
UWMP	Urban Water Management Plan
VDECS	verified diesel emission control strategy
VMT	vehicle miles traveled
WSA	Water Supply Assessment

Initial Study
1028 Market Street Project
Planning Department Case No. 2014.0241E

A. PROJECT DESCRIPTION

Project Location and Site Characteristics

The 1028 Market Street project site (Assessor's Block 0350, Lot 002) is located along the southern edge of San Francisco's Downtown/Civic Center neighborhood on the north side of Market Street (see **Figure 1: Project Location**).[1] It is located in the middle of a triangular-shaped block bounded by Golden Gate Avenue to the north, Taylor Street to the east, Market Street to the south, and Jones Street to the west. The 15,077-square-foot (sq. ft.) lot is irregularly shaped and slopes downward from north to south (Golden Gate Avenue to Market Street) with an elevation change of approximately 7 feet. The project site measures 154 feet from east to west along its Market Street frontage, 98 feet from east to west along its Golden Gate Avenue frontage, 182 feet from north to south along its western property line, and 101 feet from north to south along its eastern property line (see **Figure 2: Existing Site Plan**).

The project site is completely developed with an approximately 33,310-gross-square-foot (gsf), two-story commercial building over a partial basement[2] that measures 37 feet in height above street-grade.[3] There is an existing utility vault under Golden Gate Avenue adjacent to the project site that extends between 3 to 13 feet into the public right-of-way.[4] The building, known historically as the Golden Gate Building, was constructed in 1907 and is considered a contributor to the Market Street Theatre and Loft National Register Historic District (MSTL District).[5] The Golden Gate Building was previously occupied by theater, retail, and restaurant uses and has been vacant since 2008. However, its storefront and ground floor space along Market Street was recently renovated and has been used as a temporary food pavilion for local vendors under short-term lease arrangements since October 2014. There are no off-street spaces for parking or loading on the project site, and there is no vehicular access.

---

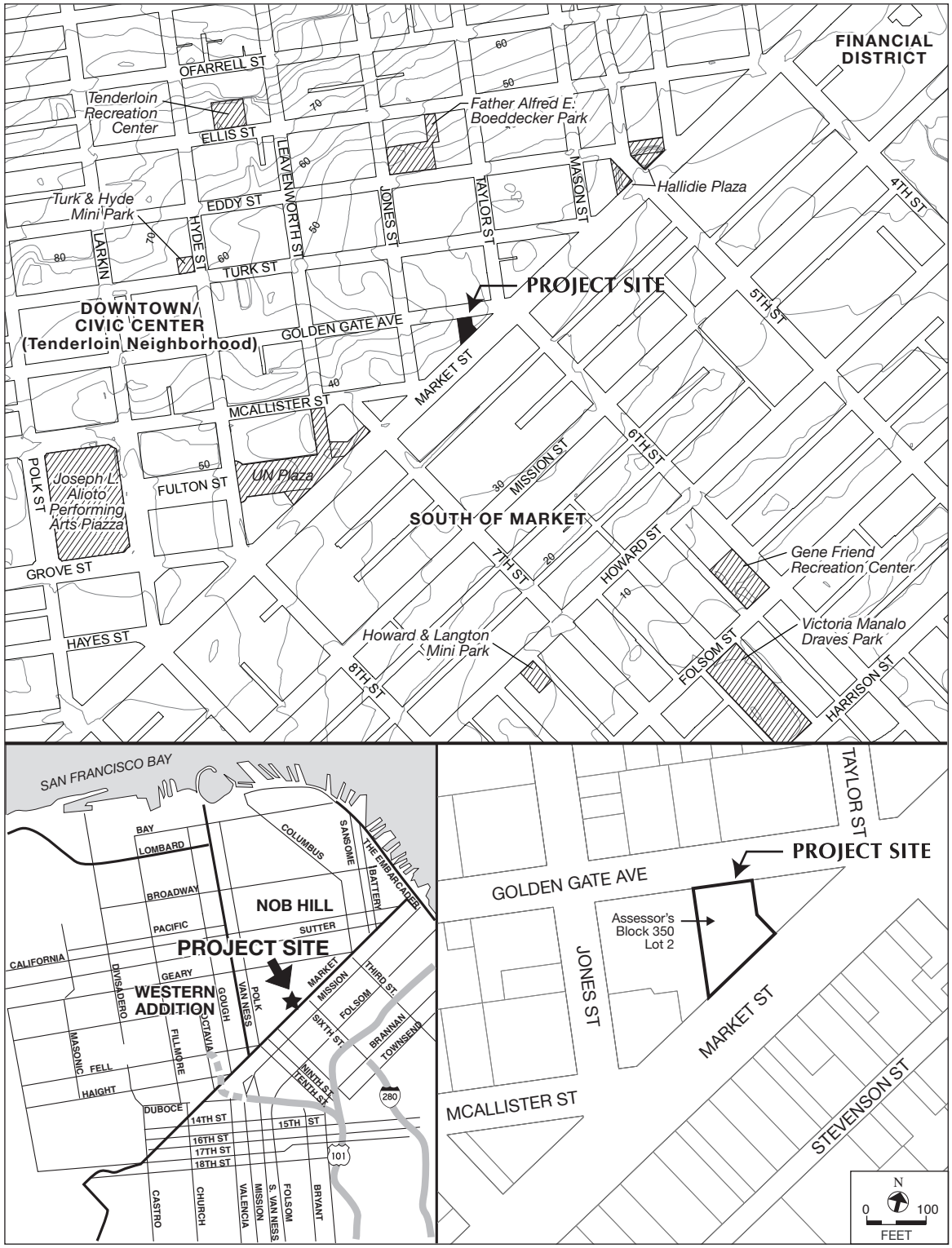
1 Market Street is oriented in a northeast-southwest direction, but is referred to as an east-west street in this document. Taylor and Jones streets are oriented in a northwest-southeast direction, but are referred to as north-south streets in this document. This convention is used to describe the locations of other buildings and uses in relation to the project site.

2 The basement partially extends into the Golden Gate Avenue public right-of-way.

3 Building heights are measured in feet above-grade (or ground surface) or in number of building stories. A building story may be the equivalent of about 10 feet, or 12 to 15 feet if it includes retail, at the ground floor and between 10 and 12 feet for the upper stories.

4 The project sponsor holds an encroachment permit for the sub-sidewalk basement.

5 The southern boundary of the Uptown Tenderloin National Register Historic District is partly defined by Golden Gate Avenue, Jones Street, and McAllister Street and is located immediately north and west of the project site. The Civic Center National Register Historic District is to the west.

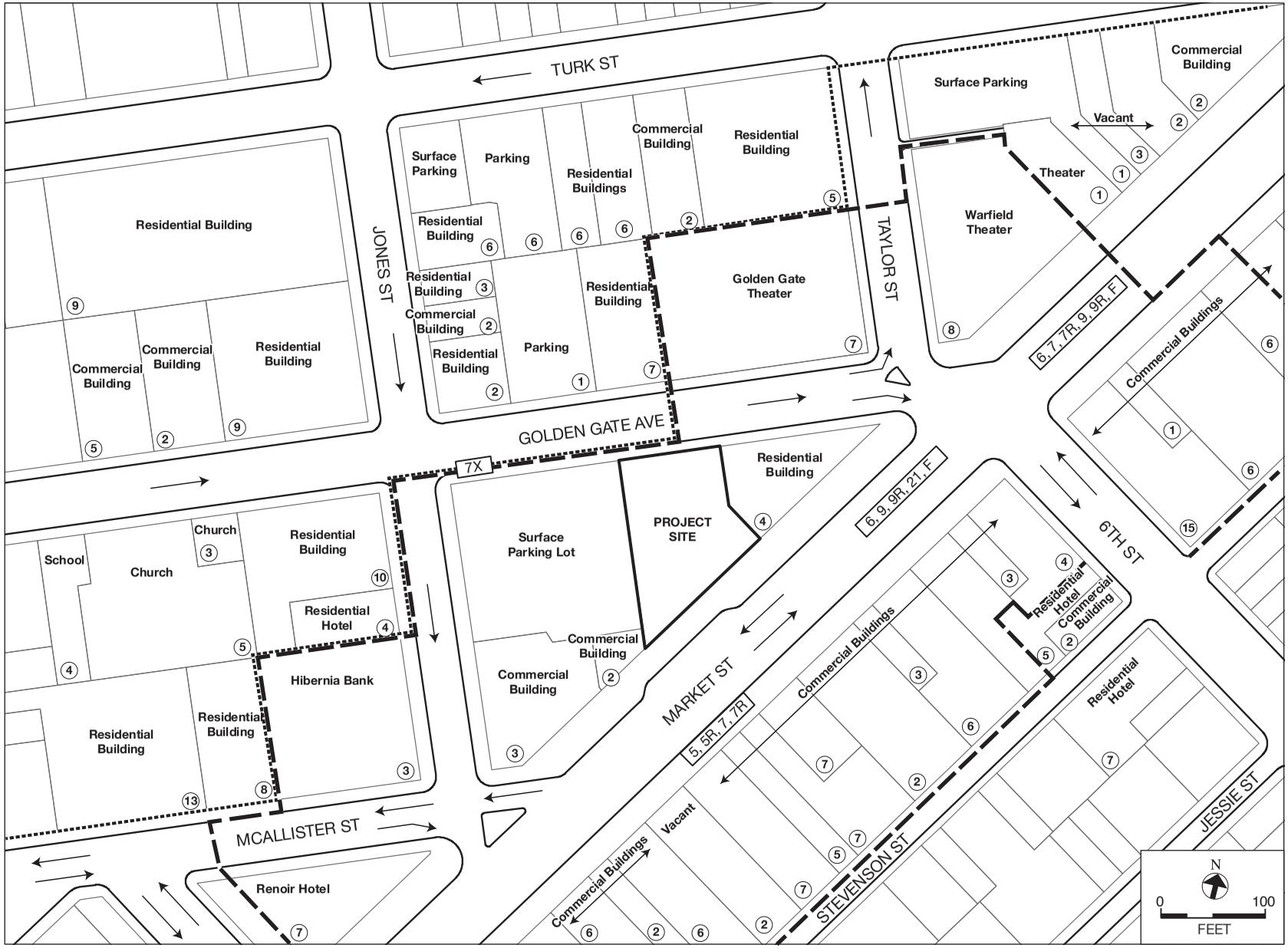


SOURCE: Turnstone Consulting/SWCA, 2015

1028 MARKET STREET

2014.0241E

FIGURE 1: PROJECT LOCATION



SOURCE: Turnstone Consulting/SWCA, 2015

(#) Number Of Stories #, # Muni Transit Stops Market Street Theatre and Loft National Register Historic District Uptown Tenderloin National Register Historic District

1028 MARKET STREET

2014.0241E

FIGURE 2: EXISTING SITE PLAN

Pedestrian access is from Market Street and Golden Gate Avenue. The sidewalks on Market Street and Golden Gate Avenue adjacent to the project site are 35 feet wide and 10 feet wide, respectively. There is an approximately 75-foot-long vehicle pullout designated for commercial vehicle loading along the western portion of the project site's Market Street frontage. At this location the Market Street sidewalk narrows to 26 feet. There are seven mature street trees along the Market Street frontage of the project site and none along the Golden Gate Avenue frontage.

Immediately adjacent to and west of the project site at 1066 Market Street (Assessor's Block 0350, Lot 003) is a surface parking lot (accessed via Golden Gate Avenue) and a two-story commercial building (fronting Market Street) proposed for redevelopment with a 120-foot-tall mixed-use residential project. Immediately adjacent to and east of the project site at 1000 Market Street (Assessor's Block 0350, Lot 001) is the four-story San Christina Building, constructed in 1913.

The project site is in a Downtown General Commercial (C-3-G) Zoning District and a 120-X Height and Bulk District. A base floor area ratio (FAR) of 6:1 is permitted in the C-3-G District. A maximum FAR of 9:1 is allowable with the use of Transferable Development Rights (TDRs) and subject to applicable height and bulk limitations. The project site is also located in the Mid-Market area of downtown San Francisco, generally between 5th and 11th streets along the Market and Mission corridors, an area covered by the Mid-Market Special Use District (SUD), as analyzed in the Mid-Market Arts and Arts Education Special Use and Special Height and Bulk Districts and 950-974 Market Street Project Preliminary Mitigated Negative Declaration.

The project site fronts Market Street, which is a major transportation corridor through downtown San Francisco that runs southwest to northeast from the Twin Peaks, Upper Market, and Castro neighborhoods to the Ferry Building on The Embarcadero. The project site is well served by the local and regional public transit agencies. The San Francisco Municipal Transportation Agency (Muni) operates light rail vehicles underneath Market Street (J Church, KT Ingleside/Third Street, L Taraval, M Ocean View, N Judah), numerous buses and historic streetcars on Market Street (6 Haight/Parnassus, 7 Haight/Noriega, 7R Haight/Noriega Rapid, 9 San Bruno, 9R San Bruno Rapid, 21 Hayes, and F Market and Wharves), and express bus service on Golden Gate Avenue and Turk Street (Muni 7X Noriega Express). The Bay Area Rapid Transit District (BART) operates a regional subway system that runs underneath Market Street. The closest entry points to the underground Muni/BART stations are located one block west at United Nations (U.N.) Plaza at the intersection of Charles J. Brenham Place and Market Street (Civic Center Muni/BART station) and one block east at Hallidie Plaza at the intersection of Cyril Magnin and Market streets (Powell Muni/BART station). Golden Gate Transit operates surface buses that run on 7th, 8th, and Mission streets, and SamTrans operates surface buses on Mission Street.

Project Characteristics

The proposed project would require demolition of the 33,310-gsf Golden Gate Building. In place of the existing building, the project sponsor would construct a 13-story, 178,308-gsf mixed-use building with one below-grade basement level (see **Figure 3: Proposed Site Plan**). The proposed building would be 120 feet tall as measured from the center line on the easternmost building mass along Golden Gate Avenue (not including the 20-foot-tall mechanical penthouse) and would have residential floor-to-ceiling heights of 9 feet, 2 inches.

Proposed Uses

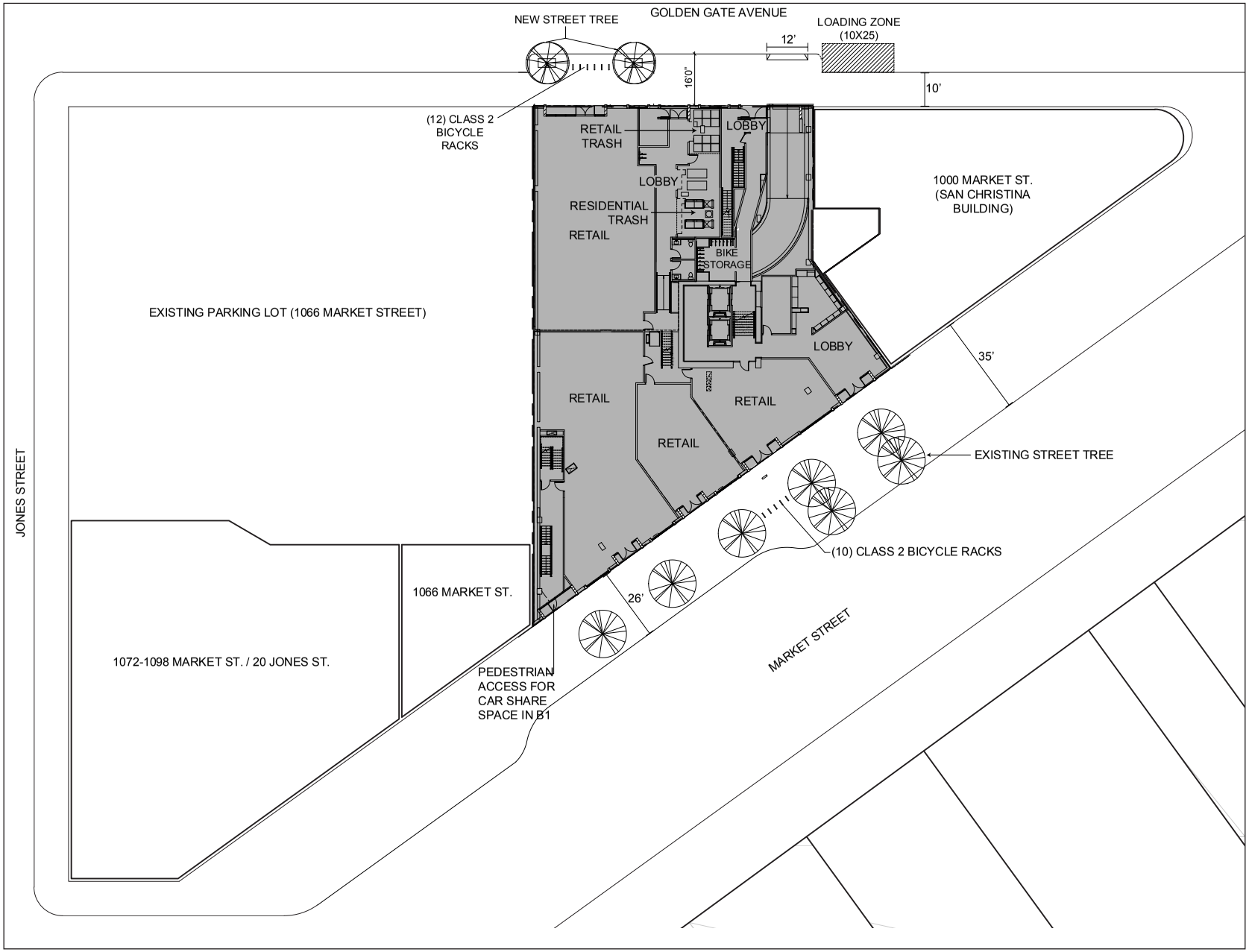
The proposed 178,308-gsf mixed-use building would have 148,119 gsf of residential uses with up to 186 residential units on the 2nd through 13th (see **Table 1: Summary of Proposed Uses and Building Characteristics**). The ground floor would include the residential lobby, mail room, bicycle storage area, circulation spaces, retail/restaurant uses, and back of house functions.

The commercial space would be developed into four separate retail/restaurant spaces, three along Market Street and one on Golden Gate Avenue. Primary pedestrian access to the residential portion of the proposed building would be provided through an entrance at the east end of the Market Street frontage. A secondary entrance for the residents would also be provided at the east end of the Golden Gate Avenue frontage, immediately west of the proposed garage driveway.

There would be a fitness center on the 2nd floor, a building management office on the 3rd floor, and tenant storage rooms on the 4th and 5th floors. All Class 1 bicycle parking spaces required for the residential uses would be provided in two separate bicycle storage rooms, one at the ground floor and the other on Basement Level 1. Access to the bicycle storage rooms would be from the Market Street and Golden Gate Avenue residential entrances.[6] One Class 1 space for the retail/restaurant uses would be provided at the ground floor. The required Class 2 bicycle parking spaces for both the residential and retail components of the proposed project would be provided along the Market Street and Golden Gate Avenue sidewalks near the proposed residential and retail entrances.

The below-grade basement level space would be devoted to parking, circulation, bicycle storage, tenant storage, materials storage, and mechanical, electrical and plumbing systems. An approximately 12-foot-deep-by-42-foot-wide utility room for the proposed building's transformer would be located under the east end of the Golden Gate Avenue sidewalk. Access to the 42 vehicle parking spaces (including two service vehicle spaces, one car-share space, and two handicap-accessible spaces) would be provided from Golden Gate Avenue at the east end of the

[6] The Class 1 spaces located in Basement Level 1 would be accessed from the ground floor via the residential lobby and centrally located elevators.



SOURCE: Solomon Cordwell Buenz

1028 MARKET STREET

2014.0241E

FIGURE 3: PROPOSED SITE PLAN

Table 1: Summary of Proposed Uses and Building Characteristics

Uses	New Construction (gsf)
Residential (Fitness Center, Management Office, Tenant Storage Space)	148,119 gsf
Residential Lobby, Bicycle Storage, Back of House, and Circulation Space	4,976 gsf
Retail/Restaurant	9,657 gsf
Parking, Building Storage, Bicycle Storage, Mechanical, and Circulation Space	15,556 gsf
Total	**178,308 gsf**
Characteristics	
Height	120 feet
No. of Stories	13 stories
No. of Residential Units	**186**
Studio Units	70
Junior One-Bedroom Units	26
One-Bedroom Units	21
Two-Bedroom Units	57
Three-Bedroom Units	12
No. of Parking Spaces	**42**
Service Vehicle [a]	2
Handicap-Accessible	2
Car-share	1
No. of Class 1 Bicycle Parking Spaces [b, c]	**123**
No. of Class 2 Bicycle Parking Spaces [d, e]	**22**

Notes:

[a] The substitution of two service vehicle spaces for each required off-street freight loading space provided that a minimum of 50 percent of the required number of spaces are provided for freight loading. Where the 50 percent allowable substitution results in a fraction, the fraction shall be disregarded (Planning Code Section 153(a)(6).

[b] A Class 1 bicycle space protects the entire bicycle from theft or weather; examples include lockers, secure bike rooms, or attendant-monitored parking.

[c] Planning Code-required Class 1 spaces for the residential (122) and retail/restaurant uses (1).

[d] A Class 2 bicycle space is located in a publicly accessible, highly visible location intended for transient or short-term use by building visitors, guests, and patrons.

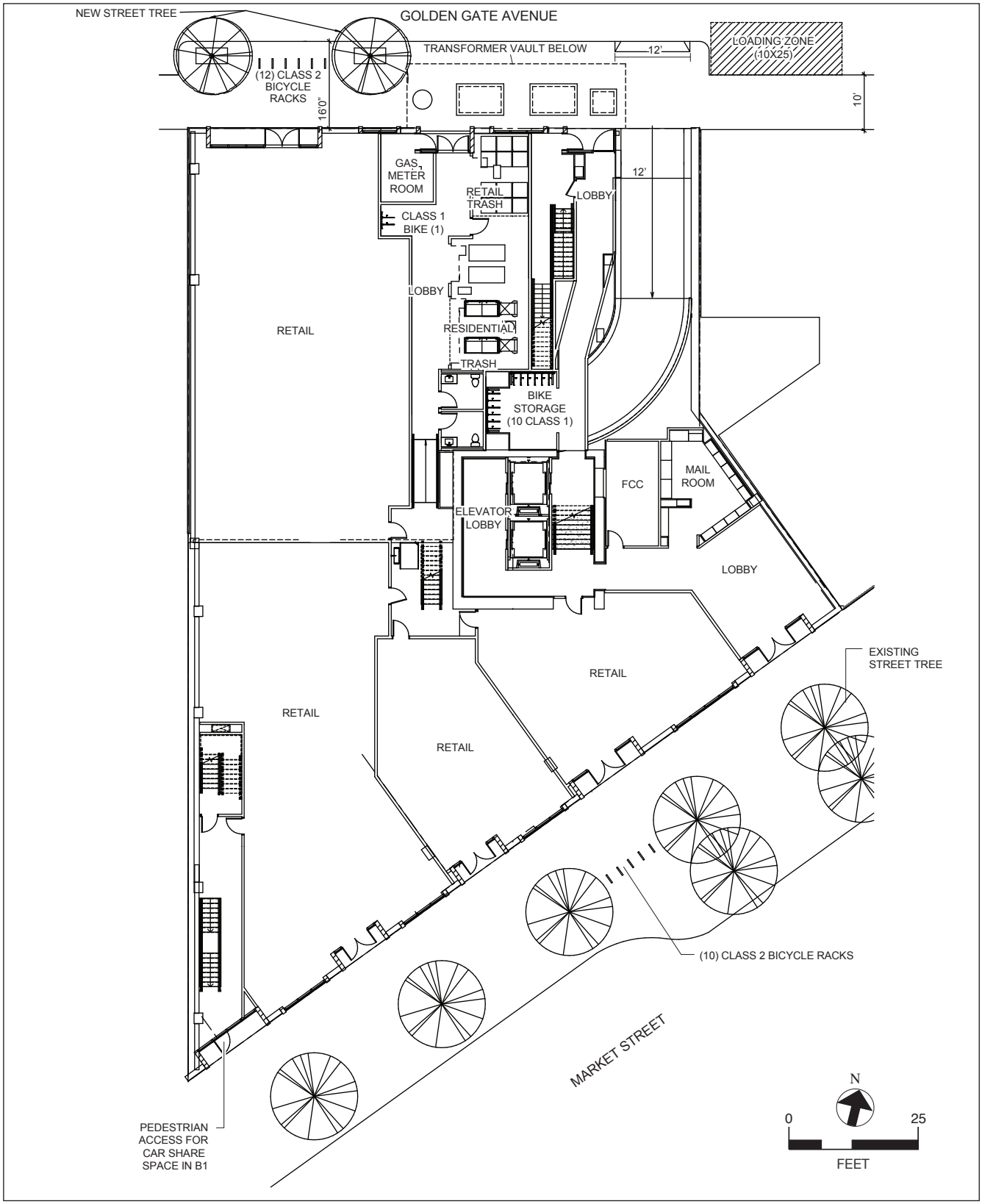
[e] Planning Code-required Class 2 spaces for the residential (9) and retail/restaurant uses (13).

Source: Solomon Cordwell Buenz, January 2016

project site via a 12-foot-wide curb cut leading to a one-way, 12-foot-wide parking garage driveway with traffic signals at the top and bottom of the driveway. Pedestrian access to the garage would be from the ground floor via the residential lobby and centrally located elevators. Pedestrian access to the car-share space for car-share members who are not on-site residents would be provided from a separate entrance on the west end of the Market Street frontage.

Ground Floor

The 14,633-gsf ground floor would include 4,976 gsf of space for the residential and elevator lobbies; the mail and mechanical rooms; bicycle storage, and pedestrian and vehicular circulation (corridors, stairs, elevators, and garage driveway). (See **Figure 4: Proposed Ground Floor Plan**.) The residential lobby would be accessed at the east end of the Market Street and Golden



SOURCE: Solomon Cordwell Buenz

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FIGURE 4: PROPOSED GROUND FLOOR PLAN

Gate Avenue frontages. Access to the residential floors above would be from the centrally located elevator lobby and stairs. The below-grade parking garage would be accessed via the 12-foot-wide driveway at the east end of the Golden Gate Avenue frontage. Back of house functions such as the residential and retail trash rooms would be accessed from a service entrance at the center of the Golden Gate Avenue frontage. The ground floor would also include 9,657 gsf of space for retail/restaurant uses, divided into three separate spaces along Market Street and one along Golden Gate Avenue. Each of the retail/restaurant spaces would have a separate entrance.

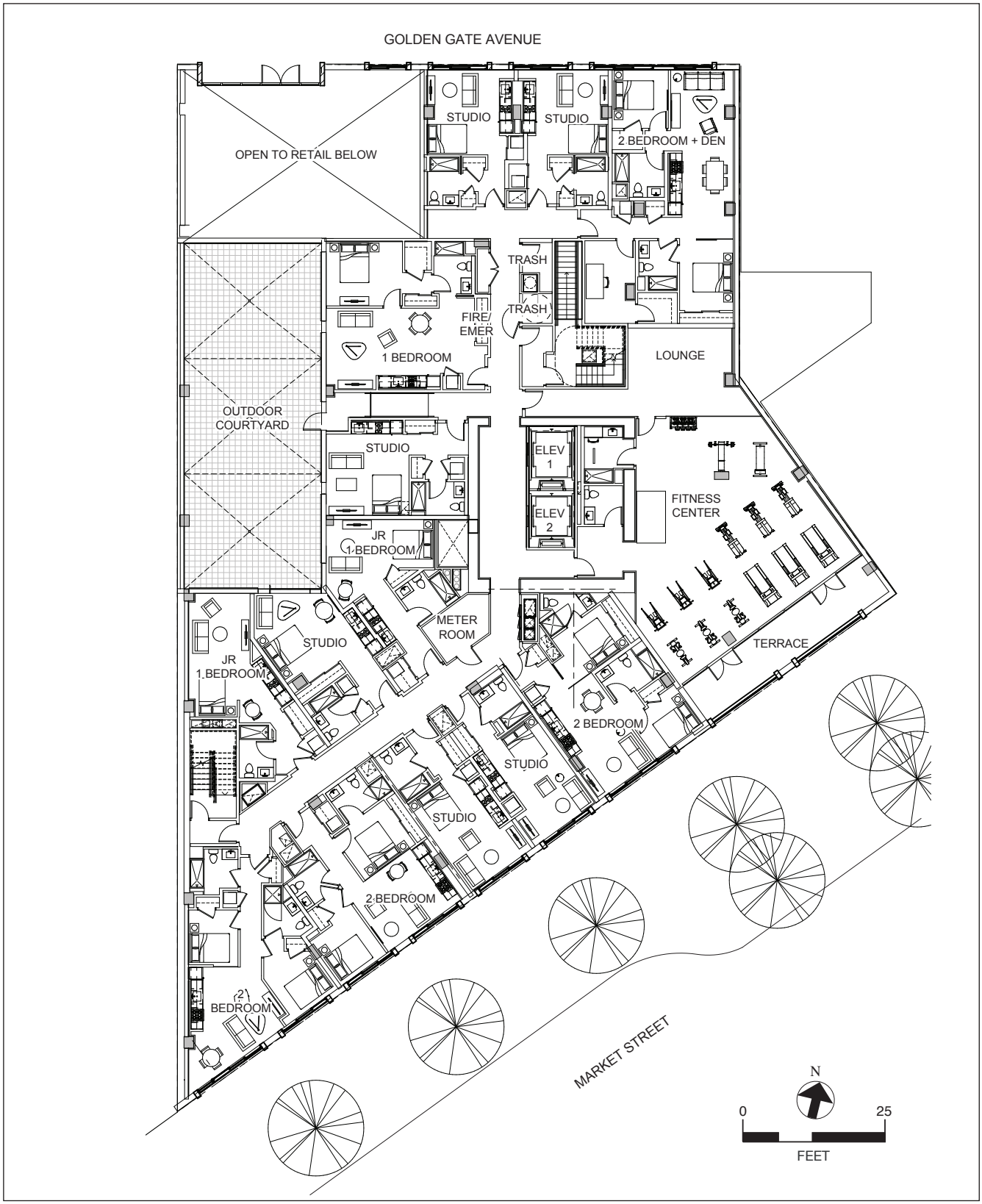
Floors 2 through 13

Residential uses would occupy a total of about 148,119 gsf of building area. The proposed project would provide up to a total of 186 residential units consisting of 70 studio units, 26 junior one-bedroom units, 21 one-bedroom units, 57 two-bedroom units, and 12 three-bedroom units on the 2nd through 13th floors (see **Figure 5: Proposed 2nd Floor Plan**, **Figure 6: Proposed 3rd Floor Plan**, **Figure 7: Proposed 4th Floor Plan**, **Figure 8: Proposed 5th Floor Plan**, **Figure 9: Proposed 6th Floor Plan**, **Figure 10: Proposed 7th through 11th Floor Plan**, and **Figure 11: Proposed 12th and 13th Floor Plan**). Each of the residential floors would have shared circulation and common areas as well as space for building services such as trash and telecommunication rooms. The project sponsor would meet its inclusionary housing obligation by either providing a minimum of 22 below market rate (BMR) on-site units, developing a minimum of 37 BMR off-site units within a mile of the project site (which would be subject to separate environmental review), or paying an in-lieu fee.

An approximately 1,890-gsf fitness center, with an outdoor terrace fronting Market Street, would be located on the 2nd floor. An approximately 780-gsf building management office would be located on the 3rd floor, and approximately 2,500 gsf of tenant storage space would be located on the 4th and 5th floors. Private open space (2,503 sq. ft.) for 14 units would be provided as private terraces/balconies on the 4th through 12th floors, and 9,179 sq. ft. of common open space would be provided on the 2nd floor (1,722 sq. ft.) and at the rooftop (7,457 sq. ft.). Mechanical equipment, building services such as trash and storage areas, and a diesel backup generator would be located in a rooftop penthouse on the central portion of the roof (see **Figure 12: Proposed Roof Plan**).

Proposed Parking, Loading, and Bicycle Parking

The proposed project would include one 15,556-gsf basement level with space devoted to parking and circulation; bicycle storage; and mechanical, electrical and plumbing systems (see **Figure 13: Proposed Basement Level 1 Plan**). A total of 42 parking spaces would be provided; 37 residential parking spaces, including handicap-accessible (2) and car-share (1) spaces, and two service vehicle parking spaces. No off-street parking is proposed for the 9,657 gsf of ground floor retail/restaurant uses. Residents would enter and exit the below-grade parking via the parking garage driveway at the east end of the Golden Gate Avenue frontage.



SOURCE: Solomon Cordwell Buenz

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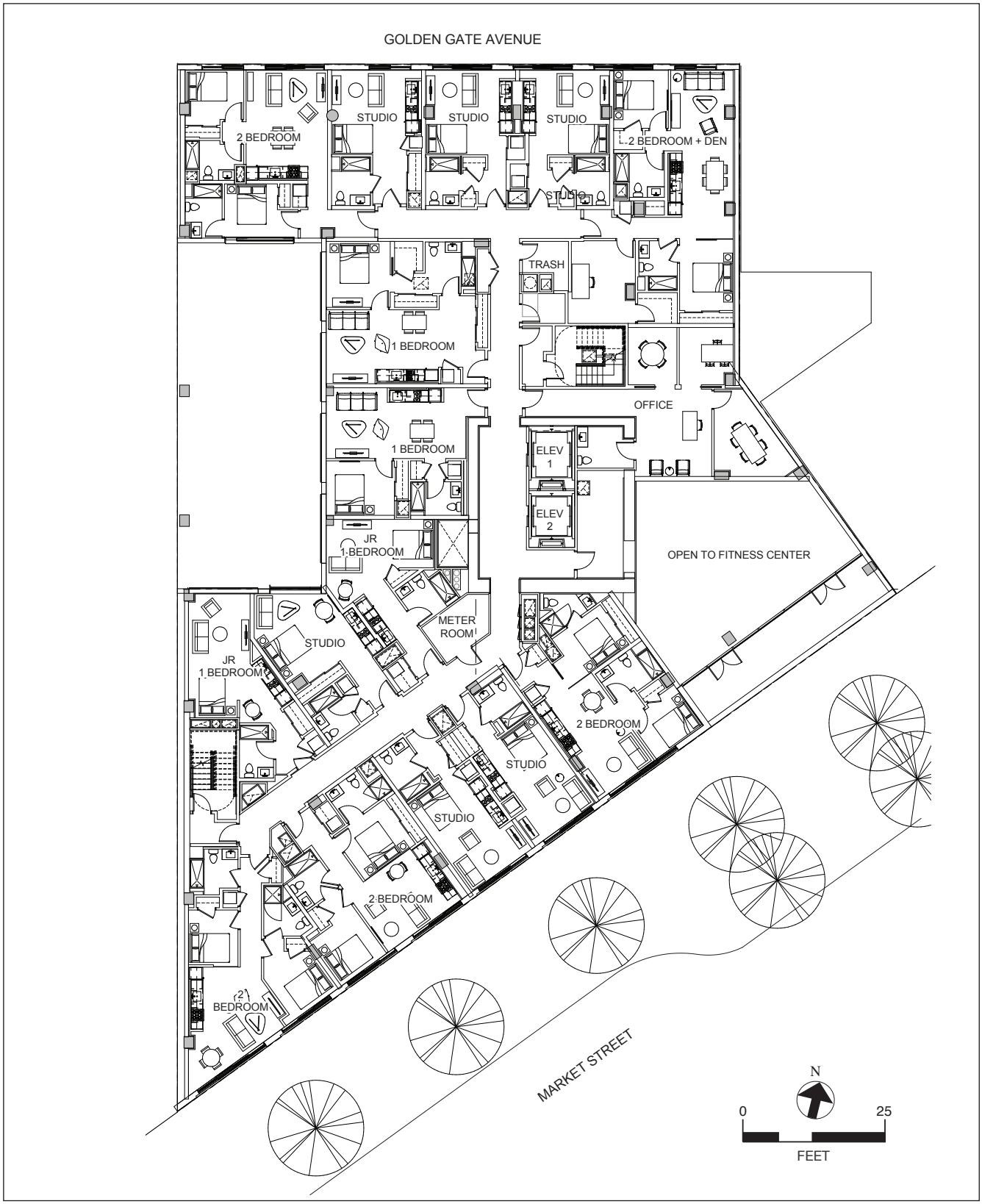
FIGURE 5: PROPOSED 2ND FLOOR PLAN



SOURCE: Solomon Cordwell Buenz

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FIGURE 6: PROPOSED 3RD FLOOR PLAN

SOURCE: Solomon Cordwell Buenz

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FIGURE 7: PROPOSED 4TH FLOOR PLAN

SOURCE: Solomon Cordwell Buenz

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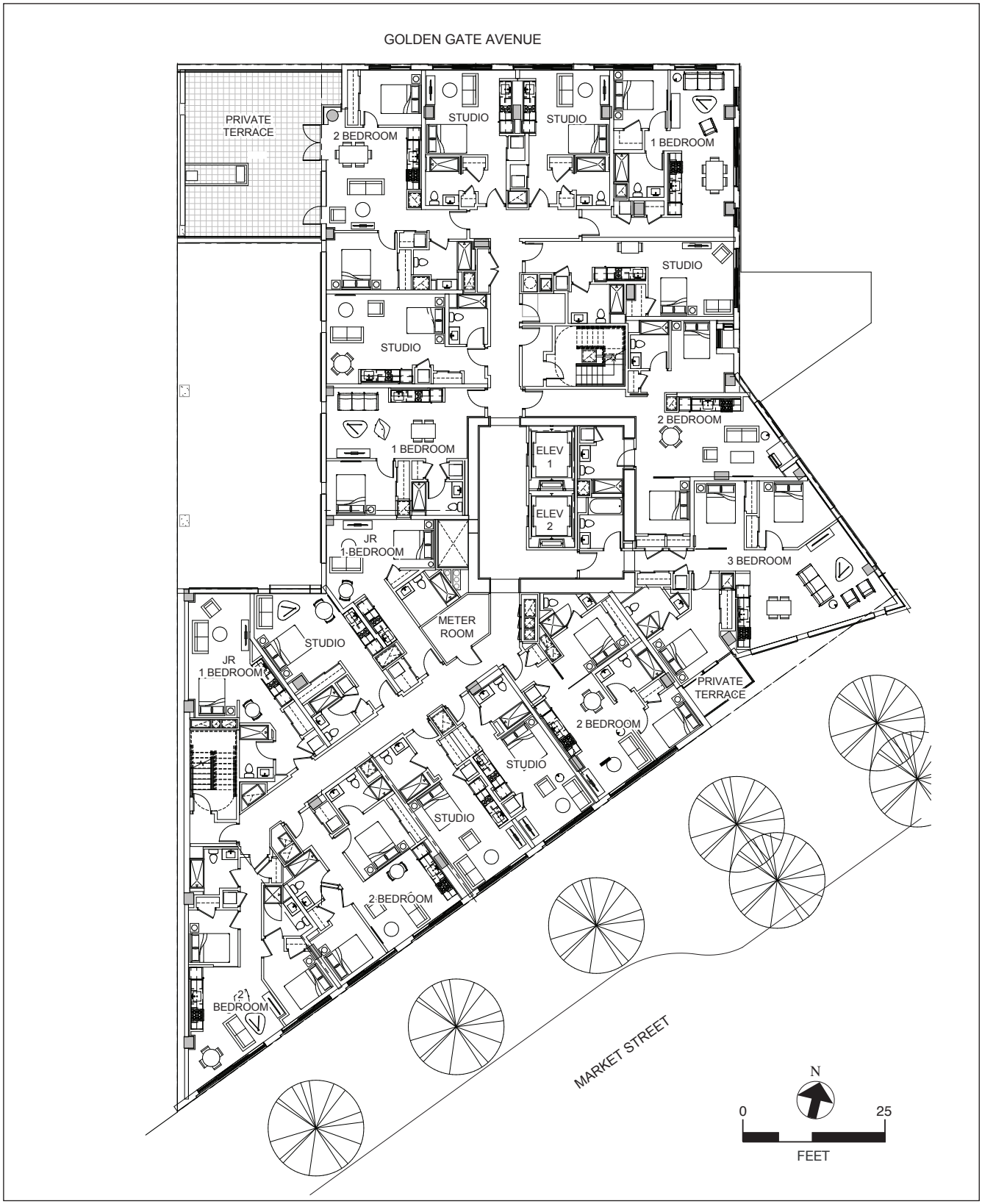
FIGURE 8: PROPOSED 5TH FLOOR PLAN



SOURCE: Solomon Cordwell Buenz

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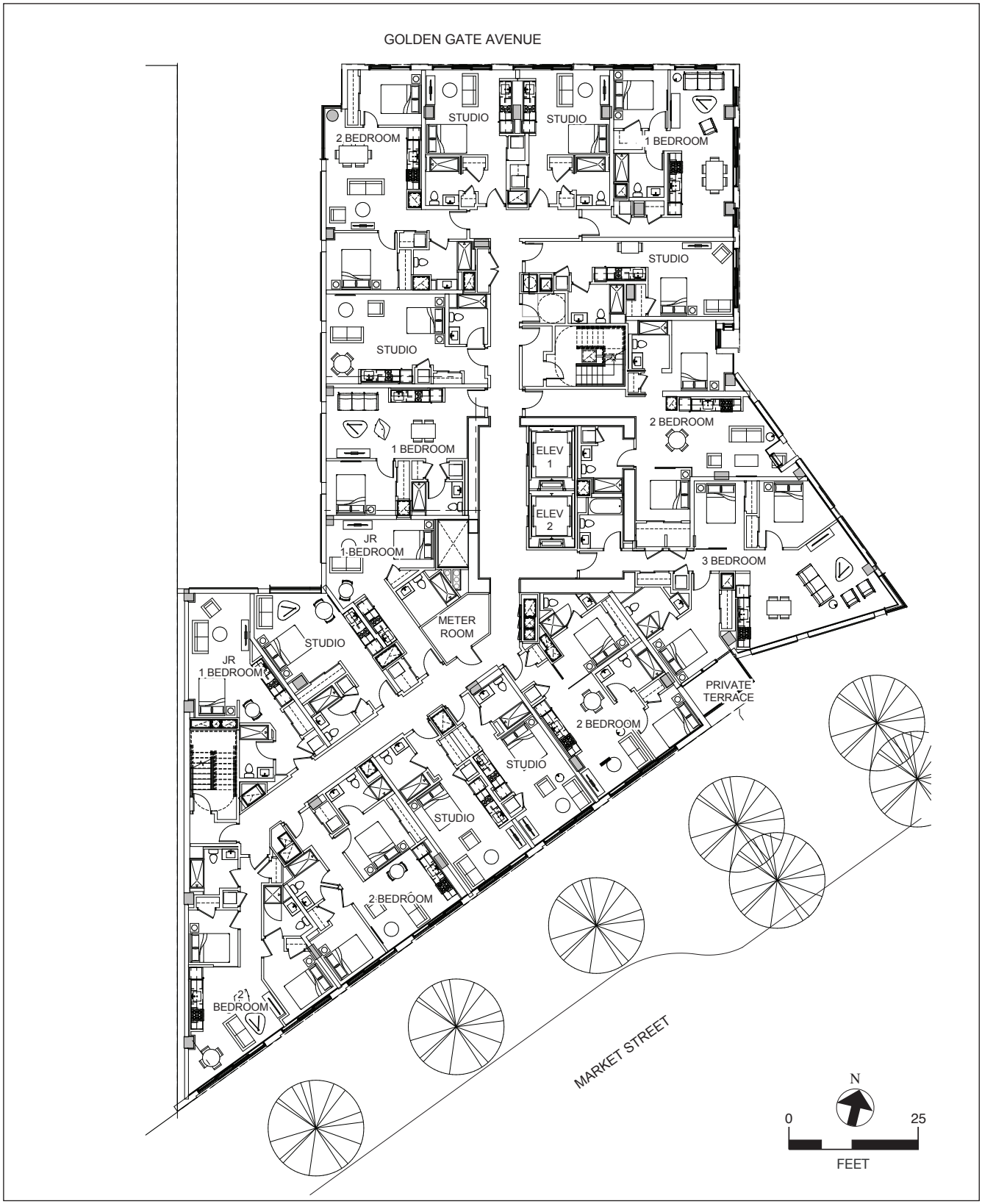
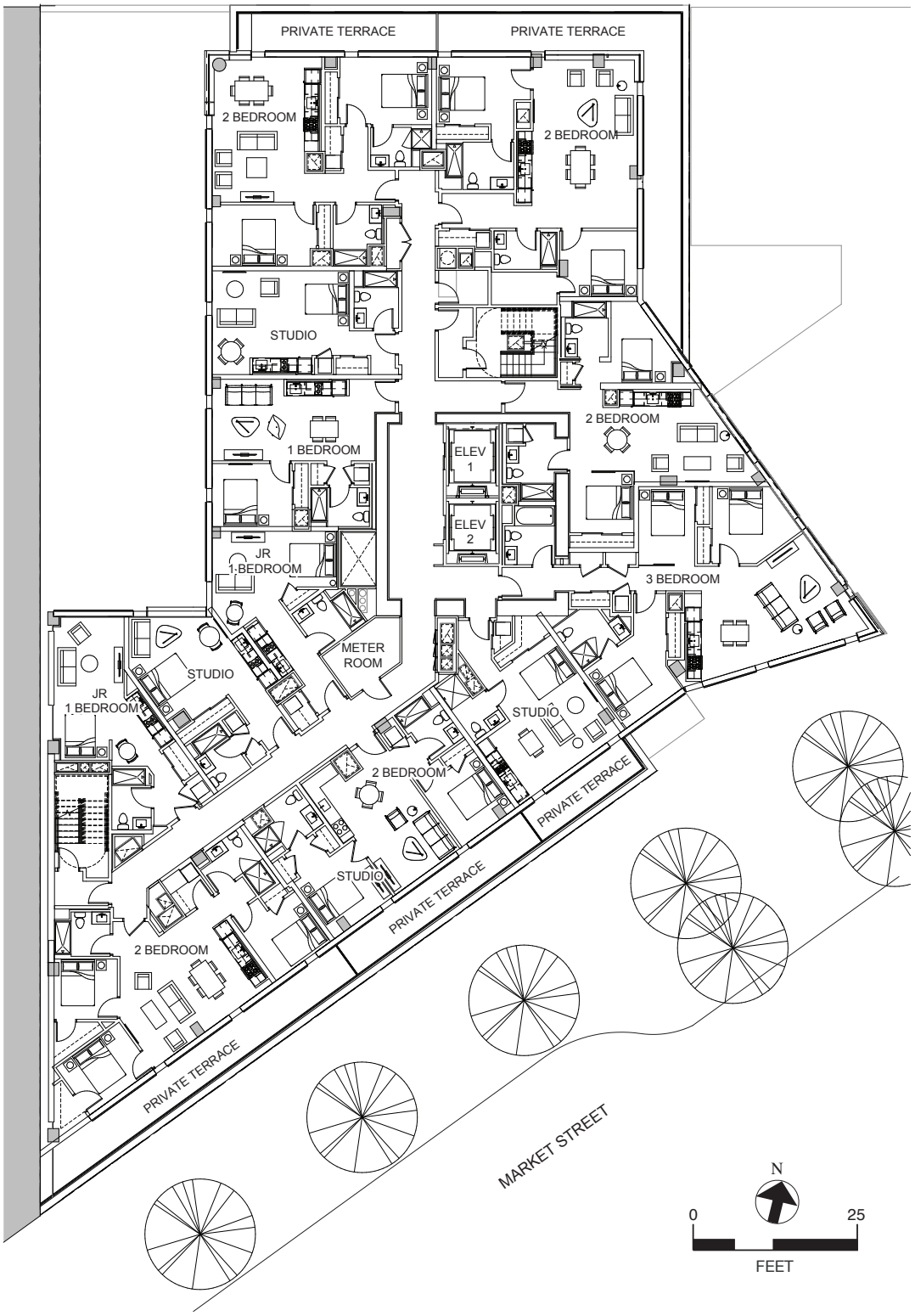
FIGURE 9: PROPOSED 6TH FLOOR PLAN



SOURCE: Solomon Cordwell Buenz

FIGURE 10: PROPOSED 7TH THROUGH 11TH FLOOR PLAN



SOURCE: Solomon Cordwell Buenz

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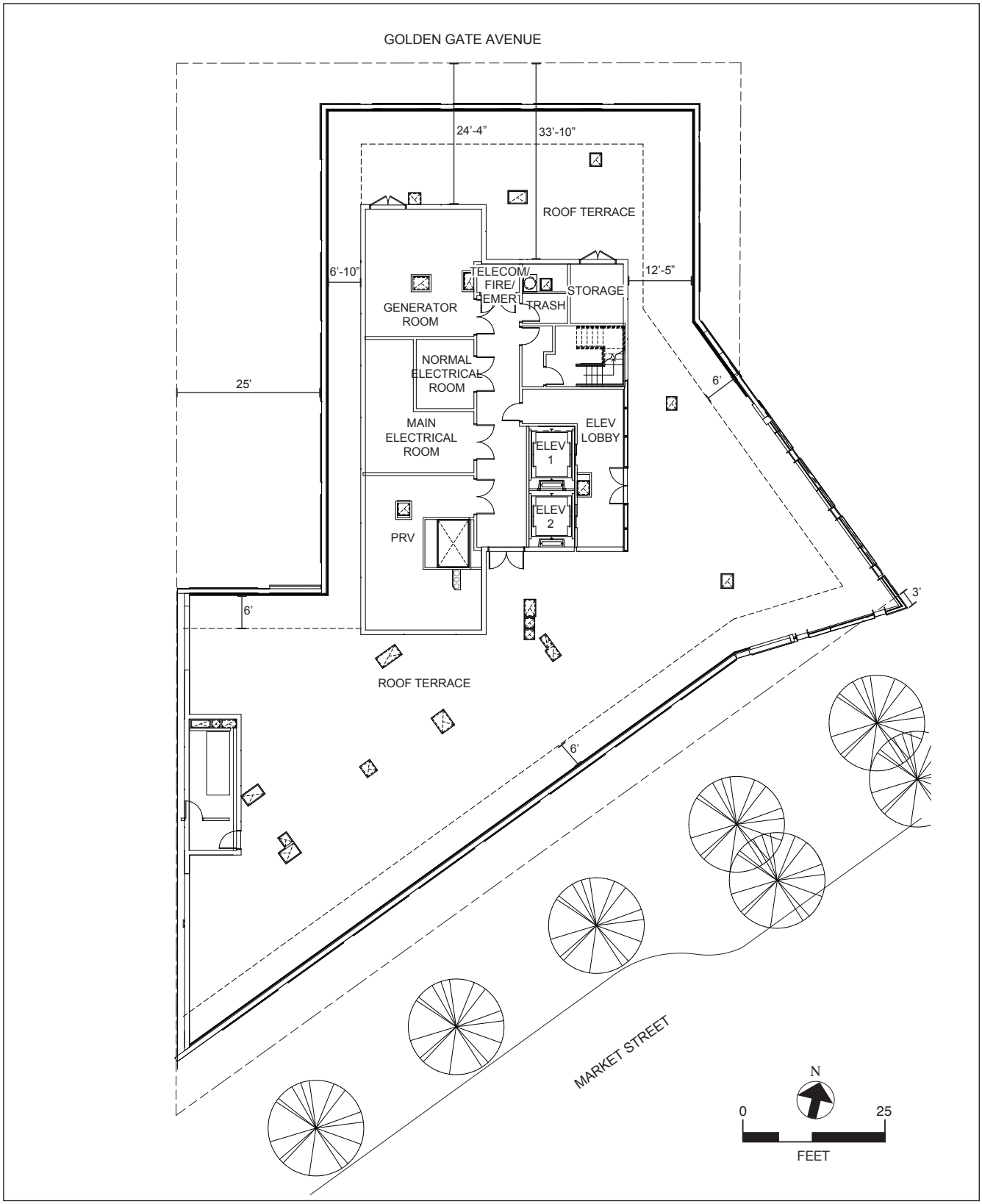
FIGURE 11: PROPOSED 12TH AND 13TH FLOOR PLAN



SOURCE: Solomon Cordwell Buenz

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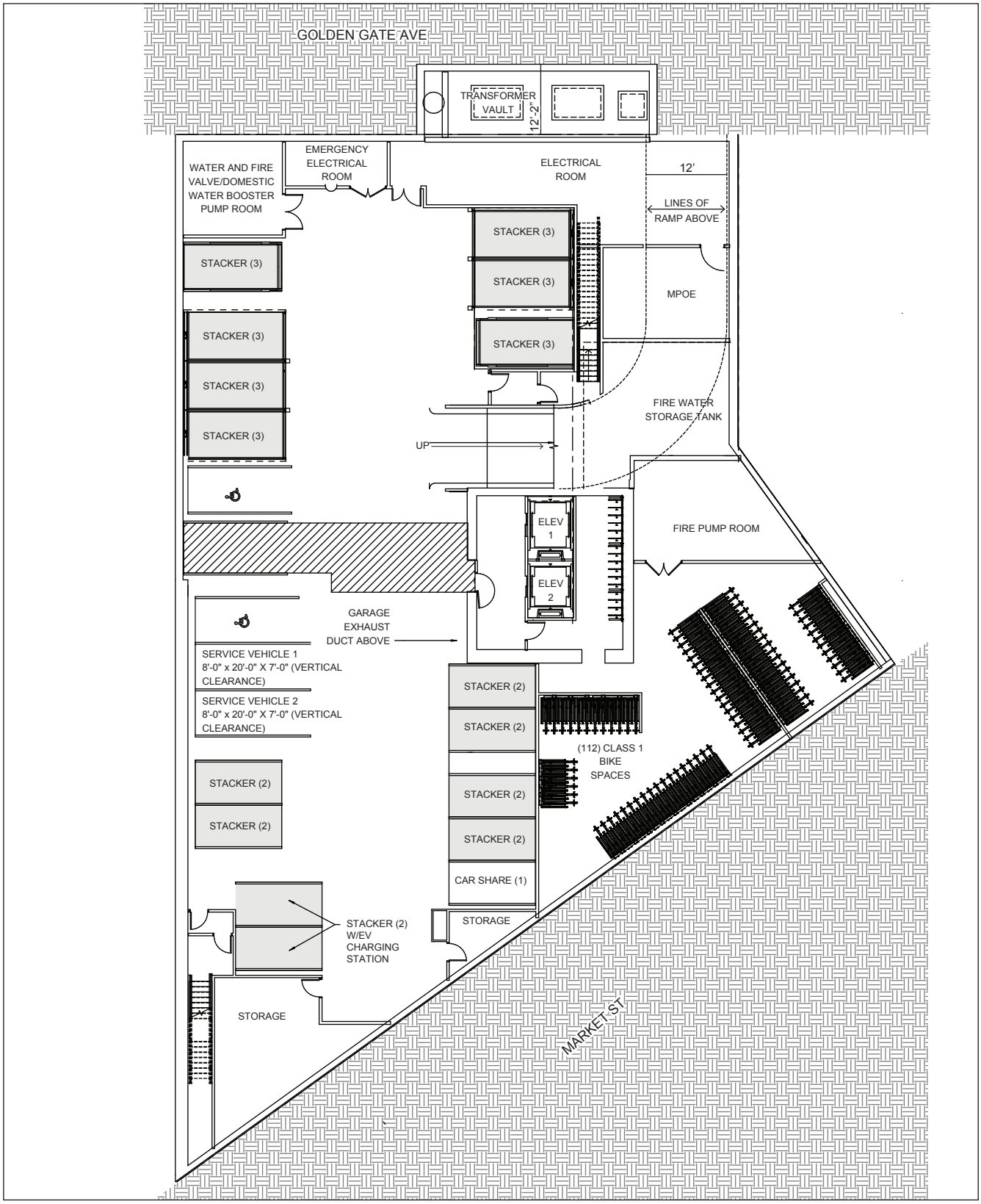
FIGURE 12: PROPOSED ROOF PLAN



SOURCE: Solomon Cordwell Buenz

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FIGURE 13: PROPOSED BASEMENT LEVEL 1 PLAN

Thirty-seven parking spaces for residential uses would be accommodated within a mechanical stacker parking system.[7] The mechanical stackers would be arrayed as three-car stackers on the northern portion of the basement and as two-car stackers on the southern portion of the basement. Drivers would be able to retrieve and return their own vehicles (i.e., they would be able to operate the mechanical parking stacker without assistance from a valet). The service vehicle, handicap-accessible, and car-share spaces would be separate from the mechanical stacker parking system.

The proposed project would not include an on-site off-street freight loading space as required under Planning Code Section 152.1 for C-3 Districts. Instead, the project sponsor would substitute two service vehicle spaces for the required off-street freight loading space as allowed under Planning Code Section 153(a)(6)).[8] The project sponsor would also request through the San Francisco Municipal Transportation Agency (SFMTA) that on-street parking immediately to the east of the proposed parking garage entrance at the west end of the project site's Golden Gate Avenue frontage be converted to a metered commercial loading space (10 feet by 25 feet) that would be used for delivery and service vehicle trips as well as residential move-in and move-out activities.

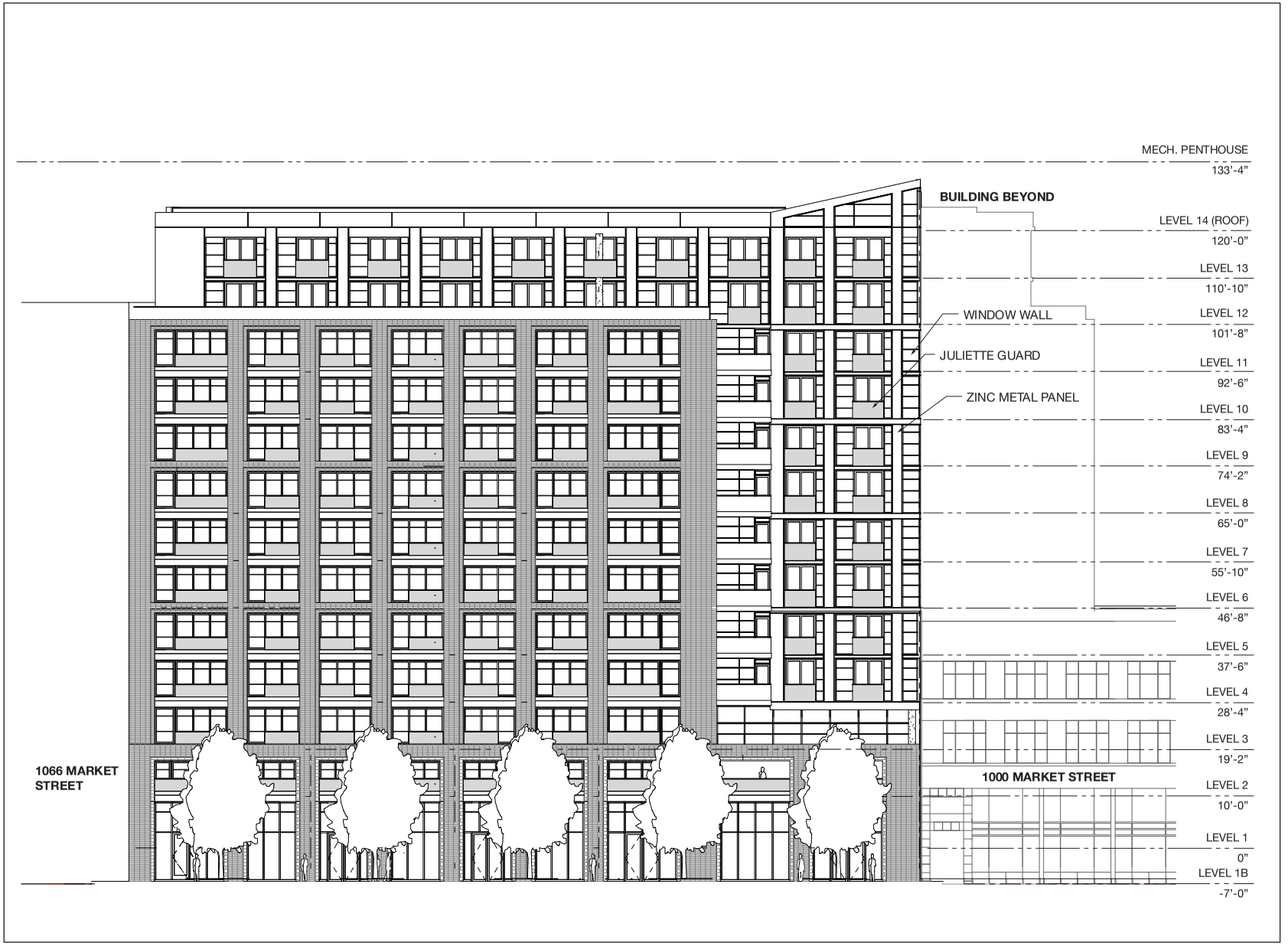
All Class 1 and Class 2 bicycle parking spaces for the residential and retail/restaurant uses would be provided in compliance with Planning Code Section 155.2.11. The proposed project would provide 122 Class 1 bicycle parking spaces on the ground floor and at Basement Level 1, with access via the Market Street and Golden Gate Avenue entrances. The proposed project would also provide one Class 1 bicycle parking space for the proposed retail/restaurant uses at the ground floor. A total of 22 Class 2 bicycle parking spaces would be provided on the Market Street (10) and Golden Gate Avenue (12) sidewalks near the proposed residential and retail/restaurant entrances.

Proposed Building Form and Design

The proposed 13-story, 178,308-gsf building would cover the entire lot with no ground floor setbacks from the north (Golden Gate Avenue), east, south (Market Street), and west property lines. The 120-foot-tall vertical volume would include a rooftop mechanical penthouse that would terminate approximately 20 feet above the roof for an overall height of 140 feet. In plan, the floor plates would match the irregular lot shape and would have a full height façade along Golden Gate Avenue and Market Street (see **Figure 14: Proposed Market Street (South) Elevation** and **Figure 15: Proposed Golden Gate Avenue (North) Elevation**). As described on p. 4, the adjacent parcel to the west of the project site at 1066 Market Street is proposed for

[7] An at-grade electric charging station with a charging cord long enough to rise and fall with the stacker without getting unplugged from the car would be provided.

[8] The Planning Code allows the substitution of two service vehicle spaces for each required off-street freight loading space provided that a minimum of 50 percent of the required number of spaces are provided for freight loading. Where the 50 percent allowable substitution results in a fraction, the fraction shall be disregarded.



SOURCE: Solomon Cordwell Buenz

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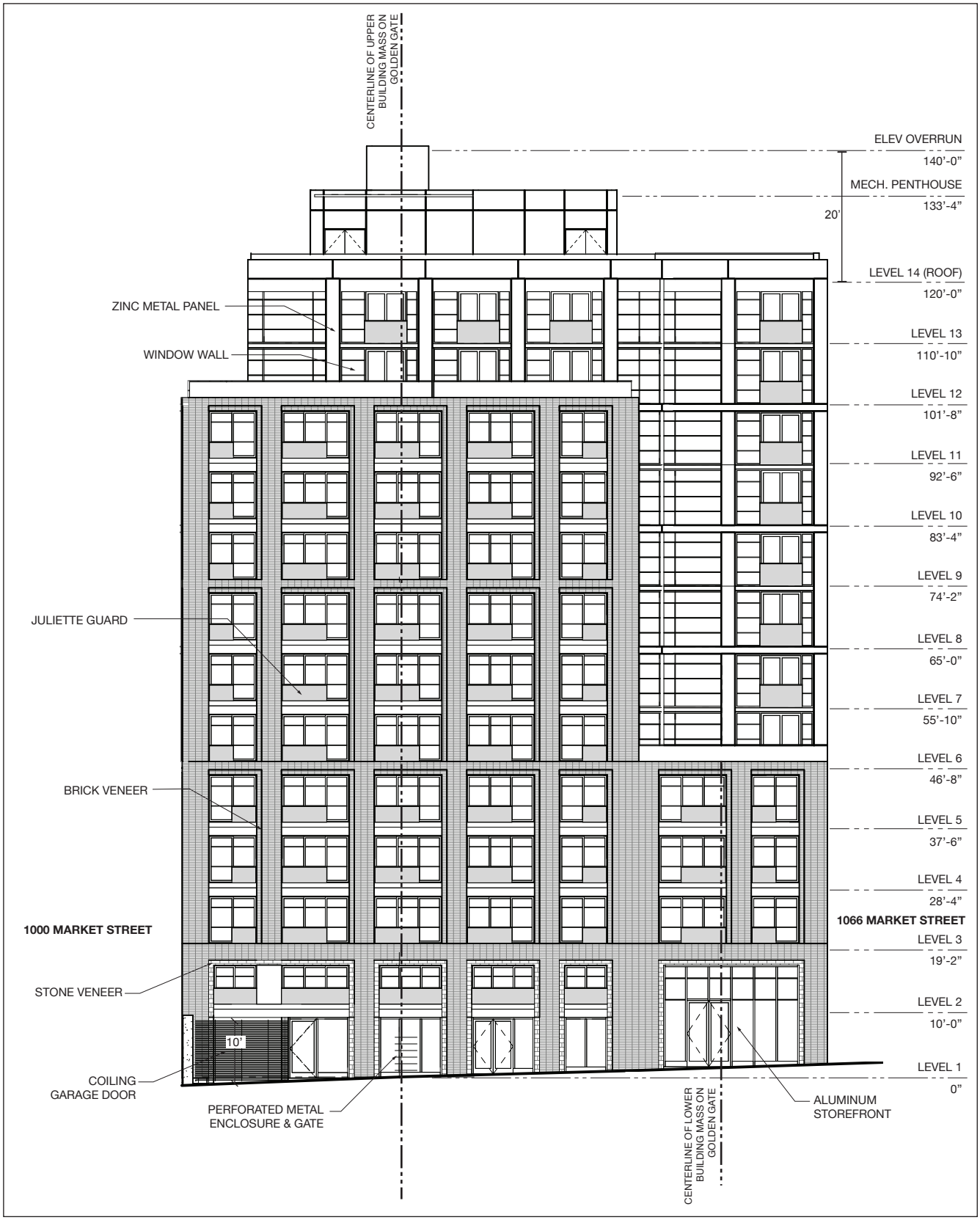
FIGURE 14: PROPOSED MARKET STREET (SOUTH) ELEVATION



SOURCE: Solomon Cordwell Buenz

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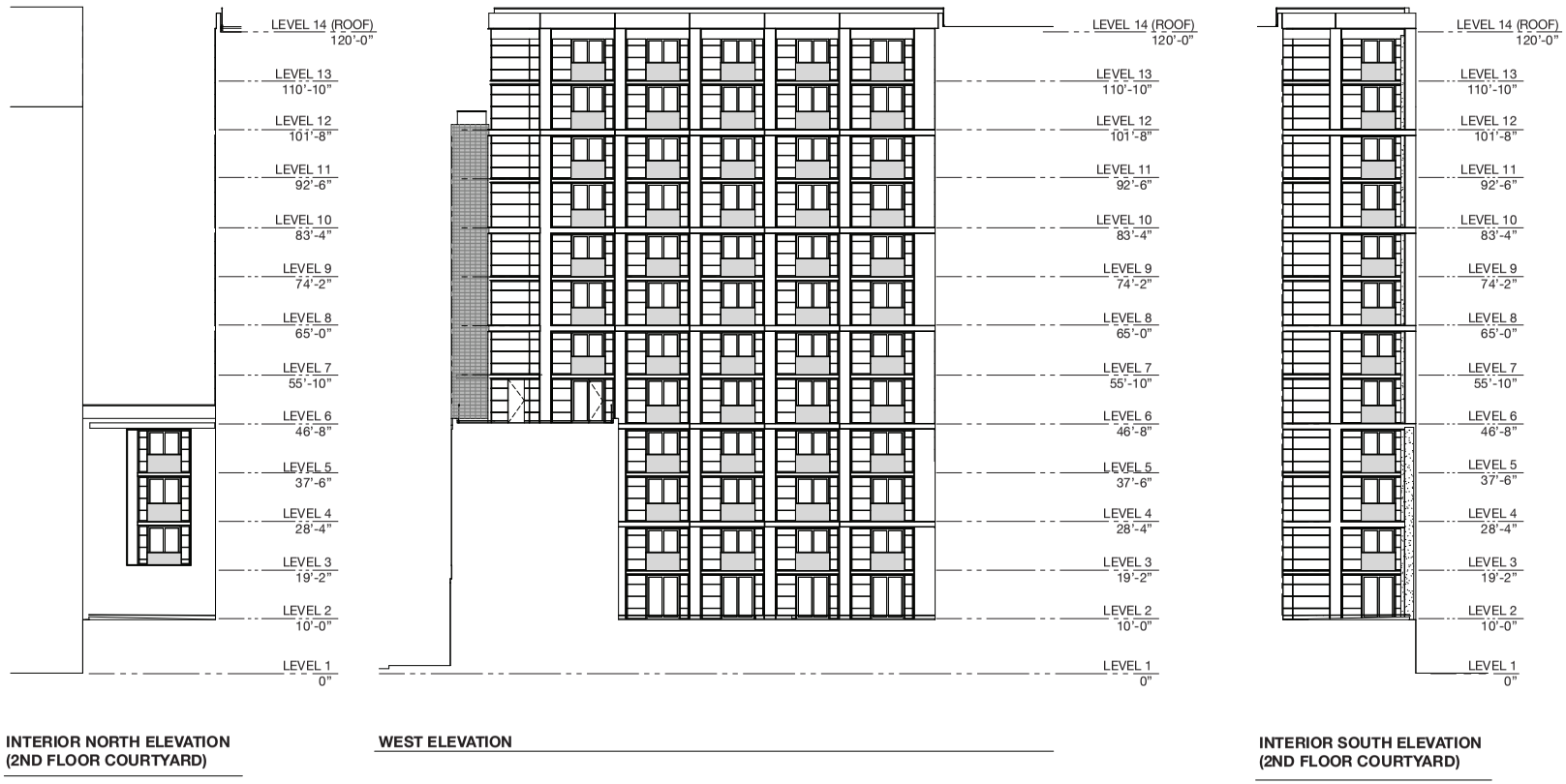
FIGURE 15: PROPOSED GOLDEN GATE AVENUE (NORTH) ELEVATION

redevelopment. Thus, the proposed building would be set back approximately 25 feet from the west property line starting at the 2nd floor to form an interior common open space and light court (see **Figure 16: Proposed West Elevations**). A shallow v-shaped east façade would be visible above the adjacent four-story San Christina Building at 1000 Market Street (see **Figure 17: Proposed East Elevations**).

The proposed building's elevations would be asymmetrical and contemporary in character. The Market Street (south) elevation would have a stepped and layered composition. The layers would be articulated through the use of different building materials. The Market Street elevation's first two stories would be clad with stone veneer all the way across to form a continuous base element at street level (see **Figure 14**). At the 3rd through 9th stories, the seven westernmost window bays would also be clad with brick veneer to form an 11-story façade plane along the Market Street property line. The three easternmost bays at the fourth floor and above would incorporate a setback intended to break up the vertical mass of the building along Market Street. Private terraces and balconies would be provided on the 4th through 11th floors. At the 12th floor the façade along the Market Street property line would be set back by 6 feet to break up the vertical mass of the Market Street façade. The setback portions of the Market Street façade would feature contrasting metal paneling combined with window walls. The roof line of the Market Street elevation would be flat, except at the east end, which would rise to culminate in a triangular point.

The Golden Gate Avenue (north) elevation would have a similar stepped and layered composition and would have the same combination of materials as the Market Street elevation (see **Figure 15**). The interior west elevation would be simpler (see **Figure 16**). It would include the same set of features as the north and south elevations - window walls, zinc panels, aluminum windows, and perforated metal railings except at the portion closest to Market Street, which would consist of a poured-in-place concrete panel in anticipation of the proposed development at 1066 Market Street. The triangular east end of the proposed building would create both a southeast and a northeast elevation along two façade planes (see **Figure 17**). Although the east elevation would be built along interior lot lines, it would be prominent rising beyond the adjacent San Christina Building when viewed from the east. The southeast elevation would feature window walls, zinc panels, aluminum windows, and perforated metal railings; the northeast elevation would feature window walls, zinc paneling, and brick veneer. At the 12th floor the façade along the northeast property line would be set back by 10 feet to break up the vertical mass of the east elevation.

The proposed building would have active street frontages along Market Street and Golden Gate Avenue. Along the Market Street frontage, the 17-foot-tall ground floor would feature the residential entrance at the east end of the project site and three retail storefronts to the west (see **Figure 18: Perspective View from Market Street [Northwest View]** and **Figure 19: Perspective View from Market Street [Northeast View]**). The Golden Gate Avenue frontage would be differentiated by an upper (13 stories) and lower (6 stories) building massing with a



SOURCE: Solomon Cordwell Buenz

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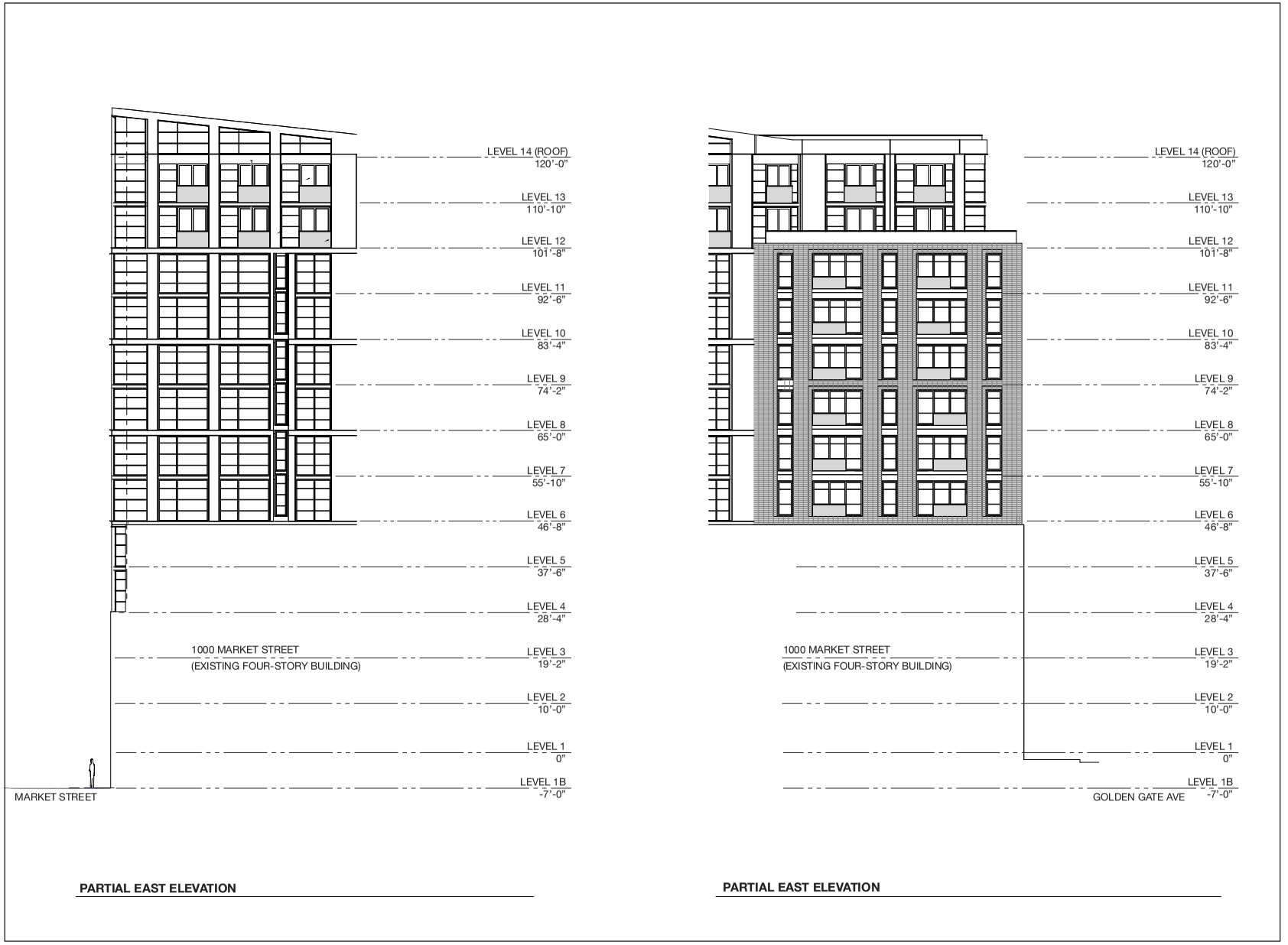
FIGURE 16: PROPOSED WEST ELEVATIONS



SOURCE: Solomon Cordwell Buenz

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FIGURE 17: PROPOSED EAST ELEVATIONS

SOURCE: Solomon Cordwell Buenz

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2014.0241E

FIGURE 18: PERSPECTIVE VIEW FROM MARKET STREET (NORTHWEST VIEW)

SOURCE: Solomon Cordwell Buenz

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2014.0241E

FIGURE 19: PERSPECTIVE VIEW FROM MARKET STREET (NORTHEAST)

double-height retail space at its west end, the parking garage entrance at its east end, and residential and service entrances at its center (see **Figure 20: Perspective View from Golden Gate Avenue [Southeast View]** and **Figure 21: Perspective View from Overhead**). The ground floor retail spaces would be defined with aluminum window wall assemblies and separate entries.

The proposed project would include integrated downward-pointing perimeter lighting designs along Market Street and Golden Gate Avenue to ensure nighttime safety. Exterior signage and sign illumination would be developed in accordance with the requirements set forth in the Market Street Special Sign District.

Proposed Streetscape Improvements

Improvements in the Market Street and Golden Gate Avenue public rights-of-way (e.g., the provision of new street trees or the widening of sidewalks) would be informed by Planning Code Section 138.1(c)(1), the *Better Streets Plan*, the Better Market Street Project, the Safer Market Street Project, and the *Tenderloin-Little Saigon Neighborhood Transportation Plan.* As shown on Figure 4 on p. 8, implementation of the proposed project would result in the widening of the Golden Gate Avenue sidewalk from its current 10-foot width to 16 feet. This sidewalk expansion would match that proposed for the adjacent development at 1066 Market Street and would be consistent with the SFMTA's proposed changes for this segment of Golden Gate Avenue, which includes the removal of one lane of traffic between Jones and Market streets in addition to the 6-foot sidewalk expansion.

Proposed Residential Open Space

A total of 2,503 sq. ft. of private open space for 14 of the 186 proposed residential units would be in the form of private terraces and balconies at the 4th through 12th floors (see **Figures 7-11**, pp. 12-16). The remaining 172 residential units would be served by the proposed 1,722-sq.-ft. common open space on the 2nd floor and the proposed 7,457-sq.-ft. common open space on the building's rooftop (see **Figures 5 and 12**, pp. 10 and 17). The rooftop level would be defined by a continuous rooftop common open space along its perimeter, separated by the uppermost portion of the building core that would house rooftop mechanical equipment, egress stairs, and the elevator overrun. The rooftop common open space would include two exercise areas, a sod lawn, gathering areas with built-in seating and cooking grills, and deep landscape planters.

Proposed Landscaping

The proposed building would cover the project site with impervious surfaces (buildings and paving), similar to existing conditions. As part of the project sponsor's compliance efforts related to the City's Stormwater Management Ordinance, the project sponsor would provide on-site landscaping on the 2nd floor courtyard and on the rooftop.

SOURCE: Solomon Cordwell Buenz

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FIGURE 20: PERSPECTIVE VIEW FROM GOLDEN GATE AVENUE (SOUTHEAST)

SOURCE: Solomon Cordwell Buenz

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FIGURE 21: PERSPECTIVE VIEW FROM OVERHEAD

The project sponsor would retain the seven existing street trees on the Market Street sidewalk. According to Planning Code Section 138.1(c)(1), the project sponsor would be required to plant six new street trees along the Market Street and Golden Gate Avenue frontages. As shown on Figure 4 on p. 8, implementation of the proposed project would result in the widening of the Golden Gate Avenue sidewalk. Due to the presence of a vault under the eastern portion of the project site's Golden Gate Avenue frontage only two new street trees would be provided along the expanded portion of the Golden Gate Avenue sidewalk. All new and/or replacement trees on the Market Street and Golden Gate Avenue frontages would be planted in accordance with the standards set forth in Planning Code Section 138.1(c)(1) and the *Better Streets Plan*, the Better Market Street Project, the Safer Market Street Project, and the *Tenderloin-Little Saigon Neighborhood Transportation Plan*. If the Department of Public Works (DPW) determines that planting the full complement of required street trees would not be feasible due to site constraints or other reasons, the project sponsor may request a waiver to this requirement from the Zoning Administrator (Planning Code Section 138.1(c)(1)(C)(iii)). In this case, the project sponsor would pay an in-lieu street tree fee pursuant to Planning Code Section 428, which would be transferred to DPW.

Project Construction

Foundation and Excavation

The project site is near the underground tunnels for the BART system and Muni and construction drawings indicated that a portion of the project site is within the BART Zone of Influence (ZOI). According to the *Geotechnical Investigation* prepared for the proposed project, the proposed building would be supported by a deep foundation system consisting of a reinforced concrete mat bearing on non-displacement auger cast in place (ACIP) piles.[9,10] For the portion of the proposed building foundation within the BART ZOI the mat would be designed as a structural slab that spans between pile caps and/or grade beams. In order to meet requirements that there be no load transfer from the proposed building to the BART and Muni tunnels, a permanent void or casing to at least 10 feet below the BART ZOI is required. The permanent void would be constructed by double-casing the ACIP piles within the BART ZOI. The proposed building's lateral resistance would be provided by the portion of the foundation outside of the BART ZOI. The below-grade construction would include reinforced and waterproofed concrete walls with water stops placed at

[9] Langan Treadwell Rollo, *Geotechnical Investigation, 1028 Market Street, San Francisco, California*, June 2, 2014 (hereinafter "*Geotechnical Investigation*"), pp. 29 - 35. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

[10] ACIP piles are installed by drilling to the required depth with a hollow-stem, continuous-flight auger. When the auger reaches the required depth, cement grout or concrete is injected through the bottom port of the hollow stem auger. Grout or concrete is injected continuously as the augers, still rotating in a forward direction, are slowly withdrawn, replacing the soil removed by the drilling operation. While the grout is still fluid, a steel reinforcing cage is inserted into the shaft. ACIP piles can range in diameter; however, 18- and 24-inch-diameter ACIP piles are typical.

all construction joints. The proposed project would have an estimated depth of excavation for the single basement level (including the elevator and stacker pits) of up to 23 feet below grade surface (bgs). The greatest depth of excavation would occur on the north portion of the site closest to Golden Gate Avenue where there is an existing partial basement. Up to 9,800 cubic yards of excavated soil and 630 cubic yards of demolition debris would be removed from the project site. Below-grade excavation would require temporary shoring to support the planned cuts. The recommended shoring system is a soldier pile and lagging system[11] with intermittent deep soil mixing (DSM) columns in combination with underpinning. Underpinning would be required along the east property line and a portion of the west property line to support adjacent structures (the five-story building at 1000 Market Street to the east and the two-story structure at 1066 Market Street to the west).[12]

Construction Phasing and Duration

The project sponsor estimates that construction of the proposed project would take approximately 20 months. Demolition would take about 3 weeks. Basement construction would take a little over 6 months with the following phases: about 7 weeks of excavation and shoring work and about 18 weeks to construct the mat and basement floor slabs and basement walls. Above-ground building construction, exterior finishing, and interior finishing would take a total of about 12 months, with some work overlap. The project sponsor estimates that the cost of construction of the proposed project would be approximately $60 million dollars.

Required Project Approvals

The proposed project would require the approval actions listed below. These approvals may be considered in conjunction with the required environmental review, but will not be granted until the required environmental review has been completed.

Actions by the Planning Commission

- Certification of the Final EIR and adoption of CEQA Findings and adoption of a Mitigation Monitoring and Reporting Program.
- Adoption of *General Plan* Priority Policy Conformity findings.
- Approval of an application for a Planning Code Section 309 Downtown Project Authorization for the construction of a new building in a Downtown (C-3) Zoning District. The proposed project requires rear yard, wind (pedestrian comfort), and curb cut (Golden Gate Avenue) exceptions.

[11] Steel H-shaped soldier piles are installed in pre-drilled holes along the face of a planned cut to support timber lagging boards placed horizontally between the soldier piles during excavation. The soldier piles are braced for deep excavations with tie-back anchors that are secured in place behind the face of the planned cut.

[12] Langan Treadwell Rollo, *Geotechnical Investigation*, pp. 44 - 45.

- Approval of a conditional use authorization to allow exemption of affordable units from the calculation of Floor Area Ratio.
- Approval of a conditional use authorization to allow a residential density exceeding one unit for every 125 sq. ft. of lot area. This action will not be required if legislation for the proposed Mid-Market SUD is adopted prior to the entitlement hearing for the proposed project.

Actions by the Zoning Administrator

- Granting of a variance from the requirements related to dwelling unit exposure (Planning Code Section 140).
- Granting of a variance from the off-street loading requirements (Planning Code Section 152).
- Approval of Certificate(s) of Transfer and Notice(s) of Use of Transferable Development Rights to increase permitted FAR.

Actions by Other City Departments

- Approval of a site permit (*Planning Department and Department of Building Inspection*).
- Approval of demolition, grading, and building permits (*Planning Department and Department of Building Inspection*).
- Approval of permits for streetscape improvements in the public right-of-way, including a new curb cut on Golden Gate Avenue (*Department of Public Works*).
- Approval of a request for on-street loading zone on Golden Gate Avenue (*San Francisco Municipal Transportation Agency*).
- Approval of project compliance with the Stormwater Design Guidelines (*San Francisco Public Utilities Commission*).
- Approval of a Stormwater Control Plan (*San Francisco Public Utilities Commission*).
- Issuance of a certification of registration for a diesel backup generator (*San Francisco Department of Public Health*).
- Approval of an Enhanced Ventilation System (*San Francisco Department of Public Health*).

Actions by Other Government Agencies

- Approval of permit for installation, operation, and testing of diesel backup generator (*Bay Area Air Quality Management District*).
- Approval of proposed construction within the BART Zone of Influence (*BART*).

B. PROJECT SETTING

The project site is located at 1028 Market Street on the north side of Market Street, midblock between Taylor and Jones streets. The irregularly shaped lot is 15,077 sq. ft. and is completely developed with an approximately 37-foot-tall, 33,310-gsf, two-story commercial building with frontages on both Golden Gate Avenue and Market Street. The project site slopes from north to south (Golden Gate Avenue to Market Street) with an elevation change of approximately 7 feet.

The project site block is located along the Mid-Market corridor, which is generally defined as the area between 5th and 11th streets along Market Street. It is bounded by Golden Gate Avenue to the north, Market Street to the south, Jones Street to the west, and the beginning of Taylor Street to the east and is located along the southern edge of San Francisco's Downtown/Civic Center neighborhoods (which includes the Tenderloin neighborhood). To the north, east, south, and west of the project site are the Nob Hill neighborhoods, the Financial District, the South of Market neighborhoods, and the Western Addition neighborhoods, respectively (see **Figure 1**, p. 2). The immediate project area is characterized by a dense mix of hotel, entertainment, residential, retail, office, and institutional land uses with some structured and surface parking (see **Figure 2**, p. 3). Most residential and commercial buildings have ground floor retail uses and many were constructed in the decades immediately following the 1906 Earthquake and Fire.

In the project site vicinity Golden Gate Avenue is a one-way, eastbound-only, three-lane roadway with 10-foot-wide sidewalks and metered parking on both sides of the street including three yellow metered loading spaces on the north side of Golden Gate Avenue between Jones and Taylor streets. At the southeast corner of Jones Street and Golden Gate Avenue there is an inbound Muni bus stop (7X Noriega Express). At the northwest corner of Golden Gate Avenue and Taylor Street there is a 100-foot-long white zone on the north side of Golden Gate Avenue and a 50-foot-long white zone on the west side of Taylor Street. Market Street is a four-lane, east-west roadway with shared curbside lanes that accommodate buses, private vehicles, commercial vehicles, and bicycles and two Muni-only center lanes. The Market Street sidewalk is approximately 35 feet wide, narrowing to 26 feet at the parking bay located at the western end of the project site frontage. Taylor Street (on the north side of Market Street) is a one-way, northbound-only, three-lane roadway with 10-foot-wide sidewalks and metered parking on both sides of the street and a 50-foot-long passenger loading zone along the southwest curb in front of the Golden Gate Theatre. South of Market Street, Taylor Street becomes 6th Street, which is a four-lane, two-way roadway with 10-foot-wide sidewalks and metered parking on both sides of the street. Jones Street is a two-lane, one-way, southbound-only roadway with 15-foot-wide sidewalks and metered parking on both sides of the street.

The bus and streetcar stops closest to the project site are located on Market Street. The inbound stop for Muni's 6 Haight/Parnassus, 9 San Bruno, 9R San Bruno Rapid, 21 Hayes, and F Market and Wharves is located at the center lane transit boarding island on the west side of the Market Street/Taylor Street/6th Street intersection, and outbound stop for Muni's 6 Haight/Parnassus,

7 Haight/Noriega, 7R Haight/Noriega Rapid, 9 San Bruno, 9R San Bruno Rapid, and F Market and Wharves is located at the center lane transit boarding island on the east side of the intersection. Muni's inbound 7X Noriega Express has a stop on Golden Gate Avenue at the southeast corner of Jones Street. The closest outbound 7X Noriega Express stop is located on Turk Street, midblock between Taylor and Mason streets. In addition, there are two BART/Muni stations nearby: the Civic Center Muni/BART station, one block west of the project site at U.N. Plaza at the intersection of Charles J. Brenham Place and Market Street, and the Powell Muni/BART station, one block east at Hallidie Plaza at the intersection of Cyril Magnin and Market streets.

The project site block is zoned C-3-G (Downtown General Commercial). The blocks on both sides of Market Street between 5th and 8th streets are generally zoned C-3-G with some parcels zoned P (Public) and C-3-R (Downtown General Retail) (see **Figure 22: Existing Zoning Districts**). Blocks in the vicinity of the project site north of Golden Gate Avenue, east of Taylor Street, and west of Jones Street are predominately zoned RC-4 (Residential – Commercial High Density) with some parcels zoned C-3-G. Blocks further to the west and southwest are zoned P (Public) and contain U.N. Plaza, the Fulton Street Mall, Joseph L. Alioto Performing Arts Piazza, federal and state courthouses, and other government buildings. The project site is also located within the proposed Mid-Market Arts and Arts Education Special Use District (Mid-Market SUD) and the related Mid-Market Arts and Arts Education Special Height Districts, which is proposed to encompass all parcels fronting Market Street between 5th and 8th streets.[13] To the north and west of the project site across Golden Gate Avenue and Jones Street is the North of Market Residential Special Use District.

The project site is within the boundaries of the Market Street Theatre and Loft National Register District (MSTL District). Buildings within the MSTL District were constructed principally between 1900 and 1926. The MSTL District contains a collection of motion picture theaters, loft and office buildings, and small commercial buildings on both sides of Market Street with two grand intersections at Taylor Street/Golden Gate Avenue/Market Street/6th Street and Jones Street/McAllister Street/Market Street. Contributing buildings occupy their full lots and rise continuously straight up from the sidewalk, usually for two to eight stories with two- or three-part vertical compositions with flat roofs behind parapets, façade ornamentation, and prominent cornices. The Uptown Tenderloin National Register Historic District (Uptown Tenderloin District) is to the north and west across Golden Gate Avenue and Jones Street, respectively, and is characterized by a variety of multiple-story commercial, residential, hotel, and institutional buildings dating from 1906 to the 1930s. The Civic Center National Register Historic District is located to the west of the project site and is generally defined by the many

[13] The related Mid-Market Arts and Arts Education Special Height District is proposed to encompass a subset of the parcels identified as part of the proposed Mid-Market SUD.

SOURCE: San Francisco Planning Department; Turnstone Consulting/SWCA, 2015

C-3-G DOWNTOWN-GENERAL
C-3-R DOWNTOWN RETAIL
C-3-S DOWNTOWN SUPPORT
MUG MIXED USE-GENERAL DISTRICT
MUO MIXED USE-OFFICE DISTRICT
P PUBLIC
RC-4 RESIDENTIAL-COMMERCIAL, HIGH DENSITY
RED SOUTH OF MARKET RESIDENTIAL ENCLAVE
RED-MX RESIDENTIAL ENCLAVE-MIXED DISTRICT
RSD SOMA RESIDENTIAL-SERVICE
RSD/SLR SOMA RESIDENTIAL-SERVICE/SERVICE-LIGHT INDUSTRIAL
WMUG WSOMA MIXED-USE GENERAL DISTRICT
PROJECT SITE

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FIGURE 22: EXISTING ZONING DISTRICTS

institutional and civic buildings located along its central spine – U.N. Plaza, the Fulton Street Mall, and the Joseph L. Alioto Performing Arts Piazza.

The existing two-story commercial building on the project site was constructed in 1907 and is considered a contributing historic resource within the MSTL District. The four-story, 52-foot-tall San Christina Building (1000 Market Street), a contributing historic resource constructed in 1913, is adjacent to and east of the project site. The San Christina Building has three ground floor commercial spaces along Market Street with three residential/residential support floors above. Immediately adjacent to and west of the project site is a vacant two-story commercial building built in 1966, and a surface parking lot with access via Golden Gate Avenue. The vacant two-story commercial building and surface parking lot (1066 Market Street) are proposed for redevelopment with a 120-foot-tall, mixed-use residential building. The three-story commercial building at 1072-1098 Market Street/20 Jones Street to the west of the project site (at the northeast corner of Jones, McAllister, and Market streets) is a contributing historic resource constructed in 1911. The building contains seven ground floor commercial spaces along Market and Jones streets, offices on the second floor, and a mosque on the third floor (Masjid Darussalam Mosque). The project vicinity contains many architecturally notable buildings, including a number of loft and theater buildings. Prominent nearby structures include the Warfield Theatre (982 Market Street) and the Golden Gate Theatre (1 Taylor Street) to the north and northeast; the Hibernia Bank Building (1 Jones Street) and Renoir Hotel (1100 Market Street) to the west; and the Imperial Theatre (1077 Market Street), the Eastern Outfitting Building (1019 Market Street), and the Ede Building (1061 Market Street) on the south side of Market Street.

Buildings on the project site block range from two to four stories and are below the established height and bulk limits for the project site block, which is within a 120-X Height and Bulk District (see **Figure 23: Existing Height and Bulk Districts**). The block to the north of the project site across Golden Gate Avenue includes a 120-X Height and Bulk District and an 80-T-120-T Height and Bulk District between Taylor and Jones streets. The 120-X Height and Bulk District extends along the north side of Golden Gate Avenue (except for one parcel within the 80-T-120-T Height and Bulk District, which extends along the south side of Turk Street). Blocks to the east (east of Taylor Street) and west (west of Jones Street) are within 120-X and 80-T-120-T Height and Bulk Districts. Blocks to the south of the project site (across Market Street) are generally within 120-X and 90-X Height and Bulk Districts. Buildings along the south side of Market Street between 6th and 7th streets range from two to seven stories. There are four high-rise buildings within two blocks of the project site: the 15-story 995 Market Street building at the northeast corner of Market and 6th streets, the 18-story San Francisco Federal Building at the southwest corner of Stevenson and 7th streets, the 13-story 54 McAllister Street building at the intersection of McAllister Street and Charles J. Brenham Place, and the 28-story McAllister Tower Apartments at the northwest corner of McAllister and Leavenworth streets. Eastward down Market Street, towards the Financial District, development intensifies, with more mid- and high-rise hotel, retail, and commercial buildings.

SOURCE: San Francisco Planning Department; Turnstone Consulting/SWCA, 2015

HEIGHT AND BULK DISTRICTS

OS ← ***"Open Space"*** **District**

"Numbers" **are Height Limits in feet. See Planning Code Section 250 and following.**

"Letters" **refer to Bulk Limits. See Planning Code Section 270.**

00-Z-1 ← ***"Suffix Numbers"*** **identify districts in which special regulations apply. See Planning Code Sections 263 and following.**

PROJECT SITE

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FIGURE 23: EXISTING HEIGHT AND BULK DISTRICTS

Cumulative Setting

Past, present and reasonably foreseeable cumulative development projects within a ¼-mile radius of the project site are listed below in **Table 2: Cumulative Projects in the Project Vicinity**. These cumulative projects are either under construction or the subject of an Environmental Evaluation Application on file with the Planning Department. Recently completed projects in the vicinity included the St. Anthony Foundation's Vera Haile Housing at 121 Golden Gate Avenue, the renovation of the Strand Theater at 1127 Market Street, and the development of several high-rise, mixed-use residential buildings in the South of Market area along 9th, 10th, and Mission streets.

In addition to the cumulative projects identified below the following area plans and transportation infrastructure plans are also considered part of the cumulative setting:

- **Central SoMa Plan:** The Central SoMa Plan (formerly the Central Corridor Plan) establishes a land use and transportation planning framework for the Central SoMa/Yerba Buena areas. The plan area encompasses a 28-block rectangle bounded by Market Street on the north, Townsend Street on the south, 2nd Street on the east, and 6th Street on the west.
- **Better Market Street Plan (BMSP):** The project (which is underway) envisions a new Market Street that is more beautiful and green, has enlivened public plazas and sidewalks full of cafés, showcases public art and performances, provides dedicated bicycle facilities, and delivers efficient and reliable transit. The goal of the BMSP is to redesign, revitalize and reestablish Market Street as San Francisco's main thoroughfare and its cultural, civic, and economic center. As a coordinated multi-City agency effort, the BMSP would include transportation and streetscape improvements, including changes to roadway configuration and private vehicle access; traffic signals; surface transit, such as transit-only lanes, stop spacing, service, stop location, stop characteristics and infrastructure; bicycle facilities; pedestrian facilities; streetscapes; commercial and passenger loading; vehicular parking; plazas; and utilities. The BMSP area encompasses Market Street from Octavia Boulevard to The Embarcadero and potentially Mission Street between Valencia Street and The Embarcadero. The BMSP includes three Alternatives, with two design options.
- **Safer Market Street (SMSP):** The project (which is underway) is part of a coordinated multi-City agency effort to achieve Vision Zero, San Francisco's policy commitment to work towards eliminating all traffic-related fatalities buy 2024. The SMSP aims to further Vision Zero efforts with the extension of transit-only lanes, introduction of turn restrictions for private automobiles between 3rd and 8th Streets at Market Street and supplemental safety treatments.

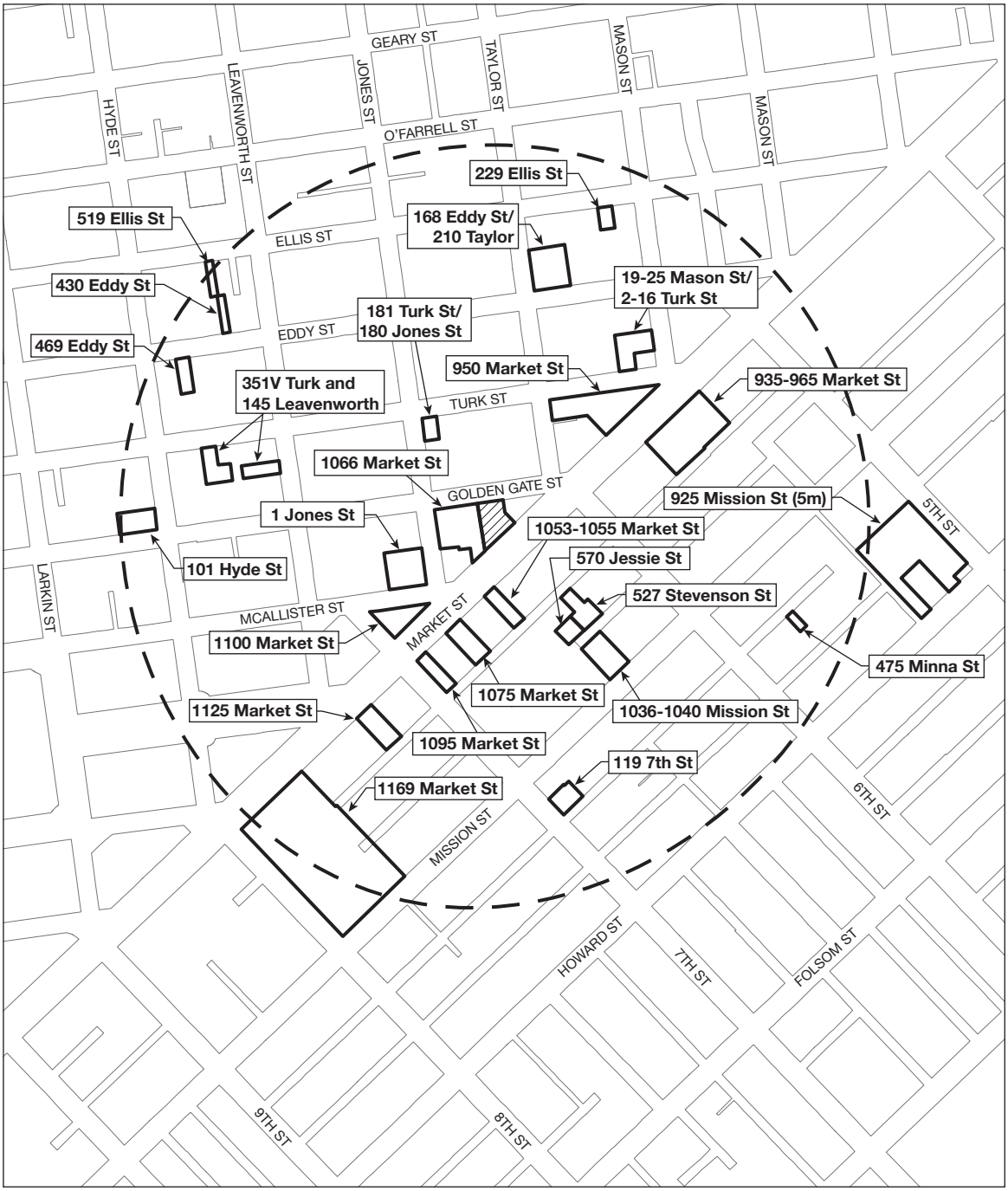
Refer to **Figure 24: Cumulative Projects** for the locations of the listed projects.

Table 2: Cumulative Projects in the Project Vicinity

Address	Case File No.	Dwelling Units	Hotel Rooms	Retail (gsf)	Commercial (gsf)	Non-Profit Arts (gsf)
1169 Market Street (Trinity Place) [a]	2002.1179E	1,900	--	60,000	--	--
475 Minna Street	2014.1422 ENV	15	--	--	--	--
469 Eddy Street	2014.0562E	29	--	2600	--	--
430 Eddy Street	2014.0400E	22	--	797	--	--
519 Ellis Street	2014.0506E	28	--	2541	--	--
1053-1055 Market Street	2014.0408E	--	155	4,000	--	--
1066 Market Street	2013.1753E	330	--	4,590	--	--
1075 Market Street	2013.1690E	90	--	9000	--	--
1095 Market Street (Grant Building) [b]	2014-000803PRJ	--	202	3,992	--	--
950 Market Street	2013.1049E	316	310	15,000	24,000	75,000
1125 Market Street	2013.0511E	--	160	5,562	19,156	--
351V Turk Street / 145 Leavenworth Street	2012.1531E	234	--	--	--	--
19-25 Mason Street / 2-16 Turk Street	2012.0678E	155	--	2,828	--	--
119 7th Street	2012.0673E	39	--	1,974	--	--
101 Hyde Street	2012.0086E	85	--	4,780	--	--
925 Mission Street (5M)	2011.0409E	702	--	96,600	812,500	
1100 Market Street (Renoir Hotel) [b]	2012.1123E	--	--	--	--	--
1 Jones Street (Hibernia Bank Building) [b]	2011.0167E	--	--	--	--	--
527 Stevenson Street	2010.0948XV	67	--	210	--	--
229 Ellis Street	2009.0343E	18	--	5,704	--	--
168 Eddy Street / 210 Taylor Street	2007.1342	103	--	5,297	--	--
935-965 Market Street (Market Street Place) [a]	2005.1074E	--	--	--	264,010	--
570 Jessie Street	2005.1018E	47	--	--	--	--
181 Turk Street / 180 Jones Street	2005.0267E	32	--	--	--	--
1036-1040 Mission Street	2007.1464E	83	--	1,250	--	--
Totals		**4,295**	**827**	**490,445**	**856,016**	**75,000**

Notes:
[a] Under construction.
[b] Under renovation.

Source: San Francisco Planning Department Property Information Database and Active Permits in My Neighborhood Map. Available online at http://propertymap.sfplanning.org/?dept=planning and http://www.sf-planning.org/index.aspx?page=2575. Accessed June 16, 2015.



SOURCE: SWCA/Turnstone Consulting and San Francisco Planning Department
Property Information Database

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2014.0241E

FIGURE 24: CUMULATIVE PROJECTS

C. COMPATIBILITY WITH EXISTING ZONING AND PLANS

	Applicable	*Not Applicable*
Discuss any variances, special authorizations, or changes proposed to the Planning Code or Zoning Map, if applicable.	☒	☐
Discuss any conflicts with any adopted plans and goals of the City or Region, if applicable.	☒	☐
Discuss any approvals and/or permits from City departments other than the Planning Department or the Department of Building Inspection, or from Regional, State, or Federal Agencies.	☒	☐

San Francisco Planning Code and Zoning Maps

The Planning Code incorporates by reference the City's Zoning Maps, governs permitted uses, densities, and the configuration of buildings within San Francisco. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless the proposed project complies with the Planning Code, an exception or variance is granted pursuant to the provisions of the Planning Code, or legislative amendments to the Planning Code are included and adopted as part of the proposed project.

Land Uses

As shown on **Figure 22**, p. 35, the project site is in the C-3-G District. As stated in Planning Code Section 210.2, the C-3-G District "is composed of a variety of uses: retail, offices, hotels, entertainment, clubs and institutions, and high-density residential. Many of these uses have a citywide or regional function, although the intensity of development is lower here than in the downtown core area. As in the case of other downtown districts, no off-street parking is required for individual commercial buildings. In the vicinity of Market Street, the configuration of this district reflects easy accessibility by rapid transit." Within the C-3-G District, retail sales and service uses (including eating and drinking uses) on the ground floor and residential uses above ground floor, as proposed by the project, are principally permitted.

The project site is in the area covered by the proposed Mid-Market SUD. The Planning Department, in collaboration with the Office of Economic and Workforce Development, has proposed a Mid-Market SUD to encourage arts uses and achieve other land use objectives along the Mid-Market corridor. The Mid-Market SUD proposes to eliminate density limits for residential uses and provide height and FAR exemptions for arts uses (i.e., floor area devoted to arts uses would be exempt from the calculation of FAR, and buildings containing substantial amounts of space devoted to arts uses would be permitted up to a height of 180 feet, instead of the current height limit of 120 feet, without a zoning map amendment). No timetable has been set for adoption of the proposed Mid-Market SUD, and the proposed project is not dependent on its adoption.

Height and Bulk

As shown on **Figure 23**, p. 37, the project site is in a 120-X Height and Bulk District, which permits a maximum building height of 120 feet. The proposed project would be 120 feet tall with a 20-foot-tall enclosed mechanical penthouse extending above the roof parapet. Although this additional feature would extend above 120 feet, this feature is exempt per Planning Code Section 260(b). Bulk controls reduce the size of a building's floorplates as the building increases in height. Pursuant to Planning Code Section 270(a), there are no bulk controls in an "X" Bulk District. Thus, the proposed project would comply with the height and bulk controls.

Floor Area Ratio

The base FAR allowed for the project site is 6:1, which can be increased to 9:1 through the purchase of TDRs. Thus, the base FAR would allow for the development of a 90,462-gsf building and a maximum FAR would allow for the development of a 135,693-gsf building. With the purchase of TDRs, exceptions to FAR allowed under Planning Code Section 102.9, and discounts to FAR for the provision of on-site affordable housing, the proposed project would have a gross floor area of approximately 128,161 gsf, resulting in a FAR of approximately 8.5:1, approximately 37,700 gsf above the base FAR limit but within the allowable maximum FAR of 135,693 gsf.

Exceptions to Section 309 Review

The proposed project would seek a Downtown Project Authorization (Planning Code Section 309), including exceptions for provision of a rear yard (Planning Code Section 134), ground-level wind currents (Planning Code Section 148), and development of a curb cut on Golden Gate Avenue (Planning Code Section 155).

Planning Code Section 134 requires that any building containing a dwelling unit in a Downtown Commercial District must provide a rear yard equal to 25 percent of the total lot depth at all residential levels. The proposed project does not provide a rear yard that complies with this Planning Code requirement; therefore, it requires a rear yard exception under Planning Code Section 309. A Section 309 exception may be granted so long as the "building location and configuration assure adequate light and air to windows within the residential units and to the usable open space provided."[14]

Planning Code Section 148 requires that new construction in Downtown Commercial Districts not cause ground-level wind currents that exceed pedestrian comfort levels. This standard requires that wind speeds not exceed 11 miles per hour (mph) in areas of substantial pedestrian use for more than 10 percent of the time year round, between 7:00 AM and 6:00 PM. The

[14] Planning Code Section 134(d) and 309(a)(1).

requirements of Planning Code Section 148 apply either when preexisting ambient wind speeds at a site exceed the comfort level and would not be eliminated as a result of the project, or when the project may result in wind conditions exceeding the comfort criterion. Exceptions from the comfort criterion may be granted through the Section 309 process, but no exception may be granted where a project would cause wind speeds at the site that would reach or exceed the hazard level of 26 mph for a single hour of the year. Under existing conditions at the project site 11 of the 38 street-grade test-point locations exceed the Planning Code's comfort criterion. A Section 309 exception is being sought because with the proposed project 15 of the 38 street-grade test-point locations were found to meet or exceed the Planning Code's comfort criterion.[15] Refer to **Section E.8, Wind and Shadow**, for further information about the analysis.

Planning Code Section 155(r)(4) is intended to preserve the pedestrian character of certain downtown and neighborhood commercial districts and to minimize delays to transit service. In C-3 Districts along street frontages identified as Transit Preferential, City Pedestrian Network or Neighborhood Commercial Streets vehicular access to off-street parking or loading (except for the creation of new publicly accessible streets and alleys) is not permitted. The project proposes vehicular access to off-street parking along Golden Gate Avenue, which is a Neighborhood Commercial Street. Since Market Street cannot function as an alternative frontage for vehicular access, a Section 309 exception may be granted so long as the project clearly demonstrates that the final design of the parking access minimizes negative impacts to transit movement and to the safety of pedestrians and bicyclists to the fullest extent feasible.

Variances

Planning Code Section 140 requires at least one room within every dwelling unit to face directly onto an open area that is either (1) a public street or alley that is at least 25 feet in width, or a side yard or rear yard that meets the requirements of the Planning Code, or (2) an open area that is unobstructed and is no less than 25 feet in every horizontal dimension for the floor at which the dwelling unit in question is located and at the floor immediately above it, with an increase of five feet in every horizontal dimension at each subsequent floor. The proposed dwelling units that face onto Golden Gate Avenue and Market Street as well as those on the east elevation (5th floor and above) comply with this requirement; however, five dwelling units per floor on the 2nd through 5th floors that face the interior courtyard would not comply with this requirement. A variance from Planning Code Section 140 is being sought as part of the proposed project.

[15] Rowan Williams Davies & Irwin, Inc. (RWDI), *1028 Market Street Pedestrian Wind Conditions Consultation Wind Tunnel Tests*, Appendix A, Table 1, October 14, 2015. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

Plans and Policies

San Francisco General Plan

The *San Francisco General Plan (General Plan)* establishes objectives and policies to guide land use decisions related to the physical development of San Francisco. It is comprised of ten elements, each of which addresses a particular topic that applies citywide: Air Quality; Arts; Commerce and Industry; Community Facilities; Community Safety; Environmental Protection; Housing; Recreation and Open Space; Transportation; and Urban Design.

Two *General Plan* elements that are particularly applicable to planning considerations associated with the proposed project are the Housing and Urban Design elements. These elements are discussed in detail below. Other elements of the *General Plan* that are applicable to technical aspects of the proposed project include the Air Quality, Community Facilities, Community Safety, Housing, Recreation and Open Space, and Transportation elements. The proposed project's consistency with the individual policies contained in these more technical elements is discussed in the appropriate topical sections of this document or the EIR.

Objectives of the *General Plan's* Urban Design Element that are applicable to the proposed project include emphasizing the characteristic pattern which gives the City and its neighborhoods an image, a sense of purpose, and a means of orientation; conserving resources which provide a sense of nature, continuity with the past, and freedom from overcrowding; and moderating major new development to complement the City pattern, the resources to be conserved, and the neighborhood environment.

The proposed project would include the demolition of the existing building at 1028 Market Street, which is considered a historic architectural resource as a contributor to the MSTL District. For this reason, the proposed project would conflict with Policy 2.4 of the Urban Design Element, which calls for the preservation of notable landmarks and areas of historic, architectural, or aesthetic value. The physical environmental impacts that could result from this conflict will be discussed in the EIR (**Section 4.A, Cultural Resources**).

The Housing Element Update was originally adopted by the Planning Commission in March 2011 and certified by the California Department of Housing and Community Development (HCD) in July 2011.[16] The key objective of the Housing Element is to promote the development of new housing in San Francisco and the retention of existing housing in a way that is protective of neighborhood identity, sustainable, and is served by adequate community infrastructure. A particular focus of the Housing Element is on the creation and retention of affordable housing,

[16] Pursuant to a court order, the 2011 certification was set aside and a partially Revised Environmental Impact Report (Revised EIR) for the 2004 and 2009 Housing Element was later certified by the Planning Commission on April 24, 2014. No changes were made to the objectives or policies contained within the Housing Element as a result of this action.

which reflects intense demand for such housing, a growing economy (which itself puts increasing pressure on the existing housing stock), and a constrained supply of land (necessitating infill development and increased density). In general, the Housing Element supports projects that increase the City's housing supply (both market-rate and affordable housing), especially in areas that are close to the City's job centers and are well-served by transit. The proposed project, which is a mixed-use residential project with up to 186 residential units, would not obviously conflict with any objectives or policies in the Housing Element.

The *General Plan* also includes area plans, each of which focuses on a particular area of the City. The project site is in the area covered by the *Downtown Area Plan (Downtown Plan)*, which is centered on Market Street and covers an area roughly bounded by Washington Street to the north, The Embarcadero to the east, Folsom Street to the south, and Van Ness Avenue to the west. The *Downtown Plan* was designed to promote development in Downtown that sustains the neighborhood as a commercial, employment, and visitor center while protecting the area's existing housing stock. It places particular emphasis on reducing the use of private vehicles in favor of enhancing travel by bicycle, foot, and public transit. The *Downtown Plan* also promotes the development of different kinds of open space throughout Downtown, including a series of linked spaces around the high-density Downtown core. One of the fundamental concepts of the *Downtown Plan* is the expansion of the City's downtown office core south from its traditional center north of Market Street.

The proposed project would not obviously conflict with most of the objectives or policies in the *Downtown Plan*, with two exceptions. The proposed demolition of the existing building at 1028 Market Street would conflict with the following policies of the *Downtown Plan*:

- Policy 12.1: Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.
- Policy 12.3: Design new buildings to respect the character of older development nearby.

The physical environmental impacts that could result from this conflict will be discussed in the EIR (**Section 4.A, Cultural Resources**).

A conflict between a proposed project and a *General Plan* policy does not, in itself, indicate a significant effect on the environment within the context of the California Environmental Quality Act (CEQA). Any physical environmental impacts that could result from such conflicts are analyzed in this Initial Study. In general, potential conflicts with the *General Plan* are considered by the decisions-makers (typically the Planning Commission) independently of the environmental review process. Thus, in addition to considering inconsistencies that affect environmental issues, the Planning Commission considers other potential inconsistencies with the *General Plan*, independently of the environmental review process, as part of the decision to approve or disapprove a proposed project. Any potential conflict not identified in this environmental

document would be considered in that context and would not alter the physical environmental effects of the proposed project that are analyzed in this Initial Study.

Except for the conflicts related to the demolition of the building on the project site, which is considered a historic architectural resource as a contributor to the MSTL District, the proposed project would not obviously or substantially conflict with any goals, policies, or objectives of the *General Plan*, including those of the *Downtown Plan*. The compatibility of the proposed project with *General Plan* goals, policies, and objectives that do not relate to physical environmental issues will be considered by decision-makers as part of their decision whether to approve or disapprove the proposed project. Any potential conflicts identified as part of the process would not alter the physical environmental effects of the proposed project.

The Accountable Planning Initiative

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the Planning Code and established eight Priority Policies. These policies, and the relevant subsections of Section E of this Initial Study addressing the environmental issues associated with the policies are (1) preservation and enhancement of neighborhood-serving retail uses and future opportunities for resident employment in and ownership of such businesses; (2) conservation and protection of existing housing and neighborhood character to preserve the cultural and economic diversity of neighborhoods (Topic E.1(c) in **Section E.1, Land Use and Land Use Planning**); (3) preservation and enhancement of affordable housing (Topic E.2(b) in S**ection E.2, Population and Housing**, with regard to housing supply and displacement issues); (4) discouragement of commuter automobiles that impede Muni transit service or that overburden streets or neighborhood parking; (5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; (6) maximization of earthquake preparedness (Topics E.13(a-d) in **Section E.13, Geology and Soils**); (7) preservation of landmarks and historic buildings (Topic E.3(a) in **Section E.3, Cultural Resources**); and (8) protection of parks and open space and their access to sunlight and vistas (Topics E.8(a) and (b) in **Section E.8, Wind and Shadow**, and Topics E.9(a) and (c) in **Section E.9, Recreation**).

The proposed demolition of the existing building at 1028 Market Street would conflict with Priority Policy No. 7. The physical environmental effects that could result from this conflict will be discussed in the EIR (**Section 4.A, Cultural Resources**).

Prior to issuing a permit for any project which requires an Initial Study under CEQA; prior to issuing a permit for any demolition, conversion, or change of use; and prior to taking any action which requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project or legislation would be consistent with the Priority Policies. As noted above, the proposed project's potential to conflict with the Priority Policies is discussed **in Section E,**

Evaluation of Environmental Effects, of this Initial Study, which provides information for use in the case report for the proposed project. The case report and approval motions prepared for the decision-makers would include the Planning Department's comprehensive project analysis and findings regarding the consistency of the proposed project with the Priority Policies.

In addition, the proposed project would comply with the City's Residential Inclusionary Affordable Housing Program requirements (Planning Code Section 415, et seq.), either by including a minimum of 22 BMR units on site, by constructing a minimum of 37 BMR units off site and within a mile of the project site, or by making an in-lieu payment.

Other Local Plans and Policies

In addition to the Planning Code and Zoning Maps, the *General Plan*, and the Accountable Planning Initiative, other local plans and policies that are relevant to the proposed project are discussed below.

- The *San Francisco Sustainability Plan* is a blueprint for achieving long-term environmental sustainability by addressing specific environmental issues including, but not limited to, air quality, climate change, energy, ozone depletion, and transportation. The goal of the *San Francisco Sustainability Plan* is to enable the people of San Francisco to meet their present needs without sacrificing the ability of future generations to meet their own needs.
- The *Climate Action Plan for San Francisco: Local Actions to Reduce Greenhouse Emissions* is a local action plan that examines the causes of global climate change and the human activities that contribute to global warming, provides projections of climate change impacts on California and San Francisco based on recent scientific reports, presents estimates of San Francisco's baseline greenhouse gas (GHG) emissions inventory and reduction targets, and describes recommended actions for reducing the City's GHG emissions.
- The *Transit First Policy* (City Charter, Section 8A.115) is a set of principles that underscore the City's commitment to give priority to traveling by transit, bicycle, and on foot over traveling by private automobile. These principles are embodied in the objectives and policies of the Transportation Element of the *General Plan.* All City boards, commissions, and departments are required by law to implement Transit First principles in conducting the City's affairs.
- The *San Francisco Bicycle Plan* is a citywide bicycle transportation plan that identifies short-term, long-term, and other minor improvements to San Francisco's bicycle route network. The overall goal of the *San Francisco Bicycle Plan* is to make bicycling an integral part of daily life in San Francisco.
- The *San Francisco Better Streets Plan* consists of illustrative typologies, standards and guidelines for the design of San Francisco's pedestrian environment, with the central focus of enhancing the livability of the City's streets.
- The Better Market Street Project is a plan that envisions a new Market Street that is more beautiful and green, has enlivened public plazas and sidewalks full of cafés, showcases public art and performances, provides dedicated bicycle facilities, and delivers efficient

and reliable transit. The goal of the Better Market Street Project is to revitalize and reestablish Market Street as the cultural, civic, and economic center of San Francisco.

- The Safer Market Street Project is a plan that will help achieve Vision Zero, San Francisco's policy commitment to work towards eliminating all traffic-related fatalities. The Safer Market Street Project aims to help achieve Vision Zero with the extension of transit-only lanes, turn restrictions and supplemental safety treatments.
- The *Tenderloin-Little Saigon Neighborhood Transportation Plan* is a community-based transportation plan designed to prioritize community transportation needs and develop near and mid-term improvements in the Tenderloin and Little Saigon neighborhoods.

The proposed project has been reviewed against these local plans and policies and would not obviously or substantially conflict with them.

Regional Plans and Policies

In addition to local plans and policies, there are several regional planning agencies whose environmental, land use, and transportation plans and policies consider the growth and development of the nine-county San Francisco Bay Area. Some of these plans and policies are advisory, and some include specific goals and provisions that must be adhered to when evaluating a project under CEQA. The regional plans and policies that are relevant to the proposed project are discussed below.

- *Plan Bay Area*, which includes the region's Sustainable Communities Strategy, was prepared by the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC). *Plan Bay Area* is a long-range integrated land use and transportation plan for the nine-county Bay Area that covers the period from 2010 to 2040. *Plan Bay Area* calls for concentrating housing and job growth around transit corridors, particularly within areas identified by local jurisdictions as Priority Development Areas. In addition, *Plan Bay Area* specifies strategies and investments for maintaining, managing, and improving the region's multi-modal transportation network and proposes transportation projects and programs to be implemented with reasonably anticipated revenue. *Plan Bay Area* was adopted on July 18, 2013 and will be updated every four years.
- *Plan Bay Area* includes the population and employment forecasts from ABAG's *Projections 2013*, which is an advisory policy document used to assist in the development of local and regional plans and policy documents, and MTC's *2040 Regional Transportation Plan*, which is a policy document that outlines transportation projects for highway, transit, rail, and related uses through 2040 for the nine Bay Area counties.
- The *Regional Housing Needs Plan for the San Francisco Bay Area*: *2014–2022* reflects projected future population growth in the Bay Area region as determined by ABAG and addresses housing needs across income levels for each jurisdiction in California. All of the Bay Area's 101 cities and nine counties are given a share of the Bay Area's total regional housing need. The Bay Area's regional housing need is allocated to each jurisdiction by the HCD and finalized though negotiations with ABAG.

- The Bay Area Air Quality Management District's (BAAQMD) *Bay Area 2010 Clean Air Plan* updates the Bay Area 2005 Ozone Strategy, in accordance with the requirements of the California Clean Air Act (CCAA), to implement feasible measures to reduce ozone and provide a control strategy to reduce ozone, particulate matter (PM), air toxics, and greenhouse gas emissions throughout the region.
- The Regional Water Quality Control Board's (RWQCB's) *Water Quality Control Plan for the San Francisco Bay Basin* is a master water quality control planning document. It designates beneficial uses and water quality objectives for waters of the state, including surface waters and groundwater, and includes implementation programs to achieve water quality objectives.

The proposed project has been reviewed against these regional plans and policies and, due to the size and nature of the proposed project, it would not obviously or substantially conflict with any environmental plan or policy adopted for the purpose of avoiding an environmental effect.

Required Project Approvals

A list of required project approvals is provided in Section A, Project Description, pp. 31-32.

D. SUMMARY OF ENVIRONMENTAL EFFECTS

The proposed project could potentially affect the environmental factor(s) checked below. The following pages present a more detailed checklist and discussion of each environmental factor.

☐ Land Use	☒ Air Quality	☐ Biological Resources
☐ Aesthetics	☐ Greenhouse Gas Emissions	☐ Geology and Soils
☐ Population and Housing	☐ Wind and Shadow	☐ Hydrology and Water Quality
☒ Cultural Resources	☐ Recreation	☐ Hazards/Hazardous Materials
☒ Transportation and Circulation	☐ Utilities and Service Systems	☐ Mineral/Energy Resources
☐ Noise	☐ Public Services	☐ Agricultural and Forest Resources
		☒ Mandatory Findings of Significance

Senate Bill 743 and Public Resources Code Section 21099

On September 27, 2013, Governor Brown signed Senate Bill (SB) 743, which became effective on January 1, 2014.[17] Among other provisions, SB 743 amended CEQA by adding Public

[17] Senate Bill 743 is available online at http://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201320140SB743. Accessed July 22, 2015.

Resources Code Section 21099 regarding the analysis of aesthetics and parking impacts for certain urban infill projects in transit priority areas.[18]

Aesthetics and Parking Analysis

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

1) The project is in a transit priority area; and
2) The project is on an infill site; and
3) The project is residential, mixed-use residential, or an employment center.

The proposed project meets each of the above three criteria and thus, this Initial Study does not consider aesthetics and the adequacy of parking in determining the significance of project impacts under CEQA.[19]

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

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

[18] A "transit priority area" is defined as an area within one-half mile of an existing or planned major transit stop. A "major transit stop" is defined in California Public Resources Code Section 21064.3 as a rail transit station, a ferry terminal served by either a bus or rail transit service, or the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods. A map of San Francisco Transit Priority Areas can be found online at http://sfmea.sfplanning.org/Map%20of%20San%20Francisco%20Transit%20Priority%20Areas.pdf. Accessed July 22, 2015.

[19] San Francisco Planning Department, *Transit-Oriented Infill Project Eligibility Checklist, Case No. 2014.0241E, 1028 Market Street*, June 2, 2015. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

Similarly, the Planning Department acknowledges that parking conditions may be of interest to the public and the decision-makers. Therefore, the EIR will present a parking demand analysis for informational purposes and will consider any secondary physical impacts associated with constrained supply (e.g., queuing by drivers waiting for scarce on-site parking spaces that affects the public right-of-way) as applicable in the transportation analysis.

Effects Found to Be Potentially Significant

This Initial Study evaluates the proposed 1028 Market Street project to determine whether it would result in significant environmental impacts. The designation of topics as "Potentially Significant" in the Initial Study means that the EIR will consider the topic in greater depth and determine whether the impact would be significant. On the basis of this Initial Study, topics for which there are project-specific effects that have been determined to be potentially significant are:

- Cultural Resources (historic architectural resources only), and
- Transportation and Circulation (all topics).

These environmental topics will be evaluated in an EIR prepared for the proposed project.

Effects Found Not to Be Significant

The following potential individual and cumulative environmental effects were determined to be either less than significant or would be reduced to a less-than-significant level through recommended mitigation measures included in this Initial Study:

- Land Use and Land Use Planning (all topics),
- Population and Housing (all topics),
- Cultural Resources (archeological resources, human remains, tribal cultural resources),
- Noise (all topics),
- Air Quality (all topics),
- Greenhouse Gas Emissions (all topics),
- Wind and Shadow (all topics),
- Recreation (all topics),
- Utilities and Service Systems (all topics),
- Public Services (all topics),
- Biological Resources (all topics),
- Geology and Soils (all topics),
- Hydrology and Water Quality (all topics),
- Hazards and Hazardous Materials (all topics),

- Mineral and Energy Resources (all topics), and
- Agricultural and Forest Resources (all topics).

These items are discussed with mitigation measures, where appropriate, in Section E of this Initial Study, and require no environmental analysis in the EIR. All mitigation measures identified, including those for archaeological resources, construction noise, and air quality, are listed in **Section F, Mitigation Measures and Improvement Measures**; have been agreed to by the project sponsor; and will be incorporated into the proposed project. For items designated "Not Applicable" or "No Impact," the conclusions regarding potential significant environmental effects are based upon field observations, staff and consultant experience and expertise on similar projects, and/or standard reference materials available within the San Francisco Planning Department, such as the California Natural Diversity Database and maps published by the California Department of Fish and Wildlife, the California Division of Mines and Geology Mineral Resource Zone designations, and the California Department of Conservation's Farmland Mapping and Monitoring Program. For each checklist item, the evaluation has considered both individual and cumulative impacts of the proposed project.

E. EVALUATION OF ENVIRONMENTAL EFFECTS

Topics:		*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
1.	**LAND USE AND LAND USE PLANNING— Would the project:**					
a)	Physically divide an established community?	☐	☐	☒	☐	☐
b)	Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?	☐	☐	☒	☐	☐
c)	Have a substantial impact upon the existing character of the vicinity?	☐	☐	☒	☐	☐

Impact LU-1: The proposed project would not physically divide an established community. (*Less than Significant*)

The division of an established community would typically involve the construction of a physical barrier to neighborhood access, such as a new freeway, or the removal of a means of access, such as a bridge or a roadway. The proposed project would entail demolition of the existing two-story commercial building on the project site and construction of a 13-story, 120-foot-tall mixed-use building with residences above ground floor retail/restaurant uses. The proposed project would be incorporated into the existing street configuration within the extent of existing city lots; it would not alter the established street grid, and it would not permanently close any streets or

impede pedestrian or other travel through the neighborhood. Although portions of the sidewalks adjacent to the project site would likely be closed for periods of time during project construction, these closures would be temporary in nature and sidewalk access would be restored. The proposed project would neither construct a physical barrier to neighborhood access nor remove an existing means of access; thus, it would not physically divide the established community.

The established community surrounding the project site includes a mix of hotel, entertainment, institutional, office, parking, residential, and retail uses. The existing building – previously occupied by theater, retail, and restaurant uses – has been vacant since 2008, but was recently renovated for use as a temporary food pavilion. The proposed project would intensify the use of the site but would not alter the general land use pattern of the immediate area, which already includes buildings with commercial uses on the ground floor and residential uses above. The proposed project would not introduce any new land uses, such as industrial uses, that would either create potential conflicts through incompatible uses or result in disruptions to the community's established land use patterns.

For these reasons, the proposed project would not physically divide an established community. This impact would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Impact LU-2: The proposed project would not conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect. (*Less than Significant*)

Land use impacts are also considered to be significant if the proposed project would conflict with any plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect. Environmental plans and policies are those, like the BAAQMD's *2010 Clean Air Plan*, which directly address environmental issues and/or contain targets or standards that must be met in order to preserve or improve characteristics of the City's physical environment.

The *General Plan* contains objectives and policies that guide land use decisions, as well as some objectives and policies that relate to physical environmental issues. As identified in **Section C, Compatibility with Existing Zoning and Plans**, pp. 44-47, demolition of the existing building would conflict with policies identified in the *General Plan*, the *Downtown Plan*, and The Accountable Planning Initiative. The physical environmental impacts that could result from these identified conflicts will be discussed in the EIR (**Section 4.A, Cultural Resources**). As further discussed on pp. 47-49, conflicts with objectives and policies of local and/or regional transportation and circulation plans and programs have not been identified. Any potential conflicts with transportation plans, policies, or regulations that could result in physical environmental effects will be discussed in the EIR (**Section 4.B, Transportation and Circulation**).

To the extent that the proposed project conflicts with any *General Plan* objectives and policies that do not relate to physical environmental issues, those conflicts would be considered by the decision-makers as part of their decision to approve or disapprove the proposed project.

As designed, the proposed project would not comply with Planning Code requirements related to rear yard depth (Section 134), ground-level wind currents (Section 148), and off-street parking (Section 155(r)(4)). The proposed project would comply with the off-street freight loading requirement (Section 152.1) through the allowed substitution of two service vehicle spaces (Section 153(a)(6)). As discussed in **Section C, Compatibility with Existing Zoning and Plans**, pp. 42-43, these conflicts would be addressed through the proposed project's entitlement process, including required variances and exceptions from Planning Code requirements. Zoning regulations, including those discussed above on pp. 41-43, are adopted for the purposes of regulating development, not specifically to avoid or mitigate an environmental effect.

The proposed project would not obviously or substantially conflict with applicable plans, policies, and regulations such that an adverse physical change would result. In addition, the proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

For the reasons discussed above, the proposed project would not conflict with any plans, policies, or regulations adopted for the purpose of avoiding or mitigating an environmental effect. There would be a less-than-significant impact, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Impact LU-3: The proposed project would not have a substantial impact upon the existing character of the vicinity. (*Less than Significant*)

The proposed project would introduce residential, retail, and parking uses to the project site, land uses that already exist in the immediate project vicinity. The proposed residential use would be compatible with the existing residential uses in the project vicinity, which include multi-family residential buildings at 48 Golden Gate Avenue (70 feet north), 39 Taylor Street (280 feet northeast), 153 Turk Street (219 feet north), 161 Turk Street (252 feet north), and 111 Jones Street (243 feet northwest); single-room occupancy residential hotels at 39 Jones Street (229 feet west) and 20 6th Street (252 feet southeast); and senior housing at 121 Golden Gate Avenue (229 feet west). The proposed ground floor retail use would be compatible with the existing retail uses in the project vicinity, though in a number of cases existing ground floor retail space is currently unoccupied. Introducing residential and retail uses to the project site, uses that are encouraged in the C-3-G District, would not be out of character with the existing land use character of the immediate project vicinity.

Implementation of the proposed project would represent a change in the scale and architectural character of the site. The existing two-story commercial building (approximately 37 feet in height) would be eliminated and replaced by a 13-story, 120-foot-tall tower. The existing scale

and architectural character of the area is particularly diverse and is represented by preserved historic buildings and modern renovations alike. The immediate project area is characterized by a mix of low-rise and mid-rise buildings with hotel, residential, retail, office, entertainment, parking, and institutional uses as well as lots used for surface parking. The area's buildings range in height from two to seven stories. Travelling further east along the Market Street corridor, high-rise commercial towers become increasingly common. Other high-rise developments are scattered throughout the project vicinity, including the 15-story 995 Market Street building, the 18-story San Francisco Federal Building, the 13-story 54 McAllister Street building, and the 28-story McAllister Tower Apartments.

As discussed in **Section A, Project Description**, p. 19, the proposed building would include one main volume, a 13-story building core (120 feet tall plus a 20-foot-tall rooftop mechanical penthouse) that would cover the entire lot. As discussed in **Section C, Compatibility with Existing Zoning and Plans**, p. 42, the proposed building would comply with the height and bulk limits in the 120-X Height and Bulk District. As discussed in **Section B, Project Setting**, p. 36, there are four high-rise buildings within two blocks of the project site. Although the proposed project would be taller than the existing buildings on the project site block and in the project vicinity, it would be 15 stories shorter than the McAllister Tower Apartments and two stories shorter than 995 Market Street. Since there are already other existing high-rise buildings in the project vicinity, some of which are substantially taller than the proposed building, the addition of a 120-foot-tall tower would be generally compatible with the scale of existing and proposed new development in the project vicinity.

As discussed in **Section A, Project Description**, pp. 19-22, the dimensions of the proposed building would be articulated by setbacks of varying depths at different floor levels. Proposed setbacks would articulate built form elements to provide visual interest and integrate the building into the neighborhood's existing character. Therefore, the scale of the proposed project would not diminish or overwhelm the character of existing development in the project vicinity.

For these reasons, the proposed project would not have a substantial adverse impact on the land use character of the vicinity. This impact would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Cumulative Impacts

Impact C-LU-1: The proposed project in combination with past, present, and reasonably foreseeable future projects would not result in a cumulative land use impact. (*Less than Significant*)

Nearby cumulative development projects identified in **Table 2** and shown on **Figure 24** on pp. 38-40, such as 1066 Market Street, 1075 Market Street, 1055 Market Street, and 950 Market Street as well as any future projects that may be developed on parcels within the proposed Mid-Market Arts and Arts Education Special Use and Special Height and Bulk Districts, would result

in the intensification of land uses in the project vicinity. These cumulative projects, similar to the proposed project, are infill projects that would not physically divide an established community by constructing a physical barrier to neighborhood access or removing a means of access. As with the proposed project, the cumulative projects may require modifications, exceptions, or variances to Planning Code requirements; however, the nearby cumulative development projects would not obviously or substantially conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect. The nearby cumulative development projects would introduce new infill residential, retail, commercial, hotel, and non-profit art-related uses to the project vicinity where these uses currently exist. This cumulative development would represent an incrementally more dense urban fabric in the project vicinity but would not introduce any incompatible uses, such as industrial uses, that would have a substantial impact on the existing character of the project vicinity. The proposed project and cumulative projects would be consistent with the envisioned land uses for this area. Thus, the proposed project, in combination with past, present, and reasonably foreseeable future projects, would not result in a cumulative land use impact.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
2. POPULATION AND HOUSING— Would the project:					
a) Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?	☐	☐	☒	☐	☐
b) Displace substantial numbers of existing housing units or create demand for additional housing, necessitating the construction of replacement housing?	☐	☐	☒	☐	☐
c) Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?	☐	☐	☒	☐	☐

Impact PH-1: The proposed project would not directly or indirectly induce substantial population growth in San Francisco. (*Less than Significant*)

In general, a project would be considered growth inducing if its implementation would result in substantial population increases and/or new development that might not occur if the project would not be implemented. Implementation of the proposed project would entail demolition of the existing two-story commercial building and construction of a new mixed-use building with up to 186 dwelling units, 9,657 gsf of retail/restaurant space, and a 778-gsf building management office on the 3rd floor. The proposed project would therefore directly increase population and employment at the project site, and contribute to anticipated population growth in both the neighborhood and citywide context.

According to the U.S. Census Bureau's most recent American Community Survey (2009-2013), the City and County of San Francisco has a population of about 817,500 residents.[20] Census Tract 125.01, which includes the project site and its immediate vicinity, has a population of 3,336 residents.[21,22] The population of census tracts within a ¼-mile radius of the project site is approximately 40,556 persons.[23] Based on an average household size for San Francisco of 2.27 persons per household, the addition of 186 dwelling units would increase the population at the project site by approximately 422 residents.[24,25] This would represent a residential population increase of about 12.6 percent over the existing population within Census Tract 125.01, about 1.0 percent over the existing population within the project vicinity (census tracts within a ¼-mile of the project site), and about 0.05 percent over the existing citywide population. The population increase attributable to the proposed project would represent about 0.1 percent of the projected citywide increase in population of about 238,700 persons anticipated between 2015 and 2040.[26] The increase in the number of dwelling units under the proposed project is not considered substantial. Therefore, implementation of the proposed project would not directly induce substantial population growth in the project vicinity that would cause a substantial adverse physical change to the environment. Furthermore, the proposed project would not indirectly induce substantial population growth in the project vicinity, because it would not involve any extensions of area roads, utilities, or other infrastructure.

The proposed project would introduce commercial activity and employment to the site, estimated at approximately 31 employees, 28 associated with the retail/restaurant uses and 3 associated with the building management office.[27] San Francisco's employment base is projected to increase by

[20] U.S. Census Bureau, 2009-2013 5-Year American Community Survey, San Francisco County, American Community Survey Demographic and Housing Estimates. Available online at http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?fpt=table. Accessed July 17, 2015.

[21] U.S. Census Bureau, 2009-2013 5-Year American Community Survey, Census Tract 125.01, American Community Survey Demographic and Housing Estimates. Available online at http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?fpt=table. Accessed July 17, 2015.

[22] Census Tract 125.01 is irregularly shaped and is generally bounded by Turk, Taylor, and Ellis streets to the north, Powell Street to the east, Market Street to the south, and Leavenworth Street to the west.

[23] U.S. Census Bureau, 2009-2013 5-Year American Community Survey, Census Tracts 120, 121, 122.01, 122.02, 123.01, 123.02, 124.01, 124.02, 125.01, 125.02, and 176.01, American Community Survey Demographic and Housing Estimates. Available online at http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?fpt=table. Accessed July 17, 2015.

[24] Association of Bay Area Governments (ABAG), *Projections 2013*, p. 74. ABAG's household size projection for San Francisco for 2015 (2.27 persons) was used because it is more conservative.

[25] U.S. Census Bureau, 2009-2013 5-Year American Community Survey, Selected Housing Characteristics. Available online at http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?fpt=table. Accessed July 17, 2015. Census Tract 125.01 had an average household size of approximately 1.6 persons.

[26] ABAG, *Projections 2013*, p. 75. ABAG's projected residential population for San Francisco is 847,000 persons in 2015 and 1,085,700 persons in 2040.

[27] San Francisco Planning Department, *Transportation Impact Guidelines for Environmental Review*, October 2002, Appendix C, Table C-1. Employment factors of 350 gsf and 276 gsf per employee are used for general retail/restaurant and office uses, respectively. Based on 9,657 gsf of retail/restaurant space and 778 gsf of office space, there would be 31 employees.

approximately 142,080, from about 617,420 total jobs in 2015 to approximately 759,500 in 2040.[28] Even if all of the 31 employees associated with the proposed project were conservatively assumed to be new to San Francisco, the project-related employment growth would represent considerably less than 1 percent (0.02 percent) of the City's estimated job growth between the years 2015 and 2040. This estimated increase in employment would be negligible in the context of total jobs in San Francisco. Therefore, implementation of the proposed project would not induce substantial growth or concentration of employment that would cause a substantial adverse physical change to the environment.

In summary, residential and employment population increases on the project site would be noticeable, compared with existing conditions in Census Tract 125.01, which includes the project site. However, the project-related population and employment increases would not be substantial in relation to the existing number of residents and employees in the project vicinity, i.e., within Census Tract 125.01 and adjacent census tracts) and to the expected increases in the residential and employment populations of San Francisco. Therefore, the proposed project would not directly or indirectly induce substantial population growth or concentration of employment in the project vicinity or citywide such that an adverse physical change to the environment would occur. This impact would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Impact PH-2: The proposed project would not displace substantial numbers of existing housing units or people and would not create demand for additional housing, necessitating the construction of replacement housing. (*Less than Significant*)

The project site consists of a vacant two-story commercial building; therefore, no residential, employee, or housing unit displacement would result from the proposed project. However, the estimated project-related employment increase (approximately 31 new employees) would result in an incremental increase in the demand for housing and would contribute to the City's broader need for additional housing.

In 2015, ABAG *Projections 2013* estimates indicate that there are approximately 362,440 households in San Francisco, and, by 2040, San Francisco is projected to have approximately 447,350 households.[29] Over this 25-year time period, the total number of San Francisco households would increase by approximately 84,910. According to the City's *2014 Housing Element*, San Francisco is projected to experience continued housing growth over this 25-year time period, with an annual average of approximately 3,400 new San Francisco households. According to ABAG *Projections 2013*, San Francisco has an estimated 1.27 workers per household.[30] Based on this assumption about workers per household and the conservative

[28] ABAG, *Projections 2013*, p. 75.
[29] ABAG, *Projections 2013*, p. 75.
[30] ABAG, *Projections 2013*, pp. 74 and 75, and City and County of San Francisco, *2014 Housing Element* (adopted April 27, 2015), Table I-12 on p. I.14.

assumption that all new employees would be new San Francisco residents, the estimated 31 new employees attributable to the proposed project would generate a potential demand for about 24 new dwelling units. Based upon information in ABAG's *Projections 2013* and the City's *2014 Housing Element*, the proposed project's employment-related housing demand could be accommodated by the City's projected housing growth between 2015 and 2040. The proposed project's employment-related housing demand would represent less than 1 percent (0.03 percent) of the City's estimated household growth between the years 2015 and 2040. This potential increase in employment-related housing demand would not be considered substantial in the context of total housing demand in San Francisco over the same time period (2015 to 2040). In addition, the actual increase in housing demand due to the proposed project may likely be lower, because some of the proposed project's employees may not be new to San Francisco.

In July 2013, ABAG projected regional housing needs in its *Regional Housing Needs Plan for the San Francisco Bay Area*: *2014–2022*. According to this plan, San Francisco's projected housing need from 2014 to 2022 is 28,869 residential units, consisting of 6,234 within the very low income level (0-50 percent); 4,639 within the low income level (51-80 percent); 5,460 within the moderate income level (81-120 percent); and 12,536 within the above moderate income level (120 percent plus).[31] The jurisdictional allocation for San Francisco translates into an average annual need of approximately 4,124 net new residential units. There is a particular need in the City for units affordable to very low-, low-, and moderate-income households. The proposed project is subject to the provisions of Planning Code Section 415: Inclusionary Affordable Housing Program, which requires projects of five or more residential units to contribute to the creation of BMR housing, either through direct development of BMR residential units on the project site (equal to 12 percent of the project's overall number of residential units), within a separate building within 1 mile of the project site (equal to 20 percent of the project's overall number of residential units), or through an in-lieu payment to the Mayor's Office of Housing. The proposed project would add 186 new residential units and would comply with Planning Code Section 415 by providing a minimum of 22 BMR units on site (12 percent), providing a minimum of 37 BMR units off site (20 percent), or by paying the in-lieu fee. Therefore, the proposed project would contribute to the City's housing stock, including affordable housing stock, thereby helping to meet the City's overall housing demands.

In summary, demolition of the existing building would not remove existing housing units resulting in the displacement of residents nor would it displace employees. The proposed project's increase of 31 employees would not create substantial demand for additional housing because the demand would be very small compared to the total population of, and the available housing stock in, San Francisco and the Bay Area. Such a minor increase in demand would not

[31] ABAG, *Regional Housing Need Plan for the San Francisco Bay Area: 2014 – 2022*, July 2013, Appendix C. Available online at http://www.abag.ca.gov/planning/housingneeds/pdfs/2014-22_RHNA_Plan.pdf. Accessed July 17, 2015.

necessitate the construction of new housing. This impact would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Cumulative Impacts

Impact C-PH-1: The proposed project in combination with past, present, and reasonably foreseeable future projects would not result in a cumulative impact related to population and housing. (*Less than Significant*)

The past, present, and reasonably foreseeable projects within a ¼-mile radius of the proposed project, identified in **Table 2** on p. 39, would add approximately 9,750 new residents in 4,295 dwelling units into the area.[32] Overall, these nearby cumulative development projects (including the proposed project) would add 10,172 new residents in 4,481 dwelling units within a ¼-mile radius of the project site, which would represent a 25 percent increase in the area's residential population. These projects would be required to pay an affordable housing in-lieu fee or provide the required percentage of on-site BMR units (12 percent of the total number of residential units) or off-site BMR units (20 percent of the total number of residential units).

In addition, past, present, and reasonably foreseeable future projects would add up to approximately 856,016 gsf of commercial space, 490,445 gsf of retail space, 75,000 gsf of non-profit arts-related uses, and 827 hotel rooms to the project area. The addition of employment-generating square footage could result in approximately 5,519 new employees as follows: 3,102 from commercial uses, 1,401 from retail uses, 272 from non-profit arts-related uses, and 744 from hotel uses.[33]

Based on the conservative assumption that all new employees would be new San Francisco residents and the conversion and demolition of existing buildings for the cumulative projects would not result in employment decreases, an estimated 5,550 new employees (including new employees associated with the proposed project) would be added within a ¼-mile radius of the project site. The 5,550 new employees would generate a potential demand for about 4,370 new dwelling units.[34] Based on information in ABAG's *Projections 2013* and the City's *2014 Housing Element*, the employment-related housing demand associated with the proposed project and nearby cumulative development projects could be accommodated by the City's projected housing growth between 2015 and 2040 of 84,910 units. Furthermore, the proposed project and nearby cumulative development projects would add to the City's housing stock and could potentially accommodate some of the new employment-related housing demand. In combination with the past, present, and reasonably foreseeable projects, the estimated

[32] Assumes the City of San Francisco average of 2.27 persons per unit.

[33] San Francisco Planning Department, *Transportation Impact Guidelines for Environmental Review*, October 2002, Appendix C, Table C-1. Employment factors of 350 gsf and 276 gsf per employee are used for general retail/restaurant and office uses, respectively. The non-profit arts-related use are calculated using the office employment factor, and hotel uses are calculated at 0.9 employees per room.

[34] Assumes the *ABAG 2013 Projections* figure of 1.27 workers per household for San Francisco.

employment growth would account for approximately 5.2 percent of projected City-wide household growth. As described under **Impact PH-1**, the proposed project's individual contribution to population and employment growth would not be considerable and represents a minimal percentage of overall population and employment increases in San Francisco. Furthermore, the likelihood that all of the employees would be new to San Francisco is low.

Over the last several years, the supply of housing has not met the demand for housing within San Francisco. As part of the planning process for *Plan Bay Area*, San Francisco identified Priority Development Areas, which are areas where new development to support the day-to-day needs of residents and workers in a pedestrian-friendly environment served by transit would be encouraged. The project site is within the Downtown-Van Ness-Geary Priority Development Areas identified in *Plan Bay Area*.[35] Therefore, although the proposed project in combination with other past, present, and reasonably foreseeable future projects would increase the population and employment in the area, it would not induce substantial population and employment growth, as this growth has been anticipated. Furthermore, the proposed project, in combination with other past, present, and reasonably foreseeable future projects, would not result in the displacement of substantial numbers of housing units or employees (jobs) as the majority of the approved and proposed projects would demolish vacant buildings, construct new buildings on surface parking lots, or intensify land uses.

For these reasons, the proposed project in combination with other past, present, and reasonably foreseeable future projects would not result in a cumulatively considerable population and housing impact.

Topics:		*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
3.	**CULTURAL RESOURCES—Would the project:**					
a)	Cause a substantial adverse change in the significance of a historical resource as defined in §15064.5, including those resources listed in Article 10 or Article 11 of the San Francisco Planning Code?	☒	☐	☐	☐	☐
b)	Cause a substantial adverse change in the significance of an archeological resource pursuant to §15064.5?	☐	☒	☐	☐	☐
c)	Disturb any human remains, including those interred outside of formal cemeteries?	☐	☒	☐	☐	☐

[35] ABAG, *Plan Bay Area*, Priority Development Area Showcase. Available online at http://gis.abag.ca.gov/website/PDAShowcase/. Accessed August 20, 2015.

Topics:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
d) Cause a substantial adverse change in the significance of a tribal cultural resource as defined in Public Resources Code §21074?	☐	☒	☐	☐	☐

Impact CP-1: Implementation of the proposed project would result in the demolition of the 1028 Market Street building, a historical resource for the purposes of CEQA. ***(Potentially Significant)***

As discussed on pp. 5-7 in **Section A, Project Description**, the proposed project entails the demolition of an existing two-story commercial building constructed in 1907 (the Golden Gate Building), which has been identified as a potential historical resource, and the construction of a 13-story residential building with ground floor retail/restaurant uses. The Golden Gate Building is a contributing structure within the Market Street Theatre and Loft National Register Historic District (MSTL District). The project site is also adjacent to the Uptown Tenderloin National Register Historic District (Uptown Tenderloin District). The Civic Center National Register Historic District is located to the west of the project site and is generally defined by the institutional and civic buildings located along its central spine: U.N. Plaza, the Fulton Street Mall, and the Joseph L. Alioto Performing Arts Piazza.

The MSTL District contains a collection of motion picture theaters, loft and office buildings, and small commercial buildings on both sides of Market Street with two grand intersections at 6th Street/Taylor Street/Golden Gate Avenue/Market Street and Jones Street/McAllister Street/Market Street. The MSTL District includes 30 buildings between 6th and 7th streets (and slightly beyond in each direction) with 20 considered contributors to the district. Buildings occupy their full lots and rise continuously straight up from the sidewalk, usually for two to eight stories with two- or three-part vertical compositions with flat roofs behind parapets, façade ornamentation, and prominent cornices. Exterior materials are terra cotta, brick, galvanized iron, and some stucco. Fenestration on the upper stories is double-hung or Chicago-style windows, or both, sometimes with arcading in the top stories. Nearly all the ground stories within the district contain small shops and have been considerably altered; however, transom strips on mezzanines (or second stories) often exist in differing states of repair behind signage, and the upper stories are virtually intact on most buildings in the district.

The Uptown Tenderloin District is an irregularly shaped district, and its southern boundary includes Golden Gate Avenue, Jones Street and McAllister Street. This district encompasses a high-density residential area characterized by a variety of multiple-story commercial, residential, hotel, and institutional buildings dating from 1906 to the 1930s, with a few newer, non-contributory buildings. In general, contributing buildings are multi-unit apartment or hotels that occupy their full lots and rise continuously straight up from the sidewalk, usually for two to seven stories with façades of brick or reinforced concrete.

The demolition of a contributing building to a National Register Historic District is a potentially significant impact, as is the compatibility of a new structure within or adjacent to an existing National Register Historic District. Therefore, Topic E.4(a) will be addressed in the EIR. To evaluate the proposed project's potential impacts to a historical resource, a Historic Resources Evaluation will be prepared and the City will prepare a Historic Resources Evaluation Response, which will be summarized in the EIR.[36]

Impact CP-2: Construction activities for the proposed project would result in a substantial adverse change in the significance of as-yet unknown archeological resources, should such resources exist beneath the project site. ***(Less than Significant with Mitigation)***

The proposed project would require excavation for the reinforced concrete mat foundation and for the elevator and parking stacker pits. Due to construction requirements for projects within the BART ZOI, drilling would be required to approximately 73 feet bgs (or 55 feet below the basement level) for the placement of soil-cement columns to support the reinforced concrete mat foundation. The following information is based on the *Preliminary Archeological Review* (PAR) prepared by the San Francisco Planning Department[37] and the *Geotechnical Investigation* prepared by Langan Treadwell Rollo.[38]

In the vicinity of the project site, Holocene-aged dune sand deposits blanket units of the underlying Marsh deposit. Geologic materials underlying the project site that would be disturbed by project grading and excavation consist of approximately 2 to 5 feet of fill on top of very loose to dense native sand, known locally as Dune sand. Below the Dune sand, several feet of Marsh deposit, consisting of very soft to stiff sandy clay and loose to medium dense clayey sand, would be encountered during excavation.[39] Excavation for the proposed 13-story mixed-use building with one basement level would extend beyond the fill to a depth of up to 23 feet bgs, with the greatest depth of excavation occurring along the northern portion of the project site. Approximately 9,800 cubic yards of soil would be removed from the project site.

The PAR reports that the general project area was initially developed in the 19th century and redeveloped soon after the 1906 Earthquake and Fire. The PAR indicated the possibility of encountering early, deeply prehistoric deposits due to the depth of the proposed excavation. Although there are no recorded prehistoric sites in the project vicinity, archeological deposits or features associated with prehistoric and historical archeological resources could be adversely affected by excavation activities resulting from the proposed project. Unless mitigated, ground-

[36] Galvin Preservation Associates Consulting, *Draft 1028-1056 Market Street Historic Resource Evaluation Parts 1 and 2*, February 2016. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

[37] San Francisco Planning Department, *Preliminary Archeological Review 1028 Market Street*, March 5, 2015. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

[38] Langan Treadwell Rollo, *Geotechnical Investigation*, p. 5.

[39] Langan Treadwell Rollo, *Geotechnical Investigation*, pp. 5 and 8.

disturbing construction activity within the project site, particularly within previously undisturbed soils, could adversely affect the significance of prehistoric or historical archaeological resources under California Register of Historical Resources (CRHR) Criterion 4 (Information Potential) by impairing the ability of such resources to convey important scientific and historical information.

Based on this analysis, the proposed project may adversely impact potentially significant subsurface prehistoric or historical archeological deposits and/or features that may be present under the project site. Furthermore, the research significance of prehistoric or historical archeological resources that may be present within the site is unknown; thus, it is not known if potential prehistoric or historical archeological deposits within the site would be significant under CEQA. In the absence of extant research or documentation to ascertain the research potential of such resources, it must be assumed that resources potentially present may be significant. Accordingly, in order to reduce potential impacts on significant prehistoric or historical archaeological resources, the project sponsor has agreed to comply with **Mitigation Measure M-CP-2: Archaeological Monitoring Program**, presented below.

Mitigation Measure M-CP-2: Archaeological Testing Program

Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of an archaeological consultant from the rotational Department Qualified Archaeological Consultants List (QACL) maintained by the Planning Department archaeologist. The project sponsor shall contact the Department archeologist to obtain the names and contact information for the next three archeological consultants on the QACL. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure. The archeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports 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. Archeological 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 archeological resource as defined in CEQA Guidelines Sect. 15064.5 (a) and (c).

Consultation with Descendant Communities. On discovery of an archeological site[40] associated with descendant Native Americans, the Overseas Chinese, or other potentially

[40] By the term "archeological site" is intended here to minimally include any archeological deposit, feature, burial, or evidence of burial.

interested descendant group an appropriate representative[41] of the descendant group and the ERO shall be contacted. The representative of the descendant group shall be given the opportunity to monitor archeological field investigations of the site and to offer recommendations to the ERO regarding appropriate archeological treatment of the site, of recovered data from the site, and, if applicable, any interpretative treatment of the associated archeological site. A copy of the Final Archaeological Resources Report shall be provided to the representative of the descendant group.

Archeological Testing Program. The archeological consultant shall prepare and submit to the ERO for review and approval an archeological testing plan (ATP). The archeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archeological 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 archeological testing program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes an historical resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. No archeological data recovery shall be undertaken without the prior approval of the ERO or the Planning Department archeologist. If the ERO determines that a significant archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

A) The proposed project shall be re-designed so as to avoid any adverse effect on the significant archeological resource; or

B) A data recovery program shall be implemented, unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archeological Monitoring Program. If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented the archeological monitoring program shall minimally include the following provisions:

- The archeological 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 ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically 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 archeological monitoring because of the risk

[41] An "appropriate representative" of the descendant group is here defined to mean, in the case of Native Americans, any individual listed in the current Native American Contact List for the City and County of San Francisco maintained by the California Native American Heritage Commission and in the case of the Overseas Chinese, the Chinese Historical Society of America. An appropriate representative of other descendant groups should be determined in consultation with the Department archeologist.

these activities pose to potential archaeological resources and to their depositional context;

- The archeological 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 archeological resource;
- The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;
- The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archeological Data Recovery Program. The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological 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 archeological 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 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 archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures*. Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis*. Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy*. Description of and rationale for field and post-field discard and deaccession policies.

- *Interpretive Program*. Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.
- *Security Measures*. Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report*. Description of proposed report format and distribution of results.
- *Curation*. 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.

Human Remains and Associated or Unassociated Funerary Objects. 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) (Pub. Res. Code Sec. 5097.98). The archeological consultant, project sponsor, ERO, and MLD shall have up to but not beyond six days of discovery to make all reasonable efforts to develop an agreement for the treatment of human remains and associated or unassociated funerary objects with appropriate dignity (CEQA Guidelines. Sec. 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. Nothing in existing State regulations or in this mitigation measure compels the project sponsor and the ERO to accept recommendations of an MLD. The archeological consultant shall retain possession of any Native American human remains and associated or unassociated burial objects until completion of any scientific analyses of the human remains or objects as specified in the treatment agreement if such as agreement has been made or, otherwise, as determined by the archeological consultant and the ERO.

Final Archeological Resources Report. The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

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 Environmental Planning division of the Planning Department shall receive one bound, one unbound and one unlocked, searchable PDF copy on CD 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.

With implementation of **Mitigation Measure M-CP-2**, project construction would have a less-than-significant impact on prehistoric or historical archaeological resources, and this topic will not be discussed in the EIR.

Impact CP-3: Construction activities for the proposed project could result in the disturbance of human remains, including those interred outside of formal cemeteries, should such remains exist beneath the project site. ***(Less than Significant with Mitigation)***

Given the historical use of the site, it is considered highly unlikely that human remains would be encountered at the project site during excavation and grading for the proposed project. However, in the unlikely event that human remains are encountered during construction, any inadvertent damage to human remains would be considered a significant impact. Accordingly, in order to reduce this potential impact to a less-than-significant level, the project sponsor has agreed to comply with **Mitigation Measure M-CP-2: Archeological Testing Program**, which includes the required procedures for the treatment of human remains, and is presented above.

With implementation of **Mitigation Measure M-CP-2**, the proposed project would have a less-than-significant impact related to the potential disturbance of human remains, and this topic will not be discussed in the EIR.

Impact CP-4: Construction activities for the proposed project could result in the disturbance of tribal resources, should such resources exist beneath the project site. ***(Less than Significant with Mitigation)***

Tribal cultural resources are those resources that meet the definitions in Public Resources Code Section 21074. Tribal cultural resources are defined as sites, features, places, cultural landscapes, sacred places, and objects with cultural value to a California Native American tribe that are also either (a) included or determined to be eligible for inclusion in the CRHR or (b) included in a local register of historical resources as defined in Public Resources Code Section 5020.1(k). Based on discussions with Native American tribal representatives in San Francisco, prehistoric archeological resources are presumed to be potential tribal cultural resources. A tribal cultural resource is adversely affected when a project impacts its significance.

Pursuant to Assembly Bill 52, effective July 1, 2015, within 14 days of a determination that an application for a project is complete or a decision by a public agency to undertake a project, the lead agency is required to contact the Native American tribes that are culturally or traditionally affiliated with the geographic area in which the project is located. Notified tribes have 30 days to request consultation with the lead agency to discuss potential impacts on tribal cultural resources and measures for addressing those impacts.

On October 8, 2015, the Planning Department mailed a "Tribal Notification Regarding Tribal Cultural Resources and CEQA" to the appropriate Native American tribal representatives who have requested notification. During the 30-day comment period, no Native American tribal representatives contacted the Planning Department to request consultation. Furthermore, as discussed above under **Impact CP-2** and **Impact CP-3**, the proposed project would have a less-than-significant impact related to the potential disturbance of historic and prehistoric archeological resources and human remains with implementation of **Mitigation Measure M-CP-2**. Thus, with implementation of **Mitigation Measure M-CP-2** the proposed project would not

cause a substantial adverse change in the significance of a tribal cultural resource. Therefore, the proposed project would have a less-than-significant impact on tribal cultural resources, and this topic will not be discussed in the EIR.

Cumulative Impacts

Impact C-CP-1: The proposed project in combination with past, present, and reasonably foreseeable future projects in the site vicinity could result in cumulative impacts to historic architectural resources. ***(Potentially Significant)***

The project site is located in San Francisco's Downtown/Civic Center neighborhood along the Mid-Market corridor. The project site is developed with a two-story commercial building identified as a contributing structure to the MSTL District. The Mid-Market corridor has undergone various improvements and modernization at different times during the area's development without apparent widespread impairment to the overall historic character of the MSTL District. The *Downtown Plan* identifies "Significant" and "Contributory" buildings in the project area. When considered with past, present, and reasonably foreseeable future projects in the vicinity of the project site, the proposed demolition could result in a cumulatively considerable contribution to cumulative historic architectural resource impacts including cumulatively adverse effects on historic districts in the project vicinity. These topics will be discussed in the EIR.

Impact C-CP-2: The proposed project in combination with past, present, and reasonably foreseeable future projects could result in a substantial adverse change in the significance of as-yet unknown archeological resources; human remains, including those interred outside of formal cemeteries; and tribal resources should such resources exist on or beneath the project site. ***(Less than Significant with Mitigation)***

Archeological resources and tribal cultural resources are non-renewable and finite, and all adverse effects to subsurface archeological resources and tribal cultural resources have the potential to erode a dwindling cultural/scientific resource base. Past, present, and reasonably foreseeable future development projects within San Francisco and the Bay Area region would include construction activities that could disturb archaeological resources and tribal cultural resources and could contribute to cumulative impacts related to the loss of significant historical, scientific, and cultural information about California, Bay Area, and San Francisco history and prehistory including the historic and prehistory of Native American peoples. Similar to the proposed project, development projects within San Francisco would be subject to the City's standard archeological and human remains mitigation measures, thereby reducing the potential for cumulative archeological-related and tribal-cultural-resource-related impacts.

As discussed above under **Mitigation Measure M-CP-2**, implementation of approved plans for the recovery, documentation, and interpretation of information about archaeological resources that may be encountered within the project site would enhance knowledge of prehistory and history. Furthermore, as discussed under **Mitigation Measure M-CP-2**, implementation of

standard mitigation related to the unearthing of human remains would preserve and realize the information potential of that potential resource. This information would be available to future archaeological studies, contributing to the collective body of scientific and historical knowledge. Implementation of **Mitigation Measure M-CP-2** would afford the same protections to tribal cultural resources in the case of accidental discovery and contribute to the preservation of important historic, scientific, and cultural knowledge related to Native America peoples. Since adverse effects to subsurface archeological resources and tribal cultural resources are site specific and standard mitigation would be imposed on future projects, with implementation of **Mitigation Measure M-CP-2: Archaeological Testing Program**, the proposed project's contribution to cumulative impacts would not be cumulatively considerable. Therefore, this impact would be less than significant, and these topics will not be discussed in the EIR.

Topics:		*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
4.	**TRANSPORTATION AND CIRCULATION— Would the project:**					
a)	Conflict with an applicable plan, ordinance or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass transit and non-motorized travel and relevant components of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit?	☒	☐	☐	☐	☐
b)	Conflict with an applicable congestion management program, including but not limited to level of service standards and travel demand measures, or other standards established by the county congestion management agency for designated roads or highways?	☒	☐	☐	☐	☐
c)	Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location, that results in substantial safety risks?	☒	☐	☐	☐	☐
d)	Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses?	☒	☐	☐	☐	☐
e)	Result in inadequate emergency access?	☒	☐	☐	☐	☐
f)	Conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities?	☒	☐	☐	☐	☐

Construction and operation of the proposed project would generate auto, transit, pedestrian, and bicycle trips to and from the project site, would provide vehicular access and parking to the project site, and would modify existing access and egress points to the project site related to pedestrian access and loading. The proposed project has the potential to result in unacceptable levels of service at local intersections, could increase transportation hazards, and could conflict with adopted policies related to transit, bicycle, or pedestrian facilities. The potential project-

generated and cumulative transportation and circulation impacts will be discussed in the EIR and will be based on the results of a Transportation Impact Study.

Topics:		Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
5.	**NOISE—Would the project:**					
a)	Result in exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?	☐	☐	☒	☐	☐
b)	Result in exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels?	☐	☐	☒	☐	☐
c)	Result in a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project?	☐	☐	☒	☐	☐
d)	Result in a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project?	☐	☐	☐	☐	☐
e)	For a project located within an airport land use plan area, or, where such a plan has not been adopted, in an area within two miles of a public airport or public use airport, would the project expose people residing or working in the area to excessive noise levels?	☐	☐	☐	☐	☒
f)	For a project located in the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels?	☐	☐	☐	☐	☒
g)	Be substantially affected by existing noise levels?	☐	☐	☒	☐	☐

The project site fronts on Market Street and Golden Gate Avenue in downtown San Francisco. It is not located within an area covered by an airport land use plan, within two miles of a public airport or a public use airport, or in the vicinity of a private airstrip. Therefore, Topics E.5(e) and E.5(f) are not applicable to the proposed project.

Market Street is the major transportation corridor through downtown San Francisco. Ambient noise along Market Street and in the project vicinity is primarily generated by vehicular traffic (cars, trucks, emergency and delivery vehicles, and Muni's buses, light rail vehicles, and historic streetcars). Construction activities on nearby sites also contribute to ambient noise levels. In 2009 the San Francisco Planning Department produced a citywide map of background noise levels.[42] The map indicates that the project site is generally subject to elevated ambient noise

[42] San Francisco General Plan, Map 1: Background Noise Levels-2009. Available online at http://www.sf-planning.org/ftp/General_Plan/images/I6.environmental/ENV_Map1_Background_Noise%20Levels.pdf. Accessed October 28, 2015.

levels, with modeled background noise levels above 70 dBA along Market Street and above 75 dBA along Golden Gate Avenue.

Some land uses and their associated users are considered more sensitive to ambient noise levels than others due to the types of activities typically involved with the land use and the amount of noise exposure (in terms of both exposure duration and insulation from noise). In general, occupants of residences, schools, daycare centers, hospitals, places of worship, and nursing homes are considered to be sensitive receptors (i.e., persons who are sensitive to noise based on their specific activities, age, health, etc.).

The proposed project would introduce new residents to the project site and would include common open spaces at the 2nd floor (an interior courtyard) and at the rooftop (see **Figure 5** and **Figure 12** on pp. 10 and 17, respectively). In addition, private balconies would be located on the 4th through 11th floors (fronting Market Street), and private terraces would be located on the 6th floor (fronting Market Street) and the 12th floor (along Golden Gate Avenue, the northeast property line, and Market Street) (see **Figures 7 - 11** on pp. 12 to 16).

This section discusses the proposed project's construction- and operation-related noise and vibration impacts on existing sensitive land uses in the project vicinity. It also discusses the impacts of introducing new noise sensitive receptors (in the form of residents) to a project site in an area with elevated ambient noise levels. This discussion is based on the noise measurements conducted by Environmental Science Associates (ESA) and presented in a *Noise and Vibration Report*.[43]

SETTING

Fundamentals of Environmental Noise

Noise is generally defined as sound that is loud, disagreeable, unexpected, or unwanted. It consists of any sound that may produce physiological or psychological damage and/or interfere with communication, work, rest, recreation, and sleep. Sound is mechanical energy transmitted in the form of a wave by a disturbance or vibration that causes pressure variation in air the human ear can detect.

Noise Descriptors

The sound pressure level has become the most common descriptor used to characterize the loudness of an airborne ambient sound, and the decibel (dB) scale is used to quantify sound

[43] Environmental Science Associates (ESA), *1028 Market Street Project Noise and Vibration Technical Report* (hereinafter "*Noise and Vibration Report*"), October 2015. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

intensity. Because sound can vary in intensity by over one million times within the range of human hearing, a logarithmic loudness scale is used to keep sound intensity numbers at a convenient and manageable level. The human ear is not equally sensitive to all sound frequencies; therefore, sound is "weighted" to emphasize frequencies to which the ear is more sensitive in a process called "A-weighting," expressed as "dBA."

On this scale, the normal range of human hearing extends from about 0 dBA to about 140 dBA. Except in carefully controlled laboratory experiments, a change of only 1 dBA in sound level cannot be perceived. Outside of the laboratory, a 3 dBA change is considered a perceptible difference. A 10 dBA increase in the level of a continuous noise represents a perceived doubling of loudness. Variations in noise exposure over time are typically expressed in terms of a steady-state energy level (called L_{eq}) that represents the acoustical energy of a given measurement. L_{eq} (24) is the steady-state acoustical energy level measured over a 24-hour period. Because humans are more sensitive to unwanted noise intrusion during the evening and at night, a 24-hour noise descriptor, called the day-night noise level (L_{dn}), is used. L_{dn} adds a 10 dBA penalty to all nighttime noise levels between 10 PM and 7 AM. The noise levels presented herein are expressed in terms of dBA, unless otherwise indicated.

Attenuation of Noise

A person's distance from a noise source affects how noise levels attenuate (decrease). Transportation noise sources tend to be arranged linearly, such that roadway traffic attenuates at a rate of 3.0 dBA to 4.5 dBA per doubling of distance from the source. Point sources of noise, including stationary, fixed, and idle mobile sources, like idling vehicles or construction equipment, can attenuate at a rate of 6.0 dBA to 7.5 dBA per doubling of distance from the source, depending on the type of intervening ground surfaces and vegetation.[44] Meaningful reductions or attenuation of noise levels can also be accomplished by "shielding" or providing a barrier, which may be in the form of an intervening structure or terrain. Buildings next to a roadway may shield people from traffic noise, and closely spaced buildings may provide about 5 dBA of reduction.[45] Building façades also provide a barrier to ambient exterior noise.

Planning for Noise Exposure

The sensitivity of land uses is a primary consideration when assessing the compatibility of surrounding uses and noise sources. The Environmental Protection Element of the *General Plan* contains Land Use Compatibility Guidelines for Community Noise for determining the

[44] Natural attenuation as sound propagates is based on the inverse square law and equations for geometric spreading of noise waves over hard and soft surfaces. (U.S. Housing and Urban Development, *The Noise Guidebook*, 1985, p. 24.)

[45] California Department of Transportation (Caltrans), Division of Environmental Analysis, "Technical Noise Supplement," November 2009, pp. 2-39 and 2-40. Available online at http://www.dot.ca.gov/hq/env/noise/pub/tens_complete.pdf. Accessed October 28, 2015.

compatibility of various land uses with different noise levels.[46] (See **Figure 25: San Francisco Land Use Compatibility Chart for Community Noise**.) These guidelines, which are similar to state guidelines promulgated by the Governor's Office of Planning and Research, indicate maximum acceptable ambient noise levels for various newly developed land uses. For residential uses, the maximum satisfactory noise level without incorporating noise insulation into a project is 60 dBA DNL,[47,48] while the guidelines indicate that residential development should be discouraged at noise levels above 70 dBA DNL. Where ambient noise levels exceed 65 dBA DNL, a detailed analysis of noise reduction requirements is typically necessary before final review and approval, and new residences must include noise insulation features. The Land Use Compatibility Guidelines for Community Noise are based on maintaining an interior noise level of 45 dBA as required in Section 2909(a) of the Noise Ordinance and by the California Noise Insulation Standards in Title 24, Part 2 of the California Code of Regulations prior to the January 2014 California Building Code update.

The California Building Standards Commission updated the California Code of Regulations, Title 24, Part 2 (California Building Code), Chapter 12 (Interior Environment), Section 1207, which establishes requirements with respect to sound transmission controls. The update to Section 1207 became effective as of January 2014 and establishes material requirements in terms of sound transmission class (STC) rating of not less than 50 dBA for all common interior walls, partitions, and floor/ceiling assemblies between adjacent dwelling units or between dwelling units and adjacent public areas such as halls, corridors, stairs, or service areas.[49] Section 1207, as revised, no longer includes an interior performance standard of 45 dBA, nor does it require a demonstration of how the units have been designed to meet the former interior performance standard. Although Section 1207 has been updated, the code changes were not intended to reduce or eliminate the requirements for sound transmission control in California.[50]

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[46] *San Francisco General Plan*, Environmental Protection Element, Policy 11.1, Land Use Compatibility Chart for Community Noise. Available online at http://www.sf-planning.org/ftp/general_plan/I6_Environmental_Protection.htm. Accessed August 6, 2015.

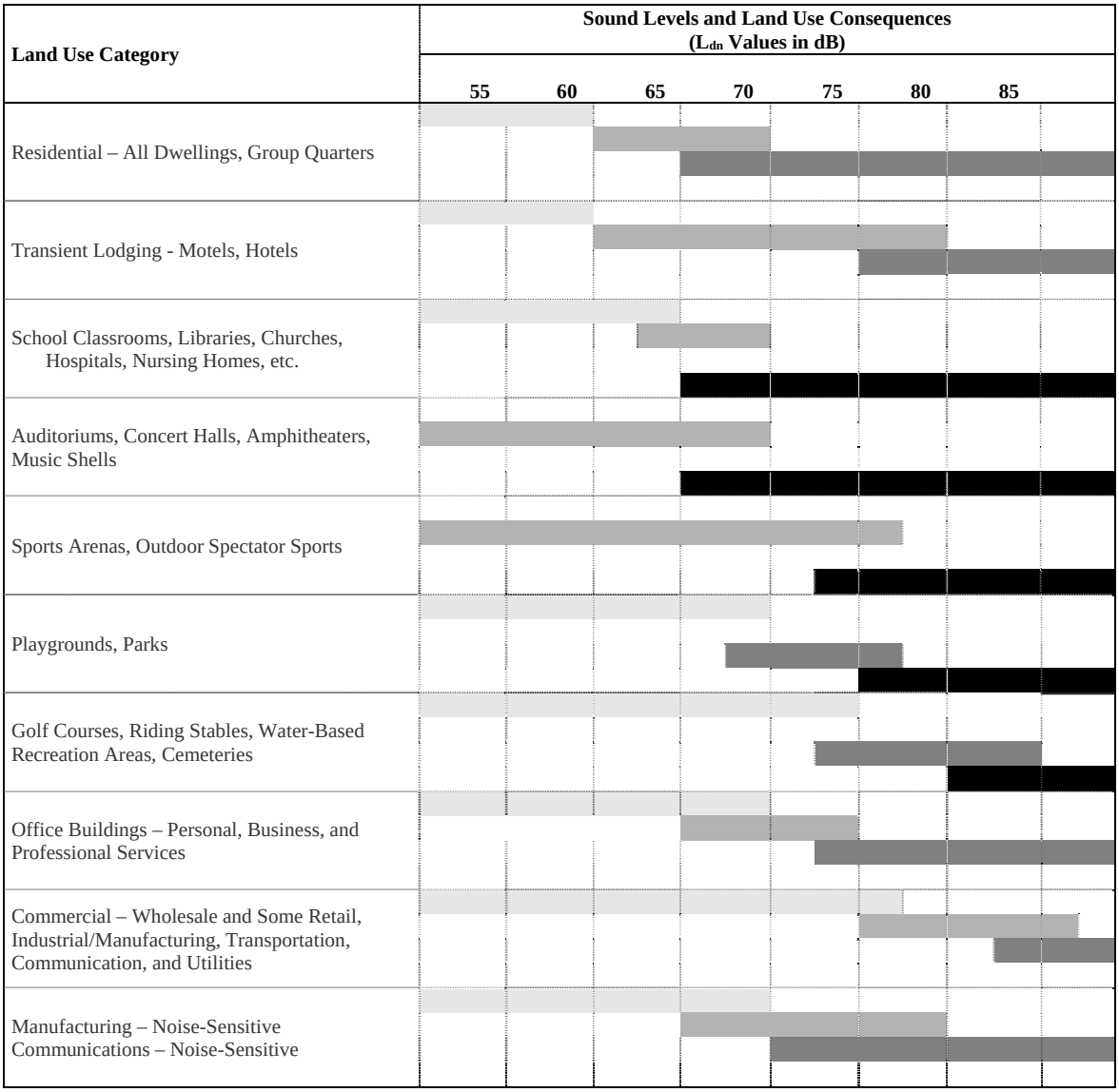
[47] Sound pressure is measured in decibels (dB), with zero dB corresponding roughly to the threshold of human hearing, and 120 dB to 140 dB corresponding to the threshold of pain. Because sound pressure can vary by over one million times within the range of human hearing, a logarithmic loudness scale allows reporting the sound intensity numbers within a convenient range. Owing to the variation in sensitivity of the human ear to various frequencies, sound is "weighted" to emphasize frequencies to which the ear is more sensitive, in a method known as A-weighting, and is expressed in units of dBA.

[48] DNL is the average equivalent sound level during a 24-hour day, obtained after the addition of 10 dB to sound levels during nighttime hours (10:00 p.m. to 7:00 a.m.).

[49] The STC is used as a measure of a materials ability to reduce sound. The STC is equal to the number of decibels a sound is reduced as it passes through a material.

[50] California Building Standards Commission, *Initial Statement of Reasons for Proposed Building Standards of the Department of Housing and Community Development Regarding the Amendment of the 2013 California Building Code California Code of Regulations, Title 24, Part 2*, pp. 3-4, March 26, 2014.

Figure 25: San Francisco Land Use Compatibility Chart for Community Noise



Satisfactory, with no special noise insulation requirements.

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design.

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

New construction or development should generally not be undertaken.

Source: San Francisco Planning Department, 1996. *San Francisco General Plan*, adopted on June 27, 1996. Available online at http://www.sf-planning.org/ftp/general_plan/I6_Environmental_Protection.htm. Accessed November 4, 2015.

In addition to Title 24 requirements, the San Francisco *2004 and 2009 Housing Element EIR* found that policies intended to promote housing near transit and other infrastructure, in proximity to neighborhood services, and within mixed-use areas would result in a significant impact with respect to exposing noise sensitive receptors to noise levels in excess of established standards and promoting residential development that may be substantially affected by existing noise levels.[51] This conclusion was based on the finding that some of the areas targeted for increased housing development experience ambient noise levels above 75 dBA for which Title 24 compliance may not mitigate exterior noise on private open space or other site-specific conditions may warrant acoustical monitoring and analysis beyond that required for Title 24 compliance. As a result, the Planning Department identified Mitigation Measure M-NO-1: Interior and Exterior Noise to reduce the Housing Element's impact on noise sensitive receptors. This mitigation measure requires the preparation of a noise analysis for new residential development located along streets with noise levels above 75 dBA (L_{dn}).[52]

In such areas, the required noise analysis shall include, at a minimum, a site survey to identify potential noise-generating uses within two blocks of the project site; and at least one 24-hour noise measurement (with maximum noise level readings taken at least every 15 minutes) prior to completion of the environmental review. The analysis shall demonstrate with reasonable certainty that Title 24 standards, where applicable, can be met and there are no particular circumstances about the proposed project site that appear to warrant heightened concern about noise levels in the vicinity. Should such concerns be present, the department may require the completion of a detailed noise assessment by person(s) qualified in acoustical analysis and/or engineering prior to the first project approval action, in order to demonstrate that acceptable interior noise levels consistent with those in the Title 24 standards can be attained.

In conjunction with noise analysis required for the siting of new sensitive receptors in areas with ambient noise levels above 75 dBA, Implementing Programs 17 and 18 also require that the Planning Department ensure, through its building permit review process, that open space required under the Planning Code for new residential uses in noisy areas be protected from existing ambient noise levels that could prove annoying or disruptive to users of the open space. Implementation of this measure could involve, among other things, site design that uses the building itself to shield on-site open space from the greatest noise sources, construction of noise barriers between noise sources and open space, and appropriate use of both common and private open space in multi-family dwellings. Implementation of this measure should be undertaken in a way that is consistent with other principles of urban design.

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[51] San Francisco Planning Department, *San Francisco 2004 and 2009 Housing Element Final EIR*, certified April 24, 2014 pp. V.G-38 to V.G-48. Available online at http://sfmea.sfplanning.org/2007.1275E_DEIR.pdf. Accessed August 6, 2015.

[52] This mitigation measure has been incorporated into the *2014 Housing Element* as Implementing Programs 17 and 18 (see Appendix C, Implementing Programs, pp. C-4 – C-5.) Available online at http://www.sf-planning.org/ftp/General_Plan/2014HousingElement-AllParts_ADOPTED_web.pdf. Accessed October 28, 2015.

The San Francisco Department of Building Inspection (DBI) will continue to require and enforce noise reduction standards for residential development based on an interior noise level standard of 45 dBA DNL. DBI will continue to review the final building plans to ensure that the common interior walls, partitions, and floor/ceiling assemblies for multi-family residential developments comply with San Francisco Building Code requirements and Title 24 requirements.[53]

In May 2015 the City and County of San Francisco implemented a new Entertainment Commission outreach process for projects located within 300 feet of a Place of Entertainment, as defined by the San Francisco Planning Department. The San Francisco Planning Department has identified two permitted Places of Entertainment within a 300-foot radius of the project site: the Golden Gate Theatre at 1 Taylor Street, 70 feet north of the project site, and the Warfield Theatre at 982 Market Street, 230 feet northeast of the project site. Residential projects, such as the proposed project, are subject to the new Entertainment Commission outreach process and will be required to show compliance with that process by including a copy of any comments and/or recommendations provided by the Entertainment Commission regarding the proposed project as well as the date(s) when those comments were provided. Furthermore, for projects subject to the Entertainment Commission outreach process that are approved, a Notice of Special Restriction that states all of the restrictions of Administrative Code Section 116.8 and any other conditions that the Planning Commission or Department places on the property must be recorded with the City and County of San Francisco Assessor-Recorder.

Existing Ambient Noise Levels

Noise-sensitive land uses or receptors are those where noise exposure would result in adverse effects (i.e., injury or annoyance) to individuals and uses where quiet is an essential element of their intended purpose. Noise-sensitive land uses are residences, hotels and motels, schools, preschools, libraries, places of worship, hospitals, senior care centers, nursing homes, retirement residences, and other places where low interior noise levels are essential to the use. Land uses within the project area are described in **Section B, Project Setting** on pp. 33-36.

The closest sensitive land use is a mixed-use building adjacent to the project site at 1000 Market Street (the San Christina Building) with ground floor retail uses and residences/housing support services above. Other sensitive land uses within 300 feet of the project site are multi-family residential buildings at 48 Golden Gate Avenue (70 feet north), 39 Taylor Street (280 feet northeast), 153 Turk Street (219 feet north), 161 Turk Street (252 feet north), and 111 Jones Street (243 feet northwest); single room occupancy residential hotels at 140 Jones Street (246 feet northwest), 39 Jones Street (229 feet west), and 20 6th Street (252 feet southeast); senior housing

[53] San Francisco Department of Building Inspection, 2013 San Francisco Building Code, Administrative Bulletin No. AB-026, "Noise Insulation Enforcement Procedures," December 21, 1984 (Updated 01/01/14 for code references). Available online at http://sfdbi.org/sites/sfdbi.org/files/migrated/FileCenter/Documents/Administrative_Bulletins/2013_AB/AB_026_updated_010114.pdf. Accessed August 6, 2015.

at 121 Golden Gate Avenue (229 feet west); and a hotel at 1100 Market Street (the Renoir Hotel [292 feet southwest]). The closest public schools to the project site are the Bessie Carmichael Elementary School and the Tenderloin Elementary School, both of which are 2,500 feet west of the project site. The DeMarillac Academy, a private middle school serving grades 4 through 8, is located at 175 Golden Gate Avenue about 590 feet west of the project site.

In addition to the above sensitive receptors, two mosques are located within 300 feet of the project site (Masjid Darussalam Mosque [20 Jones Street, 45 feet west of the project site] and AlSabeel Masjid Noor Al-Islam Mosque [118 Jones Street, 169 feet northwest of the project site]).[54] St. Boniface Catholic Church is located at 133 Golden Gate Avenue about 550 feet west of the project site. There are also two entertainment uses within 300 feet of the project site: the Golden Gate Theatre at 1 Taylor Street, 70 feet north of the project site, and the Warfield Theatre at 982 Market Street, 230 feet northeast of the project site.

Two long-term (24-hour) and two short-term (15-minute) noise measurements were conducted to determine the ambient noise levels in the project vicinity (see **Table 3: Existing Noise Environment in the Project Site Vicinity**).[55] Sound level measurements were collected on the north (Golden Gate Avenue) and south (Market Street) sides of the project site at the 2nd floor windows to represent the closest height of the proposed future residential use. Short-term sound level measurements were taken to establish the existing daytime sound levels at the nearest noise-sensitive receptors, 1000 Market Street to the east and 48 Golden Gate Avenue to the north. Measured sound levels indicate that existing ambient noise levels in the project vicinity are 75 dBA or lower and are primarily generated by vehicle and bus traffic, Muni F Market and Wharves streetcar operations, distant construction activities, and pedestrians.

Table 3: Existing Noise Environment in the Project Site Vicinity

Location	Date and Time Period	Daytime L_{eq} dB	Nighttime L_{eq} dB	Nighttime L_{90} dB	L_{dn}
1. Second Story (Market Street side)	08/14/14 24-hour measurement	71	68	58	75
2. Second Story (Golden Gate Avenue side)	08/14/14 24-hour measurement	70	65	56	73
3. 1000 Market Street (east of project site)	07/28/15 2:47 - 3:02 p.m.	72	NA	NA	NA
4. 48 Golden Gate Avenue (70 feet north of project site)	08/21/15 2:34 - 2:44 p.m.	69	NA	NA	NA

Source: ESA, *Noise and Vibration Report*, October 2015

[54] Turnstone Consulting/SWCA, *Sensitive Receptors Map,* June 12, 2015.
[55] ESA, *Noise and Vibration Report,* p. 8.

Based on these measurements, the existing background noise levels indicate that ambient noise levels in the project vicinity are in the range of 69-72 dB (L_{eq}), with the highest level recorded on the south sidewalk of Golden Gate Avenue adjacent to the project site (Measurement Location 3). The lowest background noise level of 69 dB (L_{eq}) occurs on the north side of Golden Gate Avenue (Measurement Location 4), where the existing buildings on the north side of Market Street provide some acoustic shielding from traffic on Market Street. The estimated L_{dn} values at Measurement Locations 1 and 2 are 73 and 75 dBA, respectively. These levels are consistent with those reported in the *San Francisco General Plan's* 2009 Background Noise Levels map.

Field observations indicate that surrounding land uses do not conduct noticeably noisy operations primarily due to the fact that these residential, office, retail, and other commercial uses conduct their operations inside buildings and are not inherently noisy. Due to the proximity of the Golden Gate Theatre and the Warfield Theatre, the project sponsor is required to provide official notice of the proposed residential development to the City's Entertainment Commission pursuant to Planning Code Section 314.

Fundamentals of Groundborne Vibration and Noise

Vibration is an oscillatory motion through a solid medium in which the motion's amplitude can be described in terms of displacement, velocity, or acceleration. Several different methods are used to quantify vibration. The most frequently used method to describe vibration impacts on buildings is peak particle velocity (PPV). PPV is defined as the maximum instantaneous peak of the vibration signal in inches per second (in/sec). The most frequently used method to describe the effect of vibration on the human body is the root mean square (RMS) amplitude. The RMS amplitude is defined as the average of the squared amplitude of the signal. Decibel notation (VdB) is commonly used to measure RMS.[56] The decibel notation acts to compress the range of numbers required to describe vibration. The criteria for environmental impact from groundborne vibration and noise are based on the maximum RMS vibration levels for repeated events of the same source.[57]

Typically, groundborne vibration generated by man-made activities attenuates rapidly with distance from the source of the vibration. The effects of groundborne vibration include movement of building floors, rattling of windows, shaking of items on shelves or hanging on walls, and rumbling sounds. The rumbling sound caused by the vibration of room surfaces is called groundborne noise, which can occur as a result of the low-frequency components from a specific steady source of vibration, such as a rail line. Receptors sensitive to vibration include structures (especially older masonry structures), people (especially residents, the elderly, and

[56] Vibration velocity level is reported in decibels relative to a level of 1x10-6 inches per second and is denoted as VdB.

[57] Federal Transit Administration (FTA), *Transit Noise and Vibration Impact Assessment*, May 2006, pp. 8-1 to 8-3, Table 8-1. Available online at http://www.fta.dot.gov/documents/FTA_Noise_and_Vibration_Manual.pdf. Accessed August 6, 2015.

sick), and vibration-sensitive equipment. Fragile buildings and underground facilities, in particular those that are considered historic, are included because groundborne vibration can result in structural damage. In extreme cases, high levels of vibration can damage fragile buildings or interfere with sensitive equipment. With the exception of long-term occupational exposure, vibration levels rarely affect human health. Instead, most people consider vibration to be an annoyance that can affect concentration or disturb sleep. People may tolerate infrequent, short duration vibration levels, but human annoyance to vibration becomes more pronounced if the vibration is continuous or occurs frequently. A vibration level that causes annoyance will be well below the damage threshold for normal buildings. Annoyance generally occurs in reaction to newly introduced sources of noise that interrupt ongoing activities. Community annoyance is a summary measure of the general adverse reaction of people to noise that causes speech interference, sleep disturbance, or interference with the desire for a tranquil environment.[58] People react to the duration of noise events, judging longer events to be more annoying than shorter ones, and transportation noise is usually a primary cause of community dissatisfaction. Construction noise or vibration also often generates complaints, especially during lengthy periods of heavy construction, when nighttime construction is undertaken to avoid disrupting workday activity, or when the adjacent community has no clear understanding of the extent or duration of the construction.[59]

The City does not have regulations that define acceptable levels of vibration. Therefore, this document references a Federal Transit Administration (FTA) publication concerning noise and vibration impact assessment from transit activities for informational purposes.[60] Although the FTA guidelines are intended to apply to transit operations, the guidelines may be reasonably applied to the assessment of the potential for annoyance or structural damage to other facilities and "fragile" buildings resulting from other activities. The FTA guidelines do not define what constitutes a "fragile" building other than to state that many fragile buildings are old.

Existing Vibration Sources

Typical sources of groundborne vibration in San Francisco are large-scale construction projects that involve pile driving or underground tunneling, and Muni's historic F Market and Wharves streetcars, which operate on Market Street approximately 60 feet south of the project site. Vibration is also caused by Muni light rail transit vehicles and BART trains in the subway system under Market Street. Because rubber tires provide vibration isolation, rubber-tire vehicles, such

[58] FTA, *Transit Noise and Vibration Impact Assessment*, May 2006, pp. 2-13 to 2-17. Available online at www.fta.dot.gov/documents/FTA_Noise_and_Vibration_Manual.pdf. Accessed October 28, 2015.
[59] Ibid. p. 12-1.
[60] FTA, *Transit Noise and Vibration Impact Assessment*, May 2006. Available online at http://www.fta.dot.gov/documents/FTA_Noise_and_Vibration_Manual.pdf. Accessed October 28, 2015.

as Muni buses, trucks, and automobiles, rarely create substantial groundborne vibration effects unless there is a discontinuity or bump in the road that causes the vibration.[61]

A survey of groundborne vibration levels from operations of Muni's historic streetcars was conducted in 2006 to determine the range of vibration levels that may be expected at sensitive land uses along the alignment.[62] The maximum vibration level monitored where streetcars negotiate a 90 degree turn was 75 vibration decibels (VdB) at 25 feet. The maximum vibration level monitored along a straightaway segment was 81 VdB at 25 feet. The latter value is representative of the project site along Market Street. The estimated vibration levels from Muni streetcar operations do not include attenuation due to material damping from soil between the source and receiver, and would likely represent a worst-case assessment.

Grade surface vibration estimates from Muni light rail trains operating in tunnels have been estimated at various depths in the environmental analysis for the *Central Subway Project Final SEIS/SEIR*. Where trains operate at a depth of 20 feet below grade, vibration levels within concrete and steel buildings are expected to be 62 VdB at a distance of 25 feet from the track. The project site is 28 feet north of the Muni and BART subway tunnels with the top of the Muni tunnel approximately 33 feet below Market Street and the bottom of the BART tunnel approximately 73 feet below Market Street at this location.[63] Therefore, values presented here represent a conservative potential for groundborne vibration levels on the project site from underground Muni and BART operations along Market Street.

Existing Sensitive Receptors

Similar to noise-sensitive land uses described on pp. 77-78, vibration-sensitive land uses include residences, educational uses, places of worship, and hospitals because receptors within these land uses can experience annoyance from groundborne vibration and noise. Historic (and potentially fragile) structures are located immediately adjacent to the project site at 1000 Market Street and across Golden Gate Avenue at 48 Golden Gate Avenue (70 feet north of the project site). Certain workplaces may also contain vibration-sensitive equipment (e.g., high-resolution lithography equipment, electron microscopes, or micro-electronics production equipment), although none of these vibration-sensitive facilities are known to be near the project site. Typical office-based computing and communication equipment is not considered highly sensitive to vibration.

[61] FTA, *Transit Noise and Vibration Impact Assessment*, May 2006, p. 7-9. Available online at http://www.fta.dot.gov/documents/FTA_Noise_and_Vibration_Manual.pdf. Accessed October 28, 2015.

[62] Wilson, Ihrig & Associates, Inc., Noise and Vibration Setting Report, San Francisco Muni Historic Streetcar Service to Fort Mason, April 2009. Available online at http://www.nps.gov/goga/parkmgmt/upload/Final-Noise-and-Vibration.pdf. Accessed October 28, 2015.

[63] Langan Treadwell Rollo, *Geotechnical Investigation*., p. 5.

IMPACTS

Impact NO-1: The proposed project would not expose persons to or generate noise levels in excess of standards established in San Francisco's Noise Ordinance, nor would the proposed project result in a substantial permanent increase in ambient noise levels above levels existing without the project. ***(Less than Significant)***

The proposed project would necessitate demolition and construction work that would be a temporary source of noise; it would further introduce new mobile and fixed noise sources to the area in the form of additional traffic and new building mechanical systems, i.e., heating, ventilating, and air conditioning (HVAC) equipment and an emergency generator.

In order for the newly introduced project-related noise sources to be perceptible, an increase in ambient noise levels would need to be 3 dBA or greater, as discussed above under "Attenuation of Noise" on p. 73. Off-site noise-sensitive receptors include residents in the mixed-use residential buildings within approximately 300 feet of the project site boundaries. Other nearby noise-sensitive land uses include the Renoir Hotel, two mosques, St. Boniface Catholic Church, and the DeMarillac Academy School campus to the west, and the Golden Gate Theatre and Warfield Theatre to the northeast.

Mobile Noise Sources

The project site is located in an area with elevated background noise levels predominantly influenced by traffic. Thus, existing off-site noise-sensitive receptors are currently exposed to these elevated ambient noise levels. In general, a project must double existing traffic volumes on the local roadway network to cause a noticeable (3 dBA or greater) increase over existing traffic noise levels and to cause a significant traffic noise impact.[64] The proposed project would generate approximately 1,163 new daily vehicle trips, with approximately 166 of those trips occurring during weekday PM peak hour.[65]

Daily traffic volumes on the roadway segments closest to the project site are as follows: Market Street - approximately 4,830 vehicles per day, Golden Gate Avenue - approximately 10,130 vehicles per day, Jones Street - approximately 7,690 vehicles per day, and Taylor Street - approximately 10,110 vehicles per day.[66] Based on a project-related increase of 1,163 daily vehicle trips and existing daily traffic volumes on area streets, traffic volumes would not double as a result of the proposed project. As discussed in the *Noise and Vibration Report*, peak-hour

[64] Caltrans, *Technical Noise Supplement*, November 2009, Sacramento, CA. p. 7-5. Available online at http://www.dot.ca.gov/hq/env/noise/pub/tens_complete.pdf. Accessed October 28, 2015.

[65] Stantec Consulting, *Draft 1028 Market Street Transportation Impact Study*, Table 13, p. 42, January 8, 2016. A copy of this report is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

[66] Stantec Consulting, e-mail communication between Joanna Liu and Peter Mye, January 8, 2016. A copy of this e-mail is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

traffic noise levels would be less than or equal to 0.5 dB as a result of the project-generated traffic.[67] Therefore, the proposed project would not double traffic volumes on the adjacent roadways, and changes to background noise levels would not be noticeable in the context of existing traffic noise levels.[68]

Fixed Noise Sources

The proposed project would include new fixed noise sources that would produce operational noise on the project site. The proposed HVAC equipment and the emergency generator[69] would be located in a mechanical penthouse on the central portion of the roof. The rooftop enclosures would provide acoustical shielding. Operation of this equipment would be subject to the City's Noise Ordinance (Article 29 of the San Francisco Police Code), amended in November 2008. Section 2909(a)(1) regulates noise from mechanical equipment and other similar sources on residential property. Mechanical equipment operating on residential property must not produce a noise level more than 5 dBA above the ambient noise level at the property boundary. Section 2909(d) states that no fixed noise source may cause the noise level measured inside any sleeping or living room in a dwelling unit on residential property to exceed 45 dBA between 10 PM and 7 AM or 55 dBA between 7 AM and 10 PM with windows open, except where building ventilation is achieved through mechanical systems that allow windows to remain closed. The proposed project would comply with the regulations and would not exceed limits for fixed noise sources set forth in the Noise Ordinance.

For the reasons discussed above, operational noise from the project-related vehicle trips would not be substantial enough to generate noticeable increases over existing traffic noise levels and fixed noise sources would not expose off-site noise-sensitive receptors to noise levels in excess of standards established in the Noise Ordinance. When considered in conjunction with existing nearby noise sources, operational noise generated by the proposed project would not result in a substantial permanent increase in ambient noise levels in the project vicinity above those that currently exist without the proposed project. Therefore, the proposed project's operational noise impacts on existing off-site noise-sensitive receptors would be less than significant. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

[67] ESA, *Noise and Vibration Report*, Table 11, p. 26.

[68] Ambient noise from traffic is based on a 24-hour traffic volume; however, because PM peak hour trips generally make up about 10 percent of total daily vehicle trips, it is reasonable to use the PM peak hour traffic volumes to assess whether the proposed project would result in a doubling of traffic volumes and thus produce a noticeable increase in traffic noise.

[69] Although emergency generators are intended only to be used in periods of power outages, monthly testing of the emergency generator would be required.

Impact NO-2: Project demolition and construction would temporarily and periodically increase ambient noise and vibration in the project vicinity compared to existing conditions. ***(Less than Significant)***

Construction Noise

Sections 2907 and 2908 of the Noise Ordinance, which regulate construction noise, would minimize noise impacts from the proposed project's construction activities. Section 2907(a) requires that noise levels from individual pieces of powered construction equipment, other than impact tools and equipment, not exceed 80 dBA at a distance of 100 feet from the source between 7:00 AM and 8:00 PM. Section 2907(b) requires that the intakes and exhausts of impact tools and equipment (e.g., jackhammers, impact wrenches) be equipped with mufflers, and that pavement breakers and jackhammers be equipped with acoustically-attenuating shields or shrouds to the satisfaction of the Director of Public Works or Building Inspection, as feasible, to best accomplish maximum noise attenuation. Section 2908 prohibits construction work between 8:00 PM and 7:00 AM if noise would exceed the ambient noise level by 5 dBA at the project site's property line, unless a special permit is authorized by the Director of Public Works. The proposed project would comply with the regulations set forth in the Noise Ordinance.

Table 4: Maximum Noise Levels from Construction Equipment shows the hourly noise levels (L_{max}) produced by various types of common construction equipment based on a distance of 50 feet between the equipment and receptor. It should be noted that L_{max} noise levels associated with the construction equipment would be generated only when the equipment is operated at full power. Typically, the operating cycle for a piece of construction equipment would involve one or two minutes of full-power operation followed by three or four minutes at lower power settings. The L_{max} noise levels shown in **Table 4** would therefore be expected to occur only occasionally throughout the construction day.

Noise-generating construction activities typically include the use of heavy construction equipment for demolition, earthmoving activities, and materials handling; stationary equipment for on-site power generation; and impact tools and other equipment for demolition, site preparation, and shoring activities. Many of these pieces of construction equipment would be expected to be in use at the project site during the early stages of construction. Pile driving, which is the most disruptive activity in terms of construction noise, would not be part of the proposed project. Construction activities would also involve the use of smaller power tools, generators, and other sources of noise. During each stage of development, there would be a different mix of equipment. Thus, construction activity noise levels at and near the project site would fluctuate depending on the particular type, number, and duration of use of the various pieces of construction equipment.

Table 4: Maximum Noise Levels from Construction Equipment

Construction Equipment	Noise Level at 50 Feet (dB, L_{max})	Noise Level at 100 Feet (dB, L_{max})
Dump Truck	76	70
Excavator	81	76
Air Compressor	78	72
Backhoe	78	72
Grader	85	79
Front End Loader	79	73
Dozer	82	76
Paver	77	71
Roller	80	74

Source: Federal Highway Administration, Roadway Construction Noise Model User's Guide, 2006.

Project-related construction activities would temporarily and intermittently contribute to ambient noise levels over the 20 months of construction, with more construction noise generated in the initial 8 months of project construction and relatively lower levels of construction noise in the subsequent 12 months. During project construction, the noise levels experienced at the nearest off-site receptors would fluctuate depending on the construction phase, equipment type, duration of use, and the distance between the source within the project site to the receptor. In some cases construction noise levels experienced by off-site noise sensitive receptors would be minimized due to the distance from the project site and the presence of intervening buildings.

Although the existing noise levels in the area are somewhat elevated (see **Table 3** on p. 78), the addition of construction noise near the closest off-site receptors to the east and north could be substantially noticeable at times given the relatively close proximity (adjacent and 70 feet away). **Table 5: Project Construction Noise Levels at Off-Site Sensitive Receptors** shows the estimated construction noise levels that would occur at the nearest off-site sensitive land uses during construction at the project site. The estimated noise levels were based on the concurrent operation of two excavators, a drill rig and a loader near the center of the project site. As shown, the estimated construction noise levels generated by the proposed project would range from 66 to 88 dB Leq at the nearest sensitive receptors. As a practical matter, San Francisco considers noise generated by standard construction equipment within the time restrictions of the Noise Ordinance to be a less-than-significant impact. However, the estimated construction noise levels indicate that localized increases in noise would be more than 10 dBA above existing ambient noise and may therefore be perceived as a doubling of loudness. Consequently, while the temporary construction noise effects would not exceed the standards in the Noise Ordinance, **Improvement Measures I-NO-2a** and **2b** are recommended to restrict project construction activities to between 7:00 a.m. and 8:00 p.m. to ensure compliance with this restriction, to obviate the need to demonstrate the magnitude of potential noise level increases outside of these hours, and to reduce the temporary noise effects associated with an increase in ambient daytime noise levels at the nearby sensitive receptors during project construction.

Table 5: Project Construction Noise Levels at Off-Site Sensitive Receptors

Nearest Off-site Sensitive Land Uses	Location	Approximate Distance to Project Site (feet) [a]	Existing Monitored Daytime Noise level (dB L_{eq})	Estimated Construction Noise Level (dB L_{eq})[b]	Resultant Noise Level (dB L_{eq})	Increase over Existing (dB L_{eq})
Residences	1000 Market Street	25	72	88	88	+16
Residences	48 Golden Gate Avenue (north side)	70	69	79	80	+11
Residences	111 Jones Street (west side)	300	70	66	72	+2

Notes:

[a] The approximate distances are measured from the approximate center of the project site to the nearest sensitive-receptor property line, consistent with FTA guidance.

[b] For the purpose of conducting a conservative analysis, it is assumed that four pieces of construction equipment used during the grading phase at the project site would be operating concurrently.

Source: ESA, *Noise and Vibration Report*, October 2015

Improvement Measure I-NO-2a:

The Applicant shall restrict construction activities to between the hours of 7:00 a.m. and 8:00 p.m. from Monday through Saturday, as feasible. If nighttime work is required for concrete pours or other specific activities, the Applicant shall obtain authorization in advance from the Department of Building Inspection and limit the duration of nighttime work to no more than two consecutive 24-hour periods. Further, no construction activity shall be undertaken on Sundays and recognized City and County of San Francisco holidays.

Improvement Measure I-NO-2b:

Incorporate the following practices into the construction contract agreement documents to be implemented by the construction contractor:

- Provide enclosures and mufflers for stationary equipment and shroud or shield impact tools;
- Use construction equipment with lower noise emission ratings whenever possible, particularly for air compressors;
- Provide sound-control devices on equipment no less effective than those provided by the manufacturer;
- Locate stationary equipment, material stockpiles, and vehicle staging areas as far as practicable from Golden Gate Avenue;
- Prohibit unnecessary idling of internal combustion engines; and,
- Implement noise attenuation measures to the extent feasible, which may include, but are not limited to, noise barriers or noise blankets. The placement of such attenuation measures shall be reviewed and approved by the Director of Public Works prior to issuance of development permits for construction activities.

Therefore, although construction noise may be perceived by some as an occasional annoyance, with implementation of **Improvement Measures I-NO-2a** and **I-NO-2b**, the proposed project's temporary and less-than-significant construction-related noise impacts would be minimized to the extent practicable.

Groundborne Vibration During Construction

Older buildings can be damaged by excessive vibration associated with construction activities. Vibration levels are measures as peak particle velocity (PPV) in inches per second (in/sec). The FTA damage criteria for groundborne vibration are as follows:

- a PPV of 0.2 in/sec or greater for non-engineered timber and masonry buildings (Category 3),
- a PPV of 0.3 in/sec or greater for engineered concrete and masonry buildings (no plaster) (Category 2), and
- a PPV of 0.5 in/sec or greater for reinforced-concrete, steel or timber (no plaster) (Category 1).[70]

The California Department of Transportation's (Caltrans) *Transportation and Construction Vibration Guidance Manual* (dated September 2013) does not include official standards for vibration. However, guidelines are provided for assessing vibration damage potential to various types of buildings, ranging from 0.08 – 0.12 in/sec PPV for extremely fragile historic buildings, ruins, and ancient monuments to 0.50 – 2.0 in/sec PPV for modern industrial/commercial buildings.[71]

The project site is adjacent to the BART/Muni Civic Center Subway Station and above the underground BART and Muni tunnels. Adjacent to the site, the top of the Muni tunnel is approximately 33 feet below Market Street and the bottom of the BART tunnel is approximately 73 feet below Market Street. The tunnels are approximately 28 feet from the property line, as measured from the closest point of the tunnel. Due to construction requirements for projects within the BART ZOI, drilling would be required to approximately 73 feet bgs (or 55 feet below the basement level) for the placement of soil-cement columns to support the reinforced concrete mat foundation. Approximately 9,800 cubic yards of soil would be removed from the project site.

Construction recommendations from the *Geotechnical Investigation* take into consideration the proximity of the BART/Muni facility and include, but are not limited to, foundations, shoring, and underpinning. According to the *Geotechnical Investigation*, the proposed building should be

[70] FTA, *Transit Noise and Vibration Impact Assessment*, May 2006, p. 12-3, Table 12-3. Available online at http://www.fta.dot.gov/documents/FTA_Noise_and_Vibration_Manual.pdf. Accessed October 28, 2015.

[71] Caltrans, *Transportation and Construction Vibration Guidance Manual*, September 2013, p. 38. Available online at http://www.dot.ca.gov/hq/env/noise/pub/TCVGM_Sep13_FINAL.pdf. Accessed August 6, 2015.

supported on a deep foundation system resting on drilled piles bearing on soil strata below the BART ZOI.[72] Below-grade excavation would require temporary shoring to support the planned cuts. The recommended shoring system is a soldier pile and lagging system[73] with intermittent DSM columns in combination with underpinning. Where the planned excavation extends below the adjacent buildings' foundations (the five-story building at 1000 Market Street to the east and the two-story structure at 1066 Market Street to the west) and a soldier pile and lagging system is used for temporary shoring, these buildings would be underpinned, as necessary.

The proposed project would not involve the types of construction activities that could produce excessive groundborne vibration, i.e., pile driving for a foundation or the use of explosives for building demolition. However, equipment used for site preparation, shoring, underpinning, and foundation construction activities, such as drills, could generate varying degrees of temporary groundborne vibration, with the highest levels expected in the first 6 months of construction during the excavation and below-grade construction phases. The proposed project would also require the use of heavy trucks for material deliveries and for off-site hauling of excavated soils throughout the day and throughout the 20-month construction period. Vibration from most rubber-tired construction vehicles moving slowly through the construction area would not be expected to result in excessive groundborne vibration.

Typical PPV measurements for construction equipment that would be used for construction of the proposed 13-story building and that would have the potential to create temporary groundborne vibration would result in PPV levels of between 0.003 to 0.089 in/sec at 25 feet from the source.[74] This corresponds to 0.19 in/sec PPV at 15 feet.[75] This estimated value is well below the threshold for causing damage to the adjacent structure at 1000 Market Street and to 48 Golden Gate Avenue to the north (PPV of 0.5 in/sec or greater).[76] Furthermore, the adjacent structure has been rehabilitated and modernized and the building loads of the adjacent buildings would be supported. DBI is responsible for reviewing the building permit application to ensure that proposed construction activities, including shoring and underpinning, comply with all applicable procedures and requirements. For these reasons, groundborne vibration generated as a result of construction activities associated with the proposed project would not materially impair adjacent or nearby buildings.

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[72] Langan Treadwell and Rollo, *Geotechnical Investigation*, p. 5.

[73] Steel H-shaped soldier piles are installed in pre-drilled holes along the face of a planned cut to support timber lagging boards placed horizontally between the soldier piles during excavation. The soldier piles are braced for deep excavations with tie-back anchors that are secured in place behind the face of the planned cut.

[74] ESA, *Noise and Vibration Report*, p. 24, Table 9.

[75] For the groundborne vibration analysis, approximate distances are measured from the nearest reasonable location of equipment on the project site to the nearest sensitive-receptor structure located off site. For adjacent structures a distance of 15 feet is conservatively employed, unless pile driving is proposed.

[76] ESA, *Noise and Vibration Report*, p. 24, Table 10.

The closest sensitive receptor is the residential land use at 1000 Market Street (adjacent and to east of the project site). Caltrans' *Transportation and Construction Vibration Guidance Manual* (dated September 2013) does not include official standards for vibration annoyance potential. However, this manual provides guidelines for assessing construction vibration annoyance in PPV for transient sources, e.g., a single isolated vibration event such as blasting, with a PPV of 0.04 in/sec being barely perceptible, a PPV of 0.25 in/sec being distinctly perceptible, a PPV of 0.9 in/sec being strongly perceptible.[77] The groundborne vibration level at the closest off-site sensitive receptor would be a PPV of 0.19 in/sec, which is below the threshold for being distinctly perceptible (PPV of 0.04 in/sec).[78]

Thus, with respect to building damage and human annoyance, the construction-related groundborne vibration effects on the adjacent structures and closest off-site sensitive receptors would not exceed the identified thresholds. This impact would be less than significant.

Conclusion

Construction activities would be the main sources of noise and vibration generated at the project site. Demolition of the existing two-story structure on the project site and construction of the proposed project would not include activities that could produce excessive noise or vibration (e.g., the use of explosives for demolition or pile driving for the building foundation). The proposed project's construction activities would be temporary in nature; once construction has been completed, noise and vibration produced by construction equipment and construction vehicles would cease. As discussed above, the proposed project's construction activities would result in a temporary increase in groundborne vibration levels but would not materially impair the adjacent structures or be perceptible by the nearest off-site sensitive receptor at 1000 Market Street.[79] Thus, construction activities would result in less-than-significant construction noise and construction-related groundborne vibration and groundborne noise impacts on existing noise-sensitive receptors in the immediate project vicinity as well as the immediately adjacent and nearby historic structures. With implementation of **Improvement Measures I-NO-2a** and **2b** these less-than-significant construction-related impacts would be further reduced. No mitigation measures are necessary and these topics will not be discussed in the EIR.

[77] ESA, *Noise and Vibration Report*, p. 19, and Caltrans, *Transportation and Construction Vibration Guidance Manual*, September 2013, p. 38. Available online at http://www.dot.ca.gov/hq/env/noise/pub/TCVGM_Sep13_FINAL.pdf. Accessed October 28, 2015.
[78] ESA, *Noise and Vibration Report*, p. 20, Table 10.
[79] ESA, *Noise and Vibration Report*, pp. 23-24.

Impact NO-3: The proposed project's new residents would not be substantially affected by existing noise or vibration levels. ***(Less than Significant)***

Exposure to Existing Noise Levels

The proposed project would introduce new residential, retail, and parking land uses to a developed, mixed-use neighborhood. A reconnaissance of the project vicinity (approximately two blocks in each direction) was performed to assess the potential of other noise sources in the area other than transportation-related sources. The only observed potential noise sources with a direct line-of-sight would be associated with operations of the Golden Gate Theatre and the Warfield Theatre. As discussed above on pp. 77-79, existing ambient noise levels along the Market Street and Golden Gate Avenue sides of the project site indicate that noise exposure from all sources (not just traffic) are 75 dBA (L_{dn}) and 73 dBA (L_{dn}), respectively (see **Table 3** on p. 78).

The proposed project would introduce a new residential land use into an area where ambient noise levels are in excess of established local and state standards. The proposed project would also include Planning Code-required private and common open space for the project's residents as described on p. 72. The exterior noise levels are in excess of the 60 dBA (L_{dn}) threshold requiring preparation of a detailed noise analysis, as specified in San Francisco's Land Use Compatibility Chart for Community Noise. The noise analysis will identify noise reduction requirements and needed noise insulation features to be included in the design of the building and will be reviewed and approved by DBI in conjunction with the building permit review process. Exposure of residents to ambient noise levels at new on-site private and common open spaces is considered as part of the City's overall review for residential livability but is not required. Additionally, new multi-unit residential developments are subject to the California Noise Insulation Standards in Title 24 of the California Code of Regulations, which states that interior noise levels attributable to exterior sources shall not exceed 45 dBA (L_{dn}) in any habitable room of new dwellings. Since the noise measurements taken along the Market Street and Golden Gate Avenue sides of the project site indicate that noise exposure from all sources (not just traffic) would not exceed the *2014 Housing Element* threshold of 75 dBA (L_{dn}), Implementing Programs 17 and 18 would not apply to the proposed project.

Design and construction in accordance with the recommendations developed in a site-specific acoustical analysis required by Title 24, and enforced through DBI's permit review process, would reduce the impact of the existing noise environment on future residents of the development to a less-than-significant level. This would ensure that future residents of the proposed building would not be substantially affected by existing noise levels, which are predominantly associated with vehicular traffic along Market Street, Golden Gate Avenue, and, to a lesser extent, Taylor Street.

Adherence to the Title 24 standards, as enforced through DBI's permit review process, would ensure a reduction of the exterior-to-interior noise level by 30 dBA through the suggested use of

exterior wall and window/wall assemblies with a minimum STC rating of 35.[80] Examples of STC 35 window/wall assemblies include a single layer of ¼-inch laminated glass or a one-inch-thick insulated glazing unit consisting of two layers of ¼-inch glass separated by a ½-inch airspace. Other glazing combinations could be used to achieve the same or better acoustical performance. In order to achieve the interior noise standard of 45 dBA, the windows and sliding glass doors of the dwelling units would have to remain closed. For this reason, the proposed project would include air conditioning and/or other forms of mechanical ventilation.

In addition, the Planning Department would, through its building permit review process, evaluate building and site plans to ensure that open spaces are shielded, to the maximum feasible extent, from existing noise levels that could prove annoying or disruptive to users. Acoustical shielding could involve, among other things, site design that uses the building itself to shield on-site open space from the greatest noise sources and construction of noise barriers between noise sources and open space. The proposed private and common open space areas would be designed to achieve the equivalent of at least 5 dBA of acoustical shielding which would be perceived to noticeably muffle sound coming from the street and adjacent land uses. Consequently, when shielding and distance effects are considered, the exterior noise level for the private and common open spaces that would be provided as part of the proposed project would be considered to be typical for an urban core neighborhood. Furthermore, any specific noise abatement or notification requirements identified by the Entertainment Commission through the required hearing process for the siting of a residential developments near Places of Entertainment shall be included in the project design. This may include requiring lessors and sellers of residential property to disclose to lessees and purchasers potential noise and other inconveniences associated with nearby Places of Entertainment to be recorded in a Notice of Special Restrictions.

Exposure to Existing Groundborne Vibration

Typical sources of existing groundborne vibration in San Francisco are large-scale construction projects that involve pile driving or underground tunneling, and Muni's historic F Market and Wharves streetcars. Vibration is also caused by Muni light rail transit vehicles and BART trains in the subway system under Market Street. The proposed project would place new residential uses approximately 60 feet north of Muni's F Market and Wharves centerline. Muni operates its underground light rail system in a tunnel at a 28-foot lateral distance and 33 feet below grade, and BART operates its transit system in a tunnel whose top is at approximately 55 feet below grade. These three rail systems each generate vibration that dissipates rapidly with distance from the source rail. Of the three rail systems, Muni's F Market and Wharves historic streetcar operates at-grade and would represent the greatest source of vibration. Because rubber tires provide vibration isolation, rubber-tire vehicles, such as Muni buses, trucks, and automobiles, rarely

[80] ESA, *Noise and Vibration Report*, p. 28.

create substantial groundborne vibration effects unless there is a discontinuity or bump in the road that causes the vibration.[81]

As discussed above on p. 81, the vibration velocity level of 81 VdB is representative of the project site along Market Street because of its distance from the straightaway segment of Muni's F Market and Wharves streetcar tracks. The estimated vibration levels from Muni streetcar operations do not include attenuation due to material dampening from soil between the source and receiver, and would likely represent a worst-case assessment. For residences and other buildings where people normally sleep, such as hotels and hospitals, the FTA has established a vibration impact criterion of 72 VdB for frequent events (70 or more vibration events of the same source per day).[82] A vibration velocity level of 65 VdB is considered to be the approximate threshold of perception for many people while 75 VdB is considered to be the approximate dividing line between barely perceptible and distinctly perceptible levels for many people.[83] Vibration levels exceeding this threshold could interfere with sleep or other activities.

The Muni F Market and Wharves historic streetcar tracks are located at-grade and would represent the greater source of vibration of the three transit operations. Potential vibration effects are estimated using measured vibration values specific to operation of the relatively rigid historic streetcars of the Muni F Market and Wharves and adjusting these values to account for the distance of the proposed building from the tracks as well as for the coupling loss associated with the building foundation. Thus, accounting for a distance of 60 feet from the rail centerline, the vibration velocity level at the project site is estimated to be reduced by 7 VdB to about 74 VdB.[84] The FTA estimates that a vibration isolation system that is incorporated into a building can reduce the vibration level by 5 to 13 VdB in a receiving building, depending on the weight of the building.[85] A conservative reduction of 5 VdB would result in an effective vibration velocity level that is below the 72 VdB vibration impact criterion, meaning that vibration generated by Muni's F Market and Wharves historic streetcars would not interfere with sleep or other residential activities.

As discussed above on p. 81, grade surface vibration estimates from Muni light rail trains operating in tunnels at a depth of 20 feet below grade indicate that vibration velocity levels within concrete and steel buildings are expected to be 62 VdB at a distance of 25 feet from the track. This value is representative of the project site along Market Street, where the Muni subway tunnel

[81] FTA, *Transit Noise and Vibration Impact Assessment*, p. 7-9. Available online at http://www.fta.dot.gov/documents/FTA_Noise_and_Vibration_Manual.pdf. Accessed October 28, 2015.
[82] ESA, *Noise and Vibration Report*, p. 20 Table 6, and *Transit Noise and Vibration Impact Assessment*, pp. 8-2 to 8-3.
[83] FTA, *Transit Noise and Vibration Impact Assessment*, p. 7-8, Table 7-1. Available online at http://www.fta.dot.gov/documents/FTA_Noise_and_Vibration_Manual.pdf. Accessed October 28, 2015.
[84] ESA, *Noise and Vibration Report*, p. 27.
[85] FTA, *Transit Noise and Vibration Impact Assessment*, p. 10-8, Table 10-1. Available online at http://www.fta.dot.gov/documents/FTA_Noise_and_Vibration_Manual.pdf. Accessed October 28, 2015.

is approximately 33 feet below grade, as well as approximately 28 feet laterally from the project frontage on Market Street. Applying a 2 VdB loss for a distance of 28 feet from the track centerline would result in an effective vibration velocity level of 60 VdB from operations of the underground Muni light rail trains. This predicted vibration velocity level would be less than FTA's groundborne vibration impact criterion for frequent events (72 VdB for residences and buildings where people normally sleep). Operation of the BART system, which is further underground, would be expected to be similar to those of the Muni light rail system based on FTA ground surface vibration curves. Given their respective distances from the project site, the underground Muni and BART operations would result in vibration levels that are lower than those associated with Muni's F Market and Wharves streetcars, and these operations would not interfere with sleep or other residential activities on the project site. With respect to potential cumulative vibration effects, data indicate that vibration velocity levels below 60 VdB are generally imperceptible; thus, the contributions of both Muni and BART rail operations would not meaningfully contribute to the vibration velocity levels contributed by the F Market and Wharves operations and the F Market and Wharves vibration velocity levels would represent the worst case scenario.

Compliance with applicable state and local standards and regulations would ensure that impacts related to the siting of sensitive land uses in an area with elevated ambient noise levels would be less-than-significant. In addition, the siting of sensitive land use along a rail transit corridor with a streetcar frequency in excess of 70 runs per day would not expose newly sited sensitive receptors to excessive groundborne vibration or groundborne noise. Thus, the proposed project would not expose the project residents to interior noise levels that are in excess of standards established in the *General Plan* and Title 24, or vibration levels that are in excess of FTA standards. Therefore, this impact would be less than significant. No mitigation measures are necessary and these topics will not be discussed in the EIR.

Cumulative Impacts

Impact C-NO-1: The proposed project in combination with past, present, and reasonably foreseeable future projects would not create a significant cumulative noise or vibration impact. (*Less than Significant*)

Mobile and Fixed Noise Sources

As described above, vehicular traffic is the primary contributor to ambient noise levels in San Francisco. Based on anticipated citywide and regional economic growth and development, traffic levels in the project vicinity are anticipated to increase, which could also increase ambient noise levels. This would be attributable to the additional vehicle trips generated by forecasted residential and employment growth in the project vicinity, the City, and the region. Traffic that would be generated by the proposed project (approximately 1,163 daily vehicle trips and 166 weekday P.M. peak hour trips) and other reasonably foreseeable projects identified in **Table 2** on p. 39, such as 1066 Market Street, 1075 Market Street, and 1055 Market Street, would

contribute to the cumulative noise environment. In contrast, the proposed changes to Market Street under the Better Market Street Plan and Safer Market Street Plan could result in a diminution of traffic along Market Street and adjacent roadways. The project-related contribution of 166 weekday P.M. peak hour trips would represent a small fraction of existing traffic volumes, and an even smaller fraction of the cumulative increase to weekday P.M. peak hour traffic volumes by 2040. In addition, the project-related contribution to cumulative traffic volumes at traffic intersections in the project vicinity would represent less than 6 percent of total traffic volumes in 2040. The project-related contribution to traffic noise in 2040 would not be considerable because it would represent a minor proportion of the overall traffic volumes. Thus, when considered in combination with the cumulative projects, future traffic volumes would not be anticipated to result in a doubling of traffic volumes on adjacent streets. Therefore, the cumulative impact of traffic-generated noise levels in the project vicinity would not cause noise-sensitive receptors to be substantially affected by ambient noise levels, and this cumulative impact would not be significant. The contribution of noise from project-generated roadway traffic to cumulative traffic noise levels in the project vicinity would not be cumulatively considerable in this context, i.e., would be less than significant.

Each reasonably foreseeable future project in the vicinity of the project site would generate operational noise and could contribute to an overall increase in ambient noise levels in the project vicinity. With the exception of 1066 Market Street, which is on the adjacent parcel to the west, there is well over 100 feet between all of the reasonably foreseeable future projects and the 1028 Market Street site. This distance provided sound attenuation of up to 6 dBA, thus ambient noise levels at and adjacent to the project site would not be affected by stationary equipment on the sites of the future projects. Further, fixed noise sources included in each of these future projects analyzed in the cumulative scenario, such as HVAC equipment, emergency power generators, and other mechanical equipment, would be subject to the Noise Ordinance, which requires that fixed noise sources not produce a noise level more than 5 dBA above the ambient noise level at each property boundary. Thus, due to the requirements of the Noise Ordinance and the distances between these future projects, there would be no potential to combine to result in significant cumulative long-term noise impacts related to fixed noise sources. As discussed above under **Impact NO-1**, project-related fixed noise sources would be sited in a mechanical penthouse that would provide sufficient acoustical shielding to achieve compliance with the noise level limits of the Noise Ordinance. Therefore, the cumulative impact of operational noise related to fixed noise sources would not cause noise-sensitive receptors to be substantially affected by ambient noise levels, and this cumulative impact would not be significant.

In conclusion, project operational noise from mobile and fixed noise sources, in combination with operational noise from past, present, and reasonably foreseeable future projects in the project vicinity and cumulative traffic growth to 2040 (inclusive of the reasonably foreseeable future projects), would not contribute considerably to the long-term exposure of nearby noise-sensitive

receptors to noise levels in excess of applicable noise standards and/or result in substantial permanent increase in the ambient noise levels in the project vicinity.

Construction

Construction noise is a localized impact that reduces as distance from the source increases and rapidly attenuates when line-of-sight is blocked by buildings or other intervening features. Among the cumulative projects within a ¼-mile radius of the project site the 1066 Market Street project (immediately west of the project site), the 1055 Market Street project (approximately 170 feet southwest of the project site's south property line), and the 1075 Market Street project (approximately 290 feet southwest of the project site's south property line) would be the closest projects that could contribute to cumulative noise levels at the same noise-sensitive residential land uses that would be affected by construction noise from the proposed project should such activities overlap or occur within the same time period.

Construction activities for other cumulative projects within a roughly ¼-mile radius of the project site, such as 1036-1040 Mission Street, 181 Turk Street/180 Jones Street, 950-974 Market Street, and 101 Hyde Street would not contribute to cumulative construction noise in the project vicinity because of their distance from the project site and the presence of intervening structures while others (1 Jones Street, 1100 Market Street, and 1095 Market Street) would generate negligible contributions due to the fact that the proposed work would be interior renovation and exterior rehabilitation work. And finally, there are two cumulative projects that are under construction (1169 Market Street and 935-965 Market Street) and would not overlap with construction of the proposed project. Therefore, the cumulative noise analysis does not consider those reasonably foreseeable future projects.

The reasonably foreseeable future projects at 1066 Market Street, 1055 Market Street, and 1075 Market Street project would each involve demolition and construction work and would generate construction truck trips that would use the same routes as those for the proposed project to access their respective project sites. If construction of these future projects were to overlap, noise-sensitive receptors close to all three of these construction sites could experience temporary and intermittent increases to ambient noise levels. As with the proposed project, construction activities at the sites of the closest cumulative projects would also be required to comply with the Noise Ordinance and would be subject to enforcement of the Noise Ordinance by DBI and the Police Department. As explained above, the Noise Ordinance prohibits construction activities between 8 PM and 7 AM, and limits noise from any individual piece of construction equipment, except impact tools, to 80 dBA (Ldn) at 100 feet from the noise source.

As described above under **Impact NO-2**, estimated construction noise near the closest off-site receptors would range from 66 to 88 dB Leq, which represents the worst-case scenario for the simultaneous operation of two excavators, a drill rig and a loader near the center of the project site. As further described above, the proximity of off-site sensitive receptors to project

construction activities would result in temporary and intermittent construction noise impacts that would be noticeable at times given the relatively close proximity (adjacent and 70 feet away) of the off-site receptors. Depending on the distance of sensitive receptors to the other future project sites, these reasonably foreseeable projects may also be required to incorporate measures to reduce construction-related noise. Therefore, while cumulative construction activities could temporarily increase ambient noise levels intermittently if construction periods for these projects were to overlap, measures to minimize temporary construction noise could be implemented.

Noise levels are reduced with distance from the source, as illustrated in **Table 4** on p. 85. Noise-sensitive receptors closest to the project site at 1000 Market Street and 48 Golden Gate Avenue would be between 70 and 100 feet away from 1066 Market Street and over 300 feet from 1075 Market Street and 1055 Market Street and thus would experience reduced noise levels from construction activities that would occur at those locations. Noise-sensitive receptors at other locations such as 111 Jones Street, 121 Golden Gate Avenue, and 39 Jones Street would be closer to 1066 Market Street, over 150 feet from 1028 Market Street, and over 300 feet away from 1075 Market Street and 1055 Market Street. While the combined noise from multiple construction sites would be noticeable and annoying to some noise-sensitive receptors, the overall cumulative effect would not be significant.

Implementation of **Improvement Measures I-NO-2a** and **2b** would ensure that the incremental contribution of the proposed project to short-term exposure of noise-sensitive receptors to increased construction noise would not result in a cumulatively considerable contribution to cumulative construction noise impacts.

Similar to construction noise, construction vibration would be localized and the proposed project would not require high-impact activities, such as jackhammering. As stated above, the vibration from construction activity is typically below the threshold of perception when the activity is more than 50 feet from the receiver. Residents in the project vicinity would not be expected to be exposed to excessive ground-borne vibration.

For the reasons discussed above, the proposed project, in combination with the past, present, and reasonably foreseeable future projects, would not result in a cumulatively considerable noise impact. Therefore, this topic will not be discussed in the EIR.

Topics:		Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
6.	**AIR QUALITY—Would the project:**					
a)	Conflict with or obstruct implementation of the applicable air quality plan?	☐	☐	☒	☐	☐
b)	Violate any air quality standard or contribute substantially to an existing or projected air quality violation?	☐	☐	☒	☐	☐
c)	Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal, state, or regional ambient air quality standard (including releasing emissions which exceed quantitative thresholds for ozone precursors)?	☐	☐	☒	☐	☐
d)	Expose sensitive receptors to substantial pollutant concentrations?	☐	☒	☐	☐	☐
e)	Create objectionable odors affecting a substantial number of people?	☐	☐	☒	☐	☐

Setting

Overview

The Bay Area Air Quality Management District (BAAQMD) is the regional agency with jurisdiction over the nine-county San Francisco Bay Area Air Basin (SFBAAB), which includes San Francisco, Alameda, Contra Costa, Marin, San Mateo, Santa Clara, and Napa counties and portions of Sonoma and Solano counties. The BAAQMD is responsible for attaining and maintaining air quality in the SFBAAB within federal and state air quality standards, as established by the federal Clean Air Act (CAA) and the California Clean Air Act (CCAA), respectively. Specifically, the BAAQMD has the responsibility to monitor ambient air pollutant levels throughout the SFBAAB and to develop and implement strategies to attain the applicable federal and state standards. The CAA and the CCAA require plans to be developed for areas that do not meet air quality standards, generally. The most recent air quality plan, the *2010 Clean Air Plan*, was adopted by the BAAQMD on September 15, 2010. The *2010 Clean Air Plan* updates the *Bay Area 2005 Ozone Strategy* in accordance with the requirements of the CCAA to implement all feasible measures to reduce ozone; provide a control strategy to reduce ozone, particulate matter (PM), air toxics, and greenhouse gas (GHG) emissions in a single, integrated plan; and establish emission control measures to be adopted or implemented. The *2010 Clean Air Plan* contains the following primary goals:

- Attain air quality standards;
- Reduce population exposure and protect public health in the San Francisco Bay Area; and
- Reduce GHG emissions and protect the climate.

The *2010 Clean Air Plan* represents the most current applicable air quality plan for the SFBAAB. Consistency with this plan is the basis for determining whether the proposed project would conflict with or obstruct implementation of air quality plans.

Criteria Air Pollutants

In accordance with the state and federal CAAs, air pollutant standards are identified for the following six criteria air pollutants: ozone, carbon monoxide (CO), PM, nitrogen dioxide (NO_2), sulfur dioxide (SO_2), and lead. These air pollutants are termed criteria air pollutants because they are regulated by developing specific public health- and welfare-based criteria as the basis for setting permissible levels. In general, the SFBAAB experiences low concentrations of most pollutants when compared to federal or state standards. The SFBAAB is designated as either in attainment or unclassified for most criteria pollutants with the exception of ozone, $PM_{2.5}$, and PM_{10}; for these pollutants, the SFBAAB is designated as non-attainment under either the state or federal standards.[86] By its very nature, regional air pollution is largely a cumulative impact in that no single project is sufficient in size to, by itself, result in non-attainment of air quality standards. Instead, a project's individual emissions contribute to existing cumulative air quality impacts. If a project's contribution to cumulative air quality impacts is considerable, then the project's impact on air quality would be considered significant.[87]

Land use projects may contribute to regional criteria air pollutants during the construction and operational phases of a project. **Table 6: Criteria Air Pollutant Significance Thresholds** identifies air quality significance thresholds. This table is followed by a discussion of each threshold. Projects that would result in criteria air pollutant emissions below these significance thresholds would not violate an air quality standard, contribute substantially to an air quality violation, or result in a cumulatively considerable net increase in criteria air pollutants within the SFBAAB.

Ozone Precursors

As discussed previously, the SFBAAB is currently designated as non-attainment for ozone and PM. Ozone is a secondary air pollutant produced in the atmosphere through a complex series of photochemical reactions involving reactive organic gases (ROG) and oxides of nitrogen (NO_x). The potential for a project to result in a cumulatively considerable net increase in criteria air pollutants, which may contribute to an existing or projected air quality violation, is based on the state and federal CAA emissions limits for stationary sources. To ensure that new stationary

[86] "Attainment" status refers to those regions that are meeting federal and/or state standards for a specified criteria pollutant. "Non-attainment" refers to regions that do not meet federal and/or state standards for a specified criteria pollutant. "Unclassified" refers to regions where there is not enough data to determine the region's attainment status for a specified criteria air pollutant.

[87] Bay Area Air Quality Management District (BAAQMD), *California Environmental Quality Act Air Quality Guidelines*, May 2011 (hereinafter "*CEQA Air Quality Guidelines*"), p. 2-1.

sources do not cause or contribute to a violation of an air quality standard, BAAQMD Regulation 2, Rule 2 requires that any new source that emits criteria air pollutants above a specified emissions limit must offset those emissions. For ozone precursors ROG and NO_x, the offset emissions level is an annual average of 10 tons per year (or 54 pounds [lbs.] per day).[88] These levels represent emissions by which new sources are not anticipated to contribute to an air quality violation or result in a considerable net increase in criteria air pollutants.

Table 6: Criteria Air Pollutant Significance Thresholds

Pollutant	Construction Thresholds	Operational Thresholds	
	Average Daily Emissions (lbs./day)	Average Daily Emissions (lbs./day)	Maximum Annual Emissions (tons/year)
ROG [a]	54	54	10
NO_x	54	54	10
PM_{10}	82 (exhaust)	82	15
$PM_{2.5}$	54 (exhaust)	54	10
Fugitive Dust	Construction Dust Ordinance or other Best Management Practices	Not Applicable	

Note:
[a] ROG = Reactive Organic Gas
Source: BAAQMD, 2011

Although this regulation applies to new or modified stationary sources, land use development projects result in ROG and NO_x emissions as a result of increases in vehicle trips, architectural coating, and construction activities. Therefore, the above thresholds can be applied to the construction and operational phases of land use projects, and those projects that result in emissions below these thresholds would not be considered to contribute to an existing or projected air quality violation or result in a considerable net increase in ROG and NO_x emissions. Due to the temporary nature of construction activities, only the average daily thresholds are applicable to construction phase emissions.

Particulate Matter (PM_{10} and $PM_{2.5}$)[89]

The BAAQMD has not established an offset limit for $PM_{2.5}$. However, the emissions limit in the federal New Source Review for stationary sources in nonattainment areas is an appropriate significance threshold. For PM_{10} and $PM_{2.5}$, the emissions limit under the New Source Review is 15 tons per year (82 lbs. per day) and 10 tons per year (54 lbs. per day), respectively. These emissions limits represent levels at which a source is not expected to have an impact on air quality.[90] Similar to ozone precursor thresholds identified above, land use development projects

[88] BAAQMD, *Revised Draft Options and Justification Report, California Environmental Quality Act Thresholds of Significance,* October 2009 (hereinafter "*Revised Draft Options and Justification Report*"), p. 17.
[89] PM_{10} is often termed "coarse" PM and is made of particulates that are 10 microns in diameter or smaller. $PM_{2.5}$, termed "fine" PM, is composed of particles that are 2.5 microns or less in diameter.
[90] BAAQMD, *Revised Draft Options and Justification Report*, p. 16.

typically result in PM emissions as a result of increases in vehicle trips, space heating and natural gas combustion, landscape maintenance, and construction activities. Therefore, the above thresholds can be applied to the construction and operational phases of land use projects. Again, because construction activities are temporary in nature, only the average daily thresholds are applicable to construction phase emissions.

Fugitive Dust

Fugitive dust emissions are typically generated during construction phases. Studies have shown that the application of best management practices (BMPs) at construction sites significantly controls fugitive dust and individual measures have been shown to reduce fugitive dust by anywhere from 30 to 90 percent.[91,92] The BAAQMD has identified a number of BMPs to control fugitive dust emissions from construction activities.[93] The City's Construction Dust Control Ordinance (Ordinance 176-08, effective July 30, 2008) requires a number of measures to control fugitive dust and the BMPs employed in compliance with the City's Construction Dust Control Ordinance are an effective strategy for controlling construction-related fugitive dust.

Other Criteria Pollutants

Regional concentrations of CO in the Bay Area have not exceeded the state standards in the past 11 years and SO_2 concentrations have never exceeded the standards. The primary source of CO emissions from development projects is vehicle traffic. Construction-related SO_2 emissions represent a negligible portion of the total basin-wide emissions and construction-related CO emissions represent less than five percent of the Bay Area total basin-wide CO emissions. As discussed previously, the Bay Area is in attainment for both CO and SO_2. Furthermore, the BAAQMD has demonstrated, based on modeling, that in order to exceed the California ambient air quality standard of 9.0 parts per million (8-hour average) or 20.0 parts per million (1-hour average) for CO, project traffic in addition to existing traffic would need to exceed 44,000 vehicles per hour at affected intersections (or 24,000 vehicles per hour where vertical and/or horizontal mixing is limited). Therefore, given the Bay Area's attainment status and the limited CO and SO_2 emissions that could result from development projects, development projects would not result in a cumulatively considerable net increase in CO or SO_2, and quantitative analysis is not required.

[91] BAAQMD, *Revised Draft Options and Justification Report*, p. 27.
[92] Western Regional Air Partnership, *2006 WRAP Fugitive Dust Handbook*, September 7, 2006, p. 3-16. Available online at http://www.wrapair.org/forums/dejf/fdh/content/FDHandbook_Rev_06.pdf. Accessed October 17, 2015.
[93] BAAQMD, *CEQA Air Quality Guidelines*, pp. 8-3 to 8-5.

Local Health Risks and Hazards

In addition to criteria air pollutants, individual projects may emit toxic air contaminants (TACs). TACs collectively refer to a diverse group of air pollutants that are capable of causing chronic (i.e., of long duration) and acute (i.e., severe but short term) adverse effects to human health, including carcinogenic effects. Human health effects of TACs include birth defects, neurological damage, cancer, and mortality. There are hundreds of different types of TACs with varying degrees of toxicity. Individual TACs vary greatly in the health risk they present; at a given level of exposure, one TAC may pose a hazard that is many times greater than another.

Unlike criteria air pollutants, TACs do not have ambient air quality standards but are regulated by the BAAQMD using a risk-based approach to determine which sources and pollutants to control as well as the degree of control. A health risk assessment is an analysis in which human health exposure to toxic substances is estimated, and considered together with information regarding the toxic potency of the substances, to provide quantitative estimates of health risks.[94]

Air pollution does not affect every individual in the population in the same way, and some groups are more sensitive to adverse health effects than others. Land uses such as residences, schools, children's day care centers, hospitals, and nursing and convalescent homes are considered to be the most sensitive to poor air quality because the population groups associated with these uses have increased susceptibility to respiratory distress or, as in the case of residential receptors, their exposure time is greater than that for other land uses. Therefore, these groups are referred to as sensitive receptors. Exposure assessment guidance typically assumes that residences would be exposed to air pollution 24 hours per day, 350 days per year, for 70 years. Therefore, assessments of air pollutant exposure to residents typically result in the greatest adverse health outcomes of all population groups.

Exposures to $PM_{2.5}$ are strongly associated with mortality, respiratory diseases, and impaired lung development in children, and other endpoints such as hospitalization for cardiopulmonary disease.[95] In addition to $PM_{2.5}$, diesel particulate matter (DPM) is also of concern. The California Air Resources Board (ARB) identified DPM as a TAC in 1998, primarily based on evidence demonstrating cancer effects in humans.[96] The estimated cancer risk from exposure to diesel exhaust is much higher than the risk associated with any other TAC routinely measured in the region.

[94] In general, a health risk assessment is required if the BAAQMD concludes that projected emissions of a specific air toxic compound from a proposed new or modified source suggest a potential public health risk. The applicant is then subject to a health risk assessment for the source in question. Such an assessment generally evaluates chronic, long-term effects, estimating the increased risk of cancer as a result of exposure to one or more TACs.

[95] San Francisco Department of Public Health, *Assessment and Mitigation of Air Pollutant Health Effects from Intra-Urban Roadways: Guidance for Land Use Planning and Environmental Review*, May 2008.

[96] California Air Resources Board (ARB), Fact Sheet, "The Toxic Air Contaminant Identification Process: Toxic Air Contaminant Emissions from Diesel-fueled Engines," October 1998.

In an effort to identify areas of San Francisco most adversely affected by sources of TACs, San Francisco partnered with the BAAQMD to conduct a citywide health risk assessment based on an inventory and assessment of air pollution and exposures from mobile, stationary, and area sources within San Francisco. Areas with poor air quality, termed the "Air Pollutant Exposure Zone," were identified based on health-protective criteria that considers estimated cancer risk, exposures to fine PM, proximity to freeways, and locations with particularly vulnerable populations. The project site is located within an Air Pollutant Exposure Zone. Each of the Air Pollutant Exposure Zone criteria is discussed below.

Excess Cancer Risk

The above 100 per one million persons (100 excess cancer risk) criterion is based on United States Environmental Protection Agency (USEPA) guidance for conducting air toxic analyses and making risk management decisions at the facility and community-scale level.[97] As described by the BAAQMD, the USEPA considers a cancer risk of 100 per one million to be within the "acceptable" range of cancer risk. Furthermore, in the 1989 preamble to the benzene National Emissions Standards for Hazardous Air Pollutants rulemaking,[98] the USEPA states that it "…strives to provide maximum feasible protection against risks to health from hazardous air pollutants by (1) protecting the greatest number of persons possible to an individual lifetime risk level no higher than approximately one in one million and (2) limiting to no higher than approximately one in ten thousand [100 in one million] the estimated risk that a person living near a plant would have if he or she were exposed to the maximum pollutant concentrations for 70 years." The 100 per one million excess cancer cases is also consistent with the ambient cancer risk in the most pristine portions of the Bay Area based on BAAQMD regional modeling.[99]

Fine Particulate Matter

In April 2011, the USEPA published *Policy Assessment for the Particulate Matter Review of the National Ambient Air Quality Standards* ("Particulate Matter Policy Assessment"). In this document, USEPA staff conclude that the current federal annual $PM_{2.5}$ standard of 15 microgram per cubic meter ($\mu g/m^3$) should be revised to a level within the range of 13 to 11 $\mu g/m^3$, with evidence strongly supporting a standard within the range of 12 to 11 $\mu g/m^3$. The Air Pollutant Exposure Zone for San Francisco is based on the health protective $PM_{2.5}$ standard of 11 $\mu g/m^3$, as supported by the USEPA's Particulate Matter Policy Assessment, although lowered to 10 $\mu g/m^3$ to account for uncertainty in accurately predicting air pollutant concentrations using emissions modeling programs.

[97] BAAQMD, *Revised Draft Options and Justification Report*, p. 67.
[98] 54 Federal Register 38044, September 14, 1989.
[99] BAAQMD, *Revised Draft Options and Justification Report,* p. 67.

Proximity to Freeways

According to the ARB, studies have shown an association between the proximity of sensitive land uses to freeways and a variety of respiratory symptoms, asthma exacerbations, and decreases in lung function in children. Siting sensitive uses in close proximity to freeways increases both exposure to air pollution and the potential for adverse health effects. As evidence shows that sensitive uses in an area within a 500-foot buffer of any freeway are at an increased health risk from air pollution, lots that are within 500 feet of freeways are included in the Air Pollutant Exposure Zone.[100]

Health Vulnerable Locations

Based on the BAAQMD's evaluation of health vulnerability in the Bay Area, those zip codes (94102, 94103, 94105, 94124, and 94130) in the worst quintile of Bay Area Health vulnerability scores as a result of air pollution-related causes were afforded additional protection by lowering the standards for identifying lots in the Air Pollutant Exposure Zone to: (1) an excess cancer risk greater than 90 per one million persons exposed, and/or (2) $PM_{2.5}$ concentrations in excess of 9 $\mu g/m^3$.[101]

The above citywide health risk modeling was also used as the basis in approving a series of amendments to the San Francisco Building and Health Codes, generally referred to as the Enhanced Ventilation Required for Urban Infill Sensitive Use Developments or Health Code, Article 38 (Ordinance 224-14, effective December 8, 2014) (Article 38). The purpose of Article 38 is to protect the public health and welfare by establishing an Air Pollutant Exposure Zone and imposing an enhanced ventilation requirement for all urban infill sensitive use development within the Air Pollutant Exposure Zone. In addition, projects within the Air Pollutant Exposure Zone require special consideration to determine whether the project's activities would add a substantial amount of emissions to areas already adversely affected by poor air quality.

Construction Air Quality Impacts

Project-related air quality impacts fall into two categories: short-term impacts from construction and long-term impacts from project operation. The following addresses construction-related air quality impacts resulting from the proposed project.

[100] ARB, *Air Quality and Land Use Handbook: A Community Health Perspective*, p. 4, April 2005. Available online at http://www.arb.ca.gov/ch/landuse.htm. Accessed April 21, 2015.

[101] San Francisco Planning Department and San Francisco Department of Public Health, *2014 Air Pollutant Exposure Zone Map (Memo and Map)*, April 9, 2014. These documents are part of San Francisco Board of Supervisors File No. 14806, Ordinance No. 224-14 Amendment to Health Code Article 38.

Impact AQ-1: The proposed project's construction activities would generate fugitive dust and criteria air pollutants, but would not violate an air quality standard, contribute substantially to an existing or projected air quality violation, or result in a cumulatively considerable net increase in criteria air pollutants. (*Less than Significant*)

Construction activities (short-term) typically result in emissions of ozone precursors and PM in the form of dust (fugitive dust) and exhaust (e.g., vehicle tailpipe emissions). Emissions of ozone precursors and PM are primarily a result of the combustion of fuel from on-road and off-road vehicles. However, ROGs are also emitted from activities that involve painting, other types of architectural coatings, or asphalt paving. The proposed project's construction activities include excavation of the project to a depth of 23 feet bgs, the removal of excavated soil, the construction of the building, and the application of paint, coatings, and varnishes. During the project's approximately 20-month construction period, construction activities would have the potential to result in emissions of ozone precursors and PM, as discussed below.

Fugitive Dust

Project-related demolition, excavation, grading, and other construction activities may cause wind-blown dust that could contribute PM into the local atmosphere. Although there are federal standards for air pollutants and implementation of state and regional air quality control plans, air pollutants continue to have impacts on human health throughout the country. California has found that PM exposure can cause health effects at levels that are lower than national standards. The current health burden of PM demands that, where possible, public agencies take feasible available actions to reduce sources of PM exposure. According to the ARB, reducing $PM_{2.5}$ concentrations to state and federal standards of 12 $\mu g/m^3$ in the San Francisco Bay Area would prevent between 210 and 1,300 premature deaths.[102]

Dust can be an irritant causing watering eyes or irritation to the lungs, nose, and throat. Demolition, excavation, grading, and other construction activities can cause wind-blown dust that adds PM to the local atmosphere. Depending on exposure, adverse health effects can occur due to this PM in general and also due to specific contaminants such as lead or asbestos that may be constituents of soil.

In response, the San Francisco Board of Supervisors approved a series of amendments to the San Francisco Building and Health codes generally referred hereto as the Construction Dust Control Ordinance (Ordinance 176-08, effective July 30, 2008) with the intent of reducing the quantity of dust generated during site preparation, demolition, and construction work in order to protect the health of the general public and of on-site workers, minimize public nuisance complaints, and to avoid orders to stop work by the DBI.

[102] ARB, *Methodology for Estimating Premature Deaths Associated with Long-term Exposure to Fine Airborne Particulate Matter in California*, Draft Staff Report, Table 4d, December 7, 2009.

The Ordinance requires that all site preparation work, demolition, or other construction activities within San Francisco that have the potential to create dust or to expose or disturb more than 10 cubic yards or 500 sq. ft. of soil comply with specified dust control measures whether or not the activity requires a permit from DBI. The Director of DBI may waive this requirement for activities on sites less than one-half acre that are unlikely to result in any visible wind-blown dust.

In compliance with the Construction Dust Control Ordinance, the project sponsor and the contractor responsible for construction activities at the project site would be required to use the following practices to control construction dust on the site or other practices that result in equivalent dust control that are acceptable to the Director. Dust suppression activities may include watering all active construction areas sufficiently to prevent dust from becoming airborne; increased watering frequency may be necessary whenever wind speeds exceed 15 mph. During excavation and dirt-moving activities, contractors shall wet sweep or vacuum the streets, sidewalks, paths, and intersections where work is in progress at the end of the workday. Inactive stockpiles (where no disturbance occurs for more than seven days) greater than 10 cubic yards or 500 sq. ft. of excavated material, backfill material, import material, gravel, sand, road base, and soil shall be covered with a 10-millimeter (0.01-inch) polyethylene plastic (or equivalent) tarp, braced down, or use other equivalent soil stabilization techniques. City of San Francisco Ordinance 175-91 restricts the use of potable water for soil compaction and dust control activities undertaken in conjunction with any construction or demolition project occurring within the boundaries of San Francisco, unless permission is obtained from the SFPUC. Non-potable water must be used for soil compaction and dust control activities during project construction and demolition. The SFPUC operates a recycled water truck-fill station at the Southeast Water Pollution Control Plant that provides recycled water for these activities at no charge.

Compliance with the regulations and procedures set forth by the San Francisco Dust Control Ordinance would ensure that potential dust-related air quality impacts would be reduced to a less-than-significant level. This topic will not be discussed in the EIR.

Criteria Air Pollutants

As discussed above, construction activities would result in emissions of criteria air pollutants from the use of off- and on-road vehicles and equipment. To assist lead agencies in determining whether short-term construction-related air pollutant emissions require further analysis as to whether the project may exceed the criteria air pollutant significance thresholds shown in **Table 6**, above, the BAAQMD, in its *CEQA Air Quality Guidelines* (May 2011), developed screening criteria. If a proposed project meets the screening criteria, then construction of the proposed project would result in less-than-significant criteria air pollutant impacts. A project that exceeds the screening criteria may require a detailed air quality assessment to determine whether criteria air pollutant emissions would exceed significance thresholds. The *CEQA Air Quality*

Guidelines note that the screening levels are generally representative of new development on greenfield[103] sites without any form of mitigation measures taken into consideration. In addition, the screening criteria do not account for project design features, attributes, or local development requirements that could also result in lower emissions.

The proposed project consists of a 13-story, 120-foot-tall building containing up to 186 dwelling units, approximately 9,657 gsf of retail/restaurant space, and an underground garage with 42 parking spaces. The size of proposed construction activities would be below the criteria air pollutant screening sizes for the "apartment, high-rise, 249 dwelling units" land use type identified in the BAAQMD's *CEQA Air Quality Guidelines.* However, the excavation and removal of approximately 9,800 cubic yards of soil and 630 cubic yards of demolition debris would exceed the BAAQMD's *CEQA Air Quality Guidelines* construction screening criterion of 10,000 cubic yards. Thus, quantification of construction-related criteria air pollutant emissions is required for the proposed project.

Construction-related criteria air pollutants generated by the proposed project were quantified using the California Emissions Estimator Model (CalEEMod) and provided within an Air Quality Technical Memorandum.[104] The model was developed, including default data (e.g., emission factors, meteorology, etc.), in collaboration with California air districts' staff. Default assumptions were used where project-specific information was unknown. Construction of the proposed project would occur over an approximately 20-month period with approximately 22 working days per month. Emissions were converted from tons/year to lbs/day using the estimated construction duration of 440 working days. As shown in **Table 7: Daily Project Construction Emissions**, unmitigated project construction emissions would be below the threshold of significance for all criteria air pollutants and would result in a less-than-significant construction criteria air pollutant impact. This topic will not be discussed in the EIR.

Table 7: Daily Project Construction Emissions

	Pollutant Emissions (Average Pounds per Day) [a]			
	ROG	**NO_X**	**Exhaust PM_{10}**	**Exhaust $PM_{2.5}$**
Unmitigated Project Emissions	11.54	42.04	2.15	2.04
Significance Threshold	**54**	**54**	**82**	**54**

Note:
[a] Emission factors were generated by CalEEMod model for San Francisco County.
Sources: Aspen Environmental Group, November 2015; BAAQMD, 2011

[103] A greenfield site refers to agricultural or forest land or an undeveloped site earmarked for commercial, residential, or industrial projects.
[104] Aspen Environmental Group, *Air Quality Technical Memorandum, 1028 Market Street Project*, November 6, 2015. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

Impact AQ-2: The proposed project's construction activities would generate toxic air contaminants, including diesel particulate matter, which would expose sensitive receptors to substantial pollutant concentrations. (*Less than Significant with Mitigation*)

As discussed above, San Francisco, in partnership with BAAQMD, has modeled and assessed air pollutant impacts from mobile, stationary, and area sources within the City. This assessment has resulted in the identification of the Air Pollutant Exposure Zone, based on significance thresholds discussed above for excess cancer risk, fine PM, proximity to freeways, and health vulnerable locations. The project site is located within an Air Pollutant Exposure Zone, meaning that existing excess cancer risk exceeds 100 per one million and/or ambient $PM_{2.5}$ concentrations exceed 10 µg/m3.

The closest sensitive land use is a mixed-use building adjacent to the project site at 1000 Market Street (the San Christina Building) with ground floor retail uses and residences/housing support services above. Other sensitive land uses within 300 feet of the project site are multi-family residential buildings at 48 Golden Gate Avenue (70 feet north), 39 Taylor Street (280 feet northeast), 153 Turk Street (219 feet north), 161 Turk Street (252 feet north), and 111 Jones Street (243 feet northwest); single room occupancy residential hotels at 140 Jones Street (246 feet northwest), 39 Jones Street (229 feet west), and 20 6th Street (252 feet southeast); senior housing at 121 Golden Gate Avenue (229 feet west); and a hotel at 1100 Market Street (the Renoir Hotel [292 feet southwest]). The closest public schools to the project site are the Bessie Carmichael Elementary School and the Tenderloin Elementary School, both of which are 2,500 feet west of the project site. The DeMarillac Academy, a private middle school serving grades 4 through 8, is located at 175 Golden Gate Avenue about 590 feet west of the project site. In addition to the above sensitive receptors, two mosques are located within 300 feet of the project site (Masjid Darussalam Mosque [20 Jones Street, 45 feet west of the project site] and AlSabeel Masjid Noor Al-Islam Mosque [118 Jones Street, 169 feet northwest of the project site]).[105] St. Boniface Catholic Church is located at 133 Golden Gate Avenue about 550 feet west of the project site.

The proposed project would introduce new sensitive receptors (in the form of new residential units) to the project site.

With regards to construction emissions, off-road equipment (which includes construction-related equipment) is a large contributor to DPM emissions in California, although since 2007, the ARB has found the emissions to be substantially lower than previously expected.[106] Newer and more refined emission inventories have substantially lowered the estimates of DPM emissions from off-road equipment such that off-road equipment is now considered the fourth largest source of

[105] Turnstone Consulting/SWCA, *Sensitive Receptors Map*, June 12, 2015.

[106] ARB, *Staff Report: Initial Statement of Reasons for Proposed Rulemaking, Proposed Amendments to the Regulation for In-Use Off-Road Diesel-Fueled Fleets and the Off-Road Large Spark-Ignition Fleet Requirements*, October 2010 pp. 1-2 and p. 13 (Figure 4).

DPM emissions in California.[107] For example, revised PM emission estimates for the year 2010, which DPM is a major component of total PM, have decreased by 83 percent from previous 2010 emission estimates for the SFBAAB.[108] Approximately half of the reduction in emissions can be attributed to the economic recession and half to updated methodologies used to better assess construction emissions.[109]

Additionally, a number of federal and state regulations are requiring cleaner off-road equipment. Specifically, both the USEPA and California have set emissions standards for new off-road equipment engines, ranging from Tier 1 to Tier 4. Tier 1 emissions standards were phased in between 1996 and 2000, and Tier 4 Interim and Final emissions standards for all new engines would be phased in between 2008 and 2015. To meet the Tier 4 emissions standards, engine manufacturers are required to produce new engines with advanced emissions-control technologies. Although the full benefits of these regulations will not be realized for several years, the USEPA estimates that by implementing the federal Tier 4 standards, NO_x and PM emissions will be reduced by more than 90 percent.[110]

In addition, construction activities do not lend themselves to analysis of long-term health risks because of their temporary and variable nature. As explained in the BAAQMD's *CEQA Air Quality Guidelines*:

> "Due to the variable nature of construction activity, the generation of TAC emissions in most cases would be temporary, especially considering the short amount of time such equipment is typically within an influential distance that would result in the exposure of sensitive receptors to substantial concentrations. Concentrations of mobile-source diesel PM emissions are typically reduced by 70 percent at a distance of approximately 500 feet (ARB 2005). In addition, current models and methodologies for conducting health risk assessments are associated with longer-term exposure periods of 9, 40, and 70 years, which do not correlate well with the temporary and highly variable nature of construction activities. This results in difficulties with producing accurate estimates of health risk."[111]

Therefore, project-level analyses of construction activities have a tendency to produce overestimated assessments of long-term health risks. However, within the Air Pollutant Exposure Zone, as discussed above, additional construction activity may adversely affect populations that

[107] Ibid, p. 13 (Figure 4).
[108] ARB, "In-Use Off-Road Equipment, 2011 Inventory Model." Available online at http://www.arb.ca.gov/msei/categories.htm#inuse_or_category. Accessed April 27, 2015.
[109] ARB, *Staff Report: Initial Statement of Reasons for Proposed Rulemaking, Proposed Amendments to the Regulation for In-Use Off-Road Diesel-Fueled Fleets and the Off-Road Large Spark-Ignition Fleet Requirements*, October 2010, p. 2.
[110] United States Environmental Protection Agency (USEPA), "Clean Air Nonroad Diesel Rule: Fact Sheet," May 2004.
[111] BAAQMD, *CEQA Air Quality Guidelines*, p. 8-6.

are already at a higher risk for adverse long-term health risks from existing sources of air pollution.

The proposed project would require construction activities for the approximate 20-month construction period. Project construction activities would result in short-term emissions of DPM and other TACs. The project site is located in an area that already experiences poor air quality and project construction activities would generate additional air pollution, affecting nearby sensitive receptors and resulting in a significant impact. Implementation of **Mitigation Measure M-AQ-2: Construction Air Quality**, would reduce the magnitude of this impact to a less-than-significant level. While emission reductions from limiting idling, educating workers and the public and properly maintaining equipment are difficult to quantify, other measures, specifically the requirement for equipment with Tier 2 engines and Level 3 Verified Diesel Emission Control Strategy (VDECS) can reduce construction emissions by 89 to 94 percent compared to equipment with engines meeting no emission standards and without a VDECS.[112] Emissions reductions from the combination of Tier 2 equipment with Level 3 VDECS is almost equivalent to requiring only equipment with Tier 4 Final engines, which is not yet available for engine sizes subject to the mitigation. Therefore, compliance with **Mitigation Measure M-AQ-2** would reduce construction emissions impacts on nearby sensitive receptors to a less-than-significant level. This topic will not be discussed in the EIR.

Mitigation Measure M-AQ-2: Construction Air Quality

The project sponsor or the project sponsor's Contractor shall comply with the following

A. *Engine Requirements.*

1. All off-road equipment greater than 25 horsepower (hp) and operating for more than 20 total hours over the entire duration of construction activities shall have engines that meet or exceed either USEPA or California ARB Tier 2 off-road emission standards, and have been retrofitted with an ARB Level 3 Verified Diesel Emissions Control Strategy. Equipment with engines meeting Tier 4 Interim or Tier 4 Final off-

[112] PM emissions benefits are estimated by comparing off-road PM emission standards for Tier 2 with Tier 1 and 0. Tier 0 off-road engines do not have PM emission standards, but the USEPA's *Exhaust and Crankcase Emissions Factors for Nonroad Engine Modeling – Compression Ignition* has estimated Tier 0 PM emissions benefits are estimated by comparing off-road PM emission standards for Tier 2 with Tier 1 and 0. Tier 0 off-road engines do not have PM emission standards, but the USEPA's *Exhaust and Crankcase Emissions Factors for Nonroad Engine Modeling – Compression Ignition* has estimated Tier 0 engines between 50 hp and 100 hp to have a PM emission factor of 0.72 grams per horsepower per hour (g/hp-hr) and greater than 100 hp to have a PM emission factor of 0.40 g/hp-hr. Therefore, requiring off-road equipment to have at least a Tier 2 engine would result in between a 25 percent and 63 percent reduction in PM emissions, as compared to off-road equipment with Tier 0 or Tier 1 engines. The 25 percent reduction comes from comparing the PM emission standards for off-road engines between 25 hp and 50 hp for Tier 2 (0.45 grams per brake horsepower per hour [g/bhp-hr]) and Tier 1 (0.60 g/bhp-hr). The 63 percent reduction comes from comparing the PM emission standards for off-road engines above 175 hp for Tier 2 (0.15 g/bhp-hr) and Tier 0 (0.40 g/bhp-hr). In addition to the Tier 2 requirement, ARB Level 3 VDECSs are required and would reduce PM by an additional 85 percent. Therefore, the mitigation measure would result in between an 89 percent (0.0675 g/bhp-hr) and 94 percent (0.0225 g/bhp-hr) reduction in PM emissions, as compared to equipment with Tier 1 (0.60 g/bhp-hr) or Tier 0 engines (0.40 g/bhp-hr).

road emission standards automatically meet this requirement.

2. Where access to alternative sources of power are available, portable diesel engines shall be prohibited.

3. Diesel engines, whether for off-road or on-road equipment, shall not be left idling for more than two minutes, at any location, except as provided in exceptions to the applicable state regulations regarding idling for off-road and on-road equipment (e.g., traffic conditions, safe operating conditions). The Contractor shall post legible and visible signs in English, Spanish, and Chinese, in designated queuing areas and at the construction site to remind operators of the two minute idling limit.

4. The Contractor shall instruct construction workers and equipment operators on the maintenance and tuning of construction equipment, and require that such workers and operators properly maintain and tune equipment in accordance with manufacturer specifications.

B. *Waivers.*

1. The Planning Department's ERO or designee may waive the alternative source of power requirement of Subsection (A)(2) if an alternative source of power is limited or infeasible at the project site. If the ERO grants the waiver, the Contractor must submit documentation that the equipment used for onsite power generation meets the requirements of Subsection (A)(1).

2. The ERO may waive the equipment requirements of Subsection (A)(1) if: a particular piece of off-road equipment with an ARB Level 3 VDECS is technically not feasible; the equipment would not produce desired emissions reduction due to expected operating modes; installation of the equipment would create a safety hazard or impaired visibility for the operator; or, there is a compelling emergency need to use off-road equipment that is not retrofitted with an ARB Level 3 VDECS. If the ERO grants the waiver, the Contractor must use the next cleanest piece of off-road equipment, according to **Table 8** below.

Table 8: Off-Road Equipment Compliance Step-down Schedule

Compliance Alternative	Engine Emission Standard	Emissions Control
1	Tier 2	ARB Level 2 VDECS
2	Tier 2	ARB Level 1 VDECS
3	Tier 2	Alternative Fuel*

How to use the table: If the ERO determines that the equipment requirements cannot be met, then the project sponsor would need to meet Compliance Alternative 1. If the ERO determines that the Contractor cannot supply off-road equipment meeting Compliance Alternative 1, then the Contractor must meet Compliance Alternative 2. If the ERO determines that the Contractor cannot supply off-road equipment meeting Compliance Alternative 2, then the Contractor must meet Compliance Alternative 3.

** Alternative fuels are not a VDECS.

C. *Construction Emissions Minimization Plan.* Before starting on-site construction activities, the Contractor shall submit a Construction Emissions Minimization Plan (Plan) to the ERO for review and approval. The Plan shall state, in reasonable detail, how the Contractor will meet the requirements of Section A.

1. The Plan shall include estimates of the construction timeline by phase, with a description of each piece of off-road equipment required for every construction phase. The description may include, but is not limited to: equipment type, equipment manufacturer, equipment identification number, engine model year, engine certification (Tier rating), horsepower, engine serial number, and expected fuel usage and hours of operation. For VDECS installed, the description may include: technology type, serial number, make, model, manufacturer, ARB

verification number level, and installation date and hour meter reading on installation date. For off-road equipment using alternative fuels, the description shall also specify the type of alternative fuel being used.

2. The ERO shall ensure that all applicable requirements of the Plan have been incorporated into the contract specifications. The Plan shall include a certification statement that the Contractor agrees to comply fully with the Plan.
3. The Contractor shall make the Plan available to the public for review on-site during working hours. The Contractor shall post at the construction site a legible and visible sign summarizing the Plan. The sign shall also state that the public may ask to inspect the Plan for the project at any time during working hours and shall explain how to request to inspect the Plan. The Contractor shall post at least one copy of the sign in a visible location on each side of the construction site facing a public right-of-way.

D. *Monitoring.* After start of Construction Activities, the Contractor shall submit quarterly reports to the ERO documenting compliance with the Plan. After completion of construction activities and prior to receiving a final certificate of occupancy, the project sponsor shall submit to the ERO a final report summarizing construction activities, including the start and end dates and duration of each construction phase, and the specific information required in the Plan.

Operational Air Quality Impacts

Land use projects typically result in emissions of criteria air pollutants and TACs primarily from an increase in motor vehicle trips. However, land use projects may also result in emissions of criteria air pollutants and TACs from combustion of natural gas, landscape maintenance, use of consumer products, and architectural coating. The following addresses air quality impacts resulting from operation of the proposed project.

Impact AQ-3: During project operation, the proposed project would result in emissions of criteria air pollutants, but not at levels that would violate an air quality standard, contribute to an existing or projected air quality violation, or result in a cumulatively considerable net increase in criteria air pollutants. (*Less than Significant*)

As discussed above in **Impact AQ-1**, the BAAQMD, in its *CEQA Air Quality Guidelines* (May 2011), has developed screening criteria to determine whether a project requires an analysis of project-generated criteria air pollutants. If all the screening criteria are met by a proposed project, then the lead agency or applicant does not need to perform a detailed air quality assessment.

The proposed project, which consists of a 13-story, 120-foot-tall building containing up to 186 dwelling units, approximately 9,657 gsf of retail/restaurant space, and an underground garage with 42 parking spaces, would result in 1,163 new daily vehicle trips. The proposed project would be below the criteria air pollutant screening sizes for the "apartment, high-rise, 510 dwelling units" land use type identified in the BAAQMD's *CEQA Air Quality Guidelines*. Thus, quantification of project-generated criteria air pollutant emissions is not required, and the proposed project would not exceed any of the significance thresholds for criteria air pollutants

during project operations and would result in a less-than-significant impact with respect to operational criteria air pollutants. This topic will not be discussed in the EIR.

Impact AQ-4: The proposed project would generate toxic air contaminants, including diesel particulate matter, exposing sensitive receptors to substantial air pollutant concentrations. (*Less than Significant with Mitigation*)

As discussed above on p. 102, San Francisco, in partnership with BAAQMD, has modeled and assessed air pollutant impacts from mobile, stationary, and area sources within the City. This assessment has resulted in the identification of the Air Pollutant Exposure Zone, or areas within the City that deserve special attention when siting uses that either emit toxic air contaminants or uses that are considered sensitive to air pollution. The project site is located within an Air Pollutant Exposure Zone.

The closest sensitive land use is a mixed-use building adjacent to the project site at 1000 Market Street (the San Christina Building) with ground floor retail uses and residences/housing support services above. Other sensitive land uses within 300 feet of the project site are multi-family residential buildings at 48 Golden Gate Avenue (70 feet north), 39 Taylor Street (280 feet northeast), 153 Turk Street (219 feet north), 161 Turk Street (252 feet north), and 111 Jones Street (243 feet northwest); single room occupancy residential hotels at 140 Jones Street (246 feet northwest), 39 Jones Street (229 feet west), and 20 6th Street (252 feet southeast); senior housing at 121 Golden Gate Avenue (229 feet west); and a hotel at 1100 Market Street (the Renoir Hotel [292 feet southwest]). The closest public schools to the project site are the Bessie Carmichael Elementary School and the Tenderloin Elementary School, both of which are 2,500 feet west of the project site. The DeMarillac Academy, a private middle school serving grades 4 through 8, is located at 175 Golden Gate Avenue about 590 feet west of the project site. In addition to the above sensitive receptors, two mosques are located within 300 feet of the project site (Masjid Darussalam Mosque [20 Jones Street, 45 feet west of the project site] and AlSabeel Masjid Noor Al-Islam Mosque [118 Jones Street, 169 feet northwest of the project site]).[113] St. Boniface Catholic Church is located at 133 Golden Gate Avenue about 550 feet west of the project site.

Additionally, the proposed project would introduce new sensitive receptors (in the form of new residential units) to the project site.

Sources of Toxic Air Contaminants

Individual projects result in emissions of toxic air contaminants primarily as a result of an increase in vehicle trips. The BAAQMD considers roads with less than 10,000 vehicles per day "minor, low-impact" sources that do not pose a significant health impact even in combination with other nearby sources and recommends that these sources be excluded from the environmental analysis. The proposed project's 1,163 daily vehicle trips would be well below

[113] Turnstone Consulting/SWCA, *Sensitive Receptors Map,* June 12, 2015.

this level and would be distributed among the local roadway network; therefore, an assessment of project-generated TACs resulting from vehicle trips is not required, and the proposed project would not generate a substantial amount of TAC emissions that could affect nearby sensitive receptors. This topic will not be discussed in the EIR.

The proposed project would introduce new stationary sources of emissions (which are subject to permitting requirements): a diesel-fueled back-up emergency generator and natural-gas-fired mechanical systems or boilers. The emergency generator and other mechanical systems would be located on the rooftop of the proposed 13-story building. The BAAQMD considers natural gas boilers "minor, low-impact sources" that do not present a health risk even in combination with other nearby sources. Emergency generators are regulated by the BAAQMD through their New Source Review (Regulation 2, Rule 5) permitting process. The project applicant would be required to obtain applicable permits to operate an emergency generator from the BAAQMD. Although emergency generators are intended only to be used in periods of power outages, monthly testing of the generator would be required. The BAAQMD limits testing to no more than 50 hours per year. Additionally, as part of the permitting process, the BAAQMD would limit the excess cancer risk from any facility to no more than ten per one million population and requires any source that would result in an excess cancer risk greater than one per one million population to install Best Available Control Technology for Toxics (TBACT). However, because the project site is located in an area that already experiences poor air quality, the proposed emergency back-up generator has the potential to expose sensitive receptors to substantial concentrations of diesel emissions, a known TAC, resulting in a significant air quality impact. Implementation of **Mitigation Measure M-AQ-4: Best Available Control Technology for Diesel Generators** would reduce the magnitude of this impact to a less-than-significant level by reducing emissions by 89 to 94 percent compared to equipment with engines that do not meet any emission standards and without a VDECS. Therefore, although the proposed project would add a new source of TACs within an area that already experiences poor air quality, implementation of **Mitigation Measure M-AQ-4** would reduce this impact to a less-than-significant level. This topic will not be discussed in the EIR.

Mitigation Measure M-AQ-4: Best Available Control Technology for Diesel Generators

The project sponsor shall ensure that the backup diesel generator meets or exceeds one of the following emission standards for PM: (1) Tier 4 certified engine, or (2) Tier 2 or Tier 3 certified engine that is equipped with a California ARB Level 3 VDECS. A non-verified diesel emission control strategy may be used if the filter has the same PM reduction as the identical ARB verified model and if the BAAQMD approves of its use. The project sponsor shall submit documentation of compliance with the BAAQMD New Source Review permitting process (Regulation 2, Rule 2, and Regulation 2, Rule 5) and the emission standard requirement of this mitigation measure to the Planning Department for review and approval prior to issuance of a permit for a backup diesel generator from any City agency.

Siting Sensitive Land Uses

The proposed project would include development of a 13-story mixed-use residential building with up to 186 dwelling units and is considered a sensitive land use for purposes of air quality evaluation. For sensitive use projects within the Air Pollutant Exposure Zone as defined by Article 38, such as the proposed project, Article 38 requires that the project sponsor submit an Enhanced Ventilation Proposal for approval by the Department of Public Health that achieves protection from $PM_{2.5}$ equivalent to that associated with a Minimum Efficiency Reporting Value 13 Minimum Efficiency Reporting Value filtration. DBI will not issue a building permit without written notification from the Director of Public Health that the applicant has an approved Enhanced Ventilation Proposal.

In compliance with Article 38, the project sponsor has submitted an initial application to the Department of Public Health.[114] The regulations and procedures set forth by Article 38 would ensure that exposure to sensitive receptors would not be significant. Therefore, impacts related to siting new sensitive land uses would be less than significant through compliance with Article 38. This topic will not be discussed in the EIR.

Impact AQ-5: The proposed project would not conflict with, or obstruct implementation of, the *2010 Clean Air Plan*. (*Less than Significant*)

The most recently adopted air quality plan for the SFBAAB is the *2010 Clean Air Plan*. The *2010 Clean Air Plan* is a road map that demonstrates how the San Francisco Bay Area will achieve compliance with the state ozone standards as expeditiously as practicable and how the region will reduce the transport of ozone and ozone precursors to neighboring air basins. In determining consistency with the *2010 Clean Air Plan*, this analysis considers whether the project would: (1) support the primary goals of the *2010 Clean Air Plan*, (2) include applicable control measures from the *Clean Air Plan*, and (3) avoid disrupting or hindering implementation of control measures identified in the *Clean Air Plan*.

The primary goals of the *Clean Air Plan* are to: (1) reduce emissions and decrease concentrations of harmful pollutants, (2) safeguard the public health by reducing exposure to air pollutants that pose the greatest health risk, and (3) reduce GHG emissions. To meet the primary goals, the *Clean Air Plan* recommends specific control measures and actions. These control measures are grouped into various categories and include stationary and area source measures, mobile source measures, transportation control measures, land use measures, and energy and climate measures. The *Clean Air Plan* recognizes that to a great extent, community design dictates individual travel mode, and that a key long-term control strategy to reduce emissions of criteria pollutants, air toxics, and GHG emissions from motor vehicles is to channel future Bay Area growth into vibrant

[114] LCL Global-1028 Market Street LLC, Application for Article 38 Compliance Assessment, September 30, 2015. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

urban communities where goods and services are close at hand and people have a range of viable transportation options. To this end, the *Clean Air Plan* includes 55 control measures aimed at reducing air pollution in the SFBAAB.

The measures most applicable to the proposed project are transportation control measures and energy and climate control measures. The proposed project's impact with respect to GHG emissions is discussed under **Section E.7, Greenhouse Gas Emissions**, which demonstrates that the proposed project would comply with the applicable provisions of the City's Greenhouse Gas Reduction Strategy.

The proposed project would be an infill development in an area with a wide variety of neighborhood-serving commercial uses in the immediate vicinity. The compact development of the proposed project and high availability of viable transportation options ensure that residents could bicycle, walk, or ride transit to and from the project site instead of taking trips via private automobile. These features ensure that the proposed project would avoid substantial growth in automobile trips and vehicle miles traveled. The proposed project's anticipated 1,163 new daily vehicle trips would result in a negligible increase in air pollutant emissions. Furthermore, the proposed project would be generally consistent with the *General Plan*, as discussed in **Section C, Compatibility with Existing Zoning and Plans**. Transportation control measures that are identified in the *Clean Air Plan* are implemented by the *General Plan* and the Planning Code, for example, through the City's Transit First Policy, bicycle parking requirements, and transit impact development fees. Compliance with these requirements would ensure that the proposed project includes relevant transportation control measures specified in the *Clean Air Plan*. Therefore, the proposed project would include applicable control measures identified in the *Clean Air Plan* to the meet the *Clean Air Plan*'s primary goals.

Examples of projects that could cause the disruption or delay of *Clean Air Plan* control measures are those that would preclude the extension of a transit line or bike path or those that propose excessive amounts of parking above minimum parking requirements. The proposed project would add up to 186 dwelling units, approximately 9,675 gsf of retail space, 42 parking spaces (including one car-share space), and 123 Class 1 bicycle parking spaces and 22 Class 2 bicycle spaces to a dense, walkable urban area near a concentration of regional and local transit service. It would not preclude the extension of a transit line or a bike path or any other transit improvement, nor would it provide excessive vehicle parking, and thus it would not disrupt or hinder implementation of control measures identified in the *Clean Air Plan*.

For these reasons, the proposed project would not interfere with implementation of the *Clean Air Plan*. Because the proposed project would be consistent with the applicable air quality plan that demonstrates how the region will improve ambient air quality and achieve the state and federal ambient air quality standards, this impact would be less than significant. This topic will not be discussed in the EIR.

Impact AQ-6: The proposed project would not create objectionable odors that would affect a substantial number of people. (*Less than Significant*)

Typical odor sources of concern include wastewater treatment plants, sanitary landfills, transfer stations, composting facilities, petroleum refineries, asphalt batch plants, chemical manufacturing facilities, fiberglass manufacturing facilities, auto body shops, rendering plants, and coffee roasting facilities. During construction, diesel exhaust from construction equipment would generate some odors. However, construction-related odors would be temporary and would not persist upon project completion. Observation indicates that the project site is not substantially affected by sources of odors.[115] Additionally, the proposed project consists of residential, retail, and parking uses that would not create significant sources of new odors. Therefore, odor impacts would be less than significant and will not be discussed in the EIR.

Cumulative Air Quality Impacts

Impact C-AQ-1: The proposed project in combination with past, present, and reasonably foreseeable future development in the project area would contribute to cumulative air quality impacts. (*Less than Significant with Mitigation*)

As discussed above, regional air pollution is by its very nature largely a cumulative impact. Emissions from past, present and future projects contribute to the region's adverse air quality on a cumulative basis. No single project by itself would be sufficient in size to result in regional nonattainment of ambient air quality standards. Instead, a project's individual emissions contribute to existing cumulative adverse air quality impacts.[116] The project-level thresholds for criteria air pollutants are based on levels by which new sources are not anticipated to contribute to an air quality violation or result in a considerable net increase in criteria air pollutants. Therefore, because the proposed project's construction (**Impact AQ-1**) and operational (**Impact AQ-3**) emissions would not exceed the project-level thresholds for criteria air pollutants, the proposed project would not be considered to result in a cumulatively considerable contribution to regional air quality impacts.

As discussed above, the project site is located in an area that already experiences poor air quality. The proposed project would add a new sensitive land use and new sources of TACs (e.g., new vehicle trips and stationary sources) within an area already adversely affected by air quality, resulting in a considerable contribution to cumulative health risk impacts on sensitive receptors. This would be a significant cumulative impact. The proposed project would be required to implement **Mitigation Measure M-AQ-2: Construction Air Quality**, pp. 109-111, which could reduce construction period emissions by as much as 94 percent; and **Mitigation Measure M-AQ-4: Best Available Control Technology for Diesel Generators**, p. 113, which requires best available control technology to limit emissions from the project's emergency back-up generator.

[115] Field observation on June 17, 2015.
[116] BAAQMD, *CEQA Air Quality Guidelines*, May 2011, p. 2-1.

Furthermore, compliance with Article 38 would ensure that new sensitive receptors are not exposed to cumulatively significant levels of air pollution. Implementation of these mitigation measures and adherence to Article 38 would reduce the project's contribution to cumulative air quality impacts to a less-than-significant level. This topic will not be discussed in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
7. GREENHOUSE GAS EMISSIONS— Would the project:					
a) Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment?	☐	☐	☒	☐	☐
b) Conflict with any applicable plan, policy, or regulation adopted for the purpose of reducing the emissions of greenhouse gases?	☐	☐	☒	☐	☐

GHG emissions and global climate change represent cumulative impacts. GHG emissions cumulatively contribute to the significant adverse environmental impacts of global climate change. No single project could generate enough GHG emissions to noticeably change the global average temperature; instead, the combination of GHG emissions from past, present, and future projects has contributed and will contribute to global climate change and its associated environmental impacts.

The BAAQMD has prepared guidelines and methodologies for analyzing GHG emissions. These guidelines are consistent with CEQA Guidelines Sections 15064.4 and 15183.5, which address the analysis and determination of significant impacts from a proposed project's GHG emissions. CEQA Guidelines Section 15064.4 allows lead agencies to rely on a qualitative analysis to describe GHG emissions resulting from a project. CEQA Guidelines Section 15183.5 allows for public agencies to analyze and mitigate GHG emissions as part of a larger plan for the reduction of GHG emissions and describes the required contents of such a plan. Accordingly, San Francisco has prepared *Strategies to Address Greenhouse Gas Emissions* (GHG Reduction Strategy),[117] which presents a comprehensive assessment of policies, programs, and ordinances that collectively represent San Francisco's Qualified GHG Reduction Strategy in compliance with CEQA Guidelines. The actions outlined in the strategy have resulted in a 14.5 percent reduction in GHG emissions in 2010 compared to 1990 levels, exceeding the year 2020 reduction goals

[117] San Francisco Planning Department, *Strategies to Address Greenhouse Gas Emissions in San Francisco*, 2010. The final document is available online at http://www.sf-planning.org/index.aspx?page=2627. Accessed August 11, 2015.

outlined in the BAAQMD's *2010 Clean Air Plan,* Executive Order S-3-05,[118] and Assembly Bill 32 (AB 32), also known as the Global Warming Solutions Act.[119, 120]

Given that the City's local GHG reduction targets are more aggressive than the state and region's 2020 GHG reduction targets and consistent with the long-term 2050 reduction targets, the City's Greenhouse Gas Reduction Strategy is consistent with the goals of Executive Order S-3-05, AB 32, and the BAAQMD's *2010 Clean Air Plan*. Therefore, proposed projects that are consistent with the City's Greenhouse Gas Reduction Strategy would be consistent with the goals of EO S-3-05, AB 32, and the BAAQMD's *2010 Clean Air Plan*, would not conflict with these plans, and would therefore not exceed San Francisco's applicable GHG threshold of significance.

The following analysis of the proposed project's impact on climate change focuses on the project's contribution to cumulatively significant GHG emissions. Given the analysis is in a cumulative context, this section does not include an individual project-specific impact statement.

Impact C-GG-1: The proposed project would generate greenhouse gas emissions, but not at levels that would result in a significant impact on the environment or conflict with any policy, plan, or regulation adopted for the purpose of reducing greenhouse gas emissions. (*Less than Significant*)

Individual projects contribute to the cumulative effects of climate change by directly or indirectly emitting GHG emissions during construction and operational phases. Direct operational emissions include GHG emissions from new vehicle trips and area sources (natural gas combustion). Indirect emissions include emissions from electricity providers, energy required to pump, treat, and convey water, and emissions associated with waste removal, disposal, and landfill operations.

The proposed project would increase the activity on site by introducing up to 186 dwelling units, approximately 9,657 gsf of retail/restaurant space, and an underground garage with 42 parking spaces to a site that is currently vacant. Therefore, the proposed project would contribute to annual long-term increases in GHG emissions as a result of increased vehicle trips (mobile sources) and residential and commercial operations that result in an increase in energy use, water use and wastewater treatment, and solid waste disposal. Construction activities would also result in temporary increases in GHG emissions.

[118] Executive Order S-3-05 sets forth a series of target dates by which statewide emissions of GHG emissions need to be progressively reduced, as follows: by 2010, reduce GHG emissions to 2000 levels (approximately 457 million metric tons of carbon dioxide equivalent [$MTCO_2E$]); by 2020, reduce emissions to 1990 levels (estimated at 427 million $MTCO_2E$); and by 2050 reduce emissions to 80 percent below 1990 levels (approximately 85 million $MTCO_2E$).

[119] San Francisco Department of Environment, *San Francisco Climate Action Strategy, 2013 Update.*

[120] The *Clean Air Plan*, Executive Order S-3-05, and Assembly Bill 32 goals, among others, are to reduce GHG emissions in the year 2020 to 1990 levels.

The proposed project would be subject to and required to comply with several regulations adopted to reduce GHG emissions as identified in the GHG Reduction Strategy. The regulations that are applicable to the proposed project include the Commuter Benefits Ordinance, bicycle parking requirements, San Francisco Green Building Requirements related to energy efficiency and water use reduction, the Stormwater Management Ordinance, the Water Efficient Irrigation Ordinance, the Residential Water Conservation Ordinance, the Residential Energy Conservation Ordinance, the Mandatory Recycling and Composting Ordinance, street tree planting requirements for new construction, and Health Code requirements related to the regulation of backup diesel generators.

These regulations, as outlined in San Francisco's *Strategies to Address Greenhouse Gas Emissions*, have proven effective as San Francisco's GHG emissions have been measurably reduced compared to 1990 emissions levels, demonstrating that the City has met and exceeded EO S-3-05, AB 32, and the BAAQMD's *2010 Clean Air Plan* GHG reduction goals for the year 2020. The proposed project was determined to be consistent with San Francisco's GHG Reduction Strategy.[121] Other existing regulations, such as those implemented through AB 32, will continue to reduce a proposed project's contribution to climate change. Therefore, the proposed project's GHG emissions would not conflict with state, regional, and local GHG reduction plans and regulations, and thus the proposed project's contribution to GHG emissions would not be cumulatively considerable or generate GHG emissions, either directly or indirectly, that would have a significant impact on the environment. As such, the proposed project would result in a less-than-significant impact with respect to GHG emissions. No mitigation measures are necessary and this topic will not be discussed in the EIR.

Topics:		*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
8.	**WIND AND SHADOW—Would the project:**					
a)	Alter wind in a manner that substantially affects public areas?	☐	☐	☒	☐	☐
b)	Create new shadow in a manner that substantially affects outdoor recreation facilities or other public areas?	☐	☐	☒	☐	☐

WIND

At a height of 120 feet (not including the 20-foot-tall rooftop mechanical penthouse) the proposed building is tall enough that it could affect ground-level wind currents on and around the project site. The proposed project would include common open spaces at the 2nd floor and on the rooftop.

[121] Greenhouse Gas Analysis: Compliance Checklist, June 2, 2015. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

In addition, private balconies would be located on the 4th through 11th floors and private terraces would be located on the 6th and 12th floors.

This discussion is based on wind tunnel testing conducted by Rowan Williams Davies & Irwin, Inc. (RWDI) and presented in a *Pedestrian Wind Study*.[122] This section discusses the impacts of the proposed project on ground-level wind currents at 48 test-point locations – 38 street-grade test-point locations on sidewalks in the immediate project vicinity and 10 above-grade test-point locations on the proposed common and private open spaces on the project site (see **Figure 26: Wind Tunnel Sensor Locations**).

Background

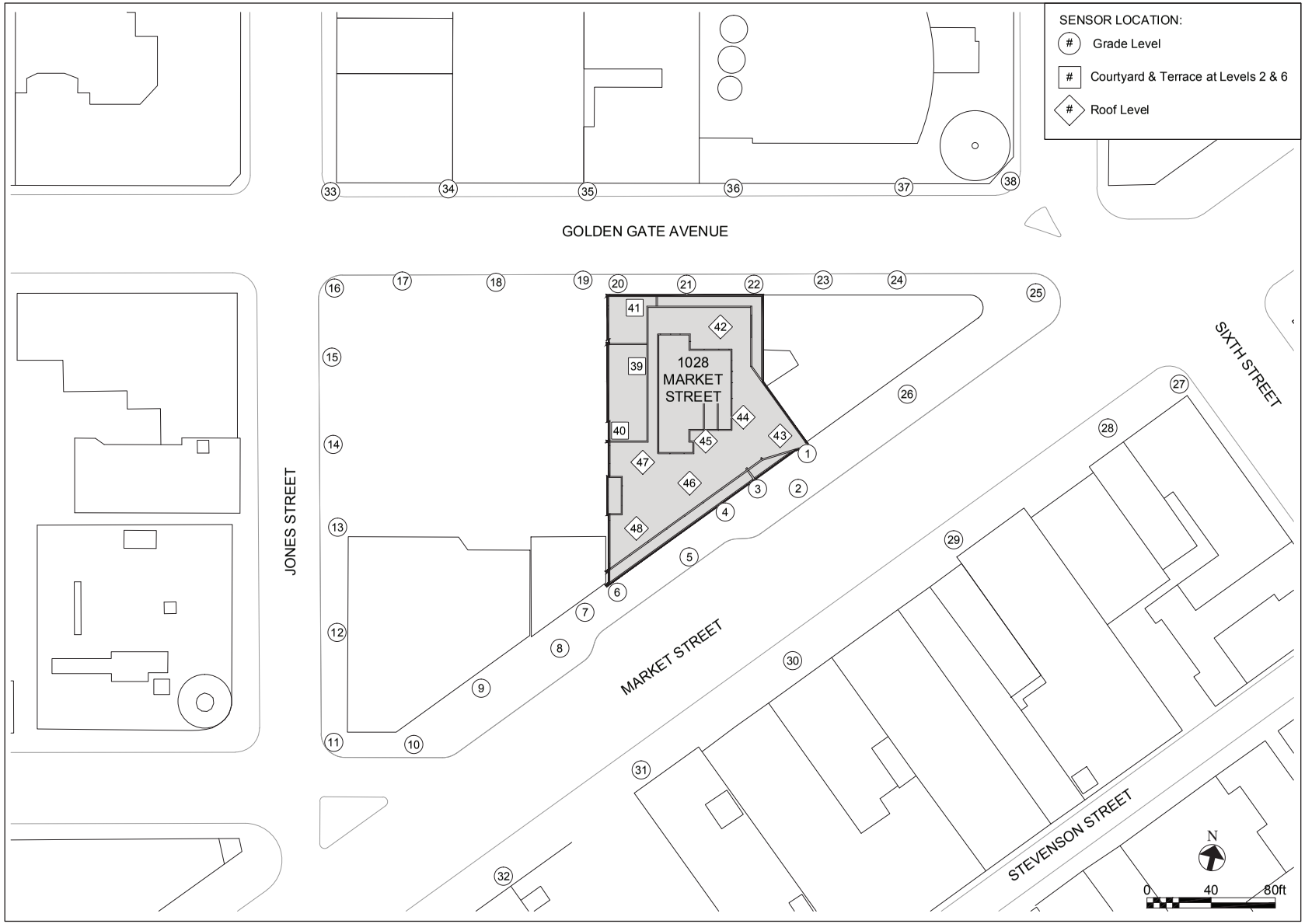
Existing Climate and Wind Conditions

The difference in atmospheric pressure between two points on the earth causes air masses to move from the area of higher pressure to the area of lower pressure. This movement of air masses results in wind currents. Meteorological data from the United States Weather Bureau and the BAAQMD show that winds from the northwest, west-northwest, west, and west-southwest, reflecting the persistence of sea breezes, are the most prevalent in San Francisco. Average wind speeds are highest during the summer and lowest during the winter, with the strongest peak winds occurring in the winter. Typically, the highest wind speeds occur during the mid-afternoon, and the lowest wind speeds occur during the early morning.

Buildings and Wind Speed

The direction and speed of wind currents can be altered by natural features of the land or by buildings and structures. Groups of buildings clustered together tend to act as obstacles that reduce wind speeds; the heights, massing, and orientations or profiles of the buildings are some of the factors that can affect wind speeds. When a building is much taller than those around it, rather than a similar height, it can intercept and redirect winds downward that might otherwise flow overhead. The massing of a building can affect wind speeds. In general, slab-shaped buildings have the greatest potential to accelerate ground-level winds, while buildings that have unusual shapes or are more geometrically complex tend to have lesser effects. The orientation or profile of a building is another factor that can affect wind speeds. When the wide face of a building, as opposed to its narrow face, is oriented toward the prevailing wind direction, the building has more surface area to intercept and redirect winds down to ground level.

[122] RWDI, *1028 Market Street Pedestrian Wind Conditions Consultation Wind Tunnel Tests*, October 14, 2015 (hereinafter referred to as "*Pedestrian Wind Study*"). A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.



SOURCE: RWDI

1028 MARKET STREET
2014.0241E

FIGURE 26: WIND TUNNEL SENSOR LOCATIONS

Wind Speed and Pedestrian Comfort

The comfort of pedestrians varies under different conditions of sun exposure, temperature, clothing, and wind speed. Winds up to 4 mph have no noticeable effect on pedestrian comfort. With winds from 4 to 8 mph, wind is felt on the face. Winds from 8 to 13 mph will disturb hair, cause clothing to flap, and extend a light flag mounted on a pole. Winds from 13 to 19 mph will raise loose paper, dust, and dry soil, and will disarrange hair. With winds from 19 to 26 mph, the force of the wind will be felt on the body. With 26- to 34-mph winds, umbrellas are used with difficulty, hair is blown straight, walking steadily is difficult, and wind noise is unpleasant. Winds over 34 mph increase difficulty with balance, and gusts can be hazardous and can blow people over.

Regulatory Framework

Planning Code Section 148 establishes wind comfort and wind hazard criteria for C-3 Districts. Planning Code Section 148(a) establishes an equivalent wind speed[123] of 11 mph as the comfort criterion for areas of substantial pedestrian use and 7 mph as the comfort criterion in public seating areas. New buildings and additions to existing buildings may not cause ground-level winds to exceed these wind speeds more than 10 percent of the time year round between 7:00 a.m. and 6:00 p.m. If existing wind speeds exceed the comfort criteria, or when a project would result in exceedances of the comfort criteria, the Planning Commission may grant an exception pursuant to Planning Code Sections 148(a) and 309(a)(2) provided that the building or addition cannot be designed to meet the comfort criteria without creating an unattractive and ungainly building form and without unduly restricting the development potential of the site. Pursuant to Planning Code Section 148(a), no exception shall be allowed and no building or addition shall be permitted that causes equivalent wind speeds to reach or exceed the hazard level of 26 mph for a single hour of the year.[124]

Approach to Analysis

Any proposed development project in a C-3 District in San Francisco that requires a wind tunnel analysis must follow the standard methodology established by the Planning Department. Under the standard methodology, the wind tunnel analysis relies on wind data collected from the United

[123] Pursuant to Planning Code Section 148(b), equivalent wind speed is defined as the mean hourly wind speed adjusted to incorporate the effects of gustiness or turbulence on pedestrians.

[124] Arens, E. *et al.,* "Developing the San Francisco Wind Ordinance and its Guidelines for Compliance," Building and Environment, Vol. 24, No. 4, p. 297-303, 1989. The wind hazard criterion is derived from the 26 mph hourly average wind speed that would generate a 3-second gust of wind at 20 meters per second, a commonly used guideline for wind safety. Because the original wind data on which the testing is based was collected at one-minute averages (i.e., a measurement of sustained wind speed for one minute, collected once per hour), the 26 mph hourly average is converted to a one-minute average of 36 mph, which is used to determine compliance with the 26 mph one-hour hazard criterion in the Planning Code.

States Weather Bureau weather station atop the Federal Building at 50 United Nations Plaza. Wind data from 7:00 a.m. and 6:00 p.m. are used, because this time period represents peak pedestrian activity in a downtown setting.

RWDI conducted a wind tunnel test of the proposed project using a 1:300 (1 inch = 25 feet) scale model of the proposed project and surrounding buildings within a 1,125-foot radius[125] of the project site. The scale model, which was equipped with permanently mounted wind speed sensors, was placed inside an atmospheric boundary layer wind tunnel. Using four wind directions (northwest, west-northwest, west, and west-southwest), wind tunnel tests were then conducted for the project site and vicinity using the following three test scenarios:

1. **Existing Conditions**: This scenario consists of the existing structures on the project site and the existing surrounding buildings.[126]
2. **Existing Conditions Plus Proposed Project**: This scenario consists of the proposed project and the existing surrounding buildings.[127]
3. **Existing Conditions Plus Cumulative**: This scenario includes Existing Conditions Plus Proposed Project and reasonably foreseeable future projects at 1036-1040 Mission Street, 570 Jessie Street, 1125 Market Street, 1075 Market Street, 1053 Market Street, 1066 Market Street, 935-965 Market Street, 950-974 Market Street, 19-25 Mason Street & 2-16 Turk Street, 168 Eddy Street/210 Taylor Street, 181 Turk Street/180 Jones Street, and 351 Turk Street/145 Leavenworth Street.[128] The reasonably foreseeable future projects included in the Existing Conditions Plus Cumulative scenario are within 1,125 feet of the project site and close enough that they could interact with the proposed project and alter ground-level wind conditions around or near the project site.

Wind speed measurements were recorded at 38 street-grade test-point locations for all three scenarios. Wind speed measurements were taken at an additional 10 above-grade test-point locations on the project site for the Existing Conditions Plus Proposed Project and Existing Conditions Plus Cumulative scenarios: at the 2nd floor courtyard, the 6th floor terrace, and on the rooftop deck. (See **Figure 26**, above). A summary of the wind tunnel test results are presented in **Table 9: Pedestrian Wind Study – Summary of Wind Comfort and Wind Hazard Results**. Detailed wind tunnel test results are shown in **Table 10: Wind Hazard Results**, on pp. 125-127, and **Table 11: Wind Comfort Results**, on pp. 129-131. Like many locations along the Market Street corridor, the vicinity of the project site can be characterized as windy. As reported in the *Pedestrian Wind Study* and discussed in more detail below, existing pedestrian-level wind speeds in the vicinity of the project site average are generally below 11 mph on the sidewalks in the vicinity of the project site. Higher wind speeds in excess of 11 mph are concentrated on the sidewalk to the south and west of the project site, along Market Street.

[125] The American Society of Civil Engineers has established a minimum standard of an 820-foot radius for wind tunnel testing.
[126] RWDI, *Pedestrian Wind Study*, Figure 1a.
[127] RWDI, *Pedestrian Wind Study*, Figure 1b.
[128] RWDI, *Pedestrian Wind Study*, Image 1 on p. 5 and Figure 1c.

Table 9: Pedestrian Wind Study – Summary of Wind Comfort and Wind Hazard Results

Wind Hazard Results	Existing	Existing + Project	Existing + Cumulative
Street-Grade Locations			
Range of Wind Speeds Exceeded One Hour/Year	12 – 30 mph	13 – 34 mph	11 – 32 mph
Average Wind Speed Exceeded One Hour/Year	18 mph	22	21
Hours Per Year Wind Speed Exceeds 36 mph [a]	0	0	0
Number of Hazard Criterion Exceedances	0 of 38	0 of 38	0 of 38
Above-Grade Locations [b]			
Range of Wind Speeds Exceeded One Hour/Year	-	16 – 46 mph	6 – 18 mph
Average Wind Speed Exceeded One Hour/Year		27	23
Hours Per Year Wind Speed Exceeds 36 mph [a]	-	39	0
Number of Hazard Criterion Exceedances	-	1 of 10	0 of 10
Wind Comfort Results	**Existing**	**Existing + Project**	**Existing + Cumulative**
Street-Grade Locations			
Range of Wind Speeds Exceeded 10 Percent of Time	6 – 15 mph	6 – 18 mph	6 – 18 mph
Average Wind Speed Exceeded 10 Percent of Time	10 mph	11 mph	11 mph
Percent of Time Wind Speed Exceeds 11 mph	8	12	13
Number of Comfort Criteria Exceedances	11 of 38	15 of 38	15 of 38
Above-Grade Locations [b]			
Range of Wind Speeds Exceeded 10 Percent of Time	-	8 – 22 mph	5 – 16 mph
Average Wind Speed Exceeded 10 Percent of Time	-	14 mph	11 mph
Percent of Time Wind Speed Exceeds 11 mph	-	21	13
Number of Comfort Criteria Exceedances	-	5 of 10	4 of 10

Notes:

[a] The threshold wind speeds in the Planning Code were established by assuming wind speeds were all averaged for one hour, while the local wind data available from the old San Francisco Federal Building at 50 United Nations Plaza were recorded for a minute on each hour. Such a discrepancy has a more significant impact on strong winds that are related to hazardous conditions. Therefore, an equivalent wind speed of 36 mph (based on the actual one-minute averaged meteorological data), instead of the Planning Code value of 26 mph (based on the assumed one-hour averaged meteorological data), is commonly used in San Francisco for the assessment of hazardous winds.

[b] Above-grade test-point locations are on the project site at the proposed common and private opens spaces on the 2nd floor courtyard (common), 6th floor terrace (private), and rooftop deck (common).

Source: RWDI, *1028 Market Street Pedestrian Wind Conditions Consultation Wind Tunnel Tests*, October 14, 2015.

Impact WS-1: The proposed project would not alter winds in a manner that would substantially affect public areas. ***(Less than Significant)***

Wind Hazard Analysis for the Proposed Project

Hazardous wind speeds were measured at 38 street-grade test-point locations for the Existing Conditions and the Existing Conditions Plus Proposed Project scenarios. In addition to the 38 street-grade test-point locations, 10 wind speed sensors were located on the proposed building in the Existing Conditions Plus Proposed Project scenario (Test-Points 39 to 48). The locations of the test-points are shown in **Figure 26**, on p. 121, and the wind tunnel test results are shown in **Table 10**. As discussed on p. 122, the wind tunnel test results presented in **Table 10** use the Planning Code Section 148 one-minute average of 36 mph for the wind hazard criterion.

Table 10: Wind Hazard Results

Existing Conditions					Existing Conditions Plus Proposed Project				Existing Conditions Plus Cumulative			
Location Number	Hazard Criterion (mph)	Wind Speed Exceeded 1 Hour per Year (mph)	Hours per Year Wind Speed Exceeds Hazard Criterion	Exceeds	Wind Speed Exceeded 1 Hour per Year (mph)	Hours per Year Wind Speed Exceeds Hazard Criterion	Hours Change Relative to Existing	Exceeds	Wind Speed Exceeded 1 Hour per Year (mph)	Hours per Year Wind Speed Exceeds Hazard Criterion	Hours Change Relative to Existing	Exceeds
1	36	16	0	--	16	0	0	--	15	0	0	--
2	36	20	0	--	19	0	0	--	21	0	0	--
3	36	18	0	--	18	0	0	--	18	0	0	--
4	36	18	0	--	19	0	0	--	19	0	0	--
5	36	21	0	--	27	0	0	--	24	0	0	--
6	36	19	0	--	34	0	0	--	23	0	0	--
7	36	15	0	--	29	0	0	--	19	0	0	--
8	36	21	0	--	22	0	0	--	27	0	0	--
9	36	21	0	--	21	0	0	--	24	0	0	--
10	36	21	0	--	21	0	0	--	22	0	0	--
11	36	21	0	--	21	0	0	--	32	0	0	--
12	36	17	0	--	17	0	0	--	32	0	0	--
13	36	14	0	--	20	0	0	--	26	0	0	--
14	36	16	0	--	22	0	0	--	18	0	0	--
15	36	12	0	--	16	0	9	--	14	0	0	--
16	36	14	0	--	15	0	0	--	17	0	0	--
17	36	14	0	--	23	0	0	--	15	0	0	--
18	36	15	0	--	33	0	0	--	16	0	0	--
19	36	15	0	--	16	0	0	--	19	0	0	--

	Existing Conditions				Existing Conditions Plus Proposed Project				Existing Conditions Plus Cumulative			
Location Number	Hazard Criterion (mph)	Wind Speed Exceeded 1 Hour per Year (mph)	Hours per Year Wind Speed Exceeds Hazard Criterion	Exceeds	Wind Speed Exceeded 1 Hour per Year (mph)	Hours per Year Wind Speed Exceeds Hazard Criterion	Hours Change Relative to Existing	Exceeds	Wind Speed Exceeded 1 Hour per Year (mph)	Hours per Year Wind Speed Exceeds Hazard Criterion	Hours Change Relative to Existing	Exceeds
20	36	13	0	--	16	0	0	--	19	0	0	--
21	36	14	0	--	16	0	0	--	20	0	0	--
22	36	12	0	--	18	0	0	--	20	0	0	--
23	36	13	0	--	22	0	0	--	25	0	0	--
24	36	22	0	--	27	0	0	--	29	0	0	--
25	36	22	0	--	23	0	0	--	19	0	0	--
26	36	20	0	--	17	0	0	--	19	0	0	--
27	36	30	0	--	27	0	0	--	26	0	0	--
28	36	29	0	--	22	0	0	--	23	0	0	--
29	36	27	0	--	30	0	0	--	32	0	0	--
30	36	25	0	--	34	0	0	--	30	0	0	--
31	36	26	0	--	28	0	0	--	31	0	0	--
32	36	24	0	--	24	0	0	--	26	0	0	--
33	36	13	0	--	19	0	0	--	18	0	0	--
34	36	14	0	--	19	0	0	--	17	0	0	--
35	36	13	0	--	15	0	0	--	17	0	0	--
36	36	14	0	--	26	0	0	--	18	0	0	--
37	36	15	0	--	20	0	0	--	21	0	0	--
38	36	16	0	--	13	0	0	--	11	0	0	--
39	36	N/A	--	--	18	0	0	--	11	0	0	--

	Existing Conditions				Existing Conditions Plus Proposed Project				Existing Conditions Plus Cumulative			
Location Number	Hazard Criterion (mph)	Wind Speed Exceeded 1 Hour per Year (mph)	Hours per Year Wind Speed Exceeds Hazard Criterion	Exceeds	Wind Speed Exceeded 1 Hour per Year (mph)	Hours per Year Wind Speed Exceeds Hazard Criterion	Hours Change Relative to Existing	Exceeds	Wind Speed Exceeded 1 Hour per Year (mph)	Hours per Year Wind Speed Exceeds Hazard Criterion	Hours Change Relative to Existing	Exceeds
40	36	N/A	--	--	17	0	0	--	10	0	0	--
41	36	N/A	--	--	32	0	0	--	28	0	0	--
42	36	N/A	--	--	36	0	0	--	34	0	0	--
43	36	N/A	--	--	21	0	0	--	18	0	0	--
44	36	N/A	--	--	23	0	0	--	20	0	0	--
45	36	N/A	--	--	16	0	0	--	13	0	0	--
46	36	N/A	--	--	30	0	0	--	29	0	0	--
47	**36**	N/A	--	--	**46**	**39**	**39**	**e**	36	0	0	--
48	36	N/A	--	--	34	0	0	--	29	0	0	--
Average mph and total hours (street-grade test-points)		18	0		22	0	0		21	0	0	
Exceedances			0 of 38			0 of 38				0 of 38		
Average mph and total hours (above-grade test-points)		--	--	--	27	39	--	1	23	0	0	
Exceedances			---			1 of 10				0 of 10		

Under existing conditions, all test locations comply with the wind hazard criterion. With implementation of the proposed project, wind tunnel testing results indicate that the proposed project would not cause pedestrian-level wind speeds to exceed the hazard criterion at any of the wind speed sensor locations in the public right-of-way. However, one on-site wind speed sensor (Test-Point 47 on the southwest portion of the rooftop) reported wind speeds in excess of the hazard criterion. While the proposed project's wind hazard impacts would be less than significant, as it does not affect ground-level wind currents, the project sponsor has agreed to the following improvement measure that could improve usability of the new rooftop deck on the proposed building by reducing wind exposure.

Improvement Measure I-WS-1: Wind Reduction on New Rooftop Deck

To reduce wind and improve usability on the new rooftop deck, the project sponsor should provide wind screens or landscaping along the west perimeter of the new rooftop deck up to 8 feet in height. Suggestions include Planning Code compliant porous materials or structures (vegetation, hedges, screens, latticework, perforated or expanded metal) as opposed to a solid surface.

Wind Comfort Analysis for the Proposed Project

Under existing conditions, the average equivalent wind speed for the wind comfort analysis at the 38 street-grade test-point locations is 10 mph, with wind speeds ranging from 6 to 15 mph. The locations of the test-points are shown in **Figure 26**, on p. 121, and the wind tunnel test results are shown in **Table 11**. The highest wind speeds occur along the north side of Market Street in front of the project site and to the west toward the intersection of Market, Jones, and McAllister streets (Test-Points 5 and 8-11) and the south side of Market Street between the 5th and 6th streets (Test-Points 27-32). Under existing conditions, wind speeds at 27 of the 38 ground level test-points meet the wind comfort criterion, and 11 exceed it.

With implementation of the proposed project, the average equivalent wind speed for the wind comfort analysis at the 38 street-grade test-point locations would increase from 10 mph to 11 mph. Wind speeds would range from 6 to 18 mph, and the highest wind speeds would continue to occur along the north and south sides of Market Street (Test-Points 5, 8-11, and 27-32). Wind speeds would decrease at 6 locations, remain the same at 8 locations, and increase at 24 locations. The largest decrease in wind speed – 3 mph (from 15 to 12 mph) –would occur at the southwest corner of Market and 6th streets (Test-Point 27).

When compared to existing conditions, implementation of the proposed project would change wind patterns such that 4 new wind comfort exceedances (Test-Points 6, 7, 18, and 36) would be created. The wind speed would increase at each of the 4 locations at which a new wind comfort exceedance would be created. Test-Points 6 and 7 are immediately to the west of the project site. Test-Points 18 and 36 are on south and north sidewalks of Golden Gate Avenue, respectively.

Table 11: Wind Comfort Results

		Existing Conditions			Existing Conditions Plus Proposed Project			Existing Conditions Plus Cumulative		
Location Number	Comfort Criterion (mph)	Wind Speed Exceeded 10% of Time (mph)	Percent of Time Wind Speed Exceeds 11 mph	Exceeds	Wind Speed Exceeded 10% of Time (mph)	Percent of Time Wind Speed Exceeds 11 mph	Exceeds	Wind Speed Exceeded 10% of Time (mph)	Percent of Time Wind Speed Exceeds 11 mph	Exceeds
1	11	9	3	--	8	2	--	8	1	--
2	11	11	10	--	11	10	--	11	10	--
3	11	10	6	--	10	5	--	10	5	--
4	11	11	10	--	11	10	--	10	7	--
5	**11**	**12**	**14**	**e**	**15**	**26**	**e**	**13**	**21**	**e**
6	**11**	11	10	--	**18**	**39**	**e**	**13**	**19**	**e**
7	**11**	9	2	--	**12**	**13**	**e**	11	10	--
8	**11**	**12**	**15**	**e**	**12**	**17**	**e**	**15**	**26**	**e**
9	**11**	**12**	**14**	**e**	**12**	**15**	**e**	**13**	**20**	**e**
10	**11**	**12**	**15**	**e**	**12**	**16**	**e**	**13**	**19**	**e**
11	**11**	**12**	**15**	**e**	**12**	**16**	**e**	**14**	**23**	**e**
12	**11**	9	3	--	9	3	--	**16**	**28**	**e**
13	**11**	7	0	--	9	5	--	**13**	**18**	**e**
14	11	8	1	--	11	10	--	9	4	--
15	11	6	0	--	8	2	--	7	1	--
16	11	7	0	--	8	1	--	9	3	--
17	11	7	0	--	10	8	--	7	1	--
18	**11**	8	1	--	**15**	**25**	**e**	9	2	--
19	11	8	1	--	9	4	--	10	6	--

Existing Conditions					Existing Conditions Plus Proposed Project			Existing Conditions Plus Cumulative		
Location Number	Comfort Criterion (mph)	Wind Speed Exceeded 10% of Time (mph)	Percent of Time Wind Speed Exceeds 11 mph	Exceeds	Wind Speed Exceeded 10% of Time (mph)	Percent of Time Wind Speed Exceeds 11 mph	Exceeds	Wind Speed Exceeded 10% of Time (mph)	Percent of Time Wind Speed Exceeds 11 mph	Exceeds
20	11	7	0	--	9	4	--	10	6	--
21	11	6	0	--	9	2	--	10	8	--
22	11	6	0	--	9	4	--	9	6	--
23	11	6	0	--	11	10	--	11	10	--
24	11	8	3	--	11	10	--	**12**	**12**	**e**
25	11	10	6	--	9	5	--	10	7	--
26	11	11	10	--	9	3	--	11	10	--
27	**11**	**15**	**27**	**e**	**12**	**18**	**e**	**14**	**22**	**e**
28	**11**	**14**	**23**	**e**	**12**	**16**	**e**	**13**	**19**	**e**
29	**11**	**15**	**25**	**e**	**16**	**30**	**e**	**17**	**34**	**e**
30	**11**	**14**	**23**	**e**	**17**	**33**	**e**	**17**	**36**	**e**
31	**11**	**15**	**27**	**e**	**17**	**34**	**e**	**18**	**41**	**e**
32	**11**	**13**	**21**	**e**	**14**	**22**	**e**	**15**	**26**	**e**
33	11	7	0	--	9	4	--	9	4	--
34	11	6	0	--	9	4	--	9	2	--
35	11	6	0	--	8	1	--	9	3	--
36	**11**	7	1	--	**12**	**13**	**e**	9	4	--
37	11	7	0	--	10	7	--	9	5	--
38	11	7	1	--	6	0	--	6	0	--
39	11	N/A	0	--	8	3	--	6	0	--

Existing Conditions					Existing Conditions Plus Proposed Project			Existing Conditions Plus Cumulative		
Location Number	Comfort Criterion (mph)	Wind Speed Exceeded 10% of Time (mph)	Percent of Time Wind Speed Exceeds 11 mph	Exceeds	Wind Speed Exceeded 10% of Time (mph)	Percent of Time Wind Speed Exceeds 11 mph	Exceeds	Wind Speed Exceeded 10% of Time (mph)	Percent of Time Wind Speed Exceeds 11 mph	Exceeds
40	11	N/A	0	--	9	2		5	0	
41	**11**	N/A	0	--	**15**	**27**	**e**	11	10	
42	**11**	N/A	0	--	**18**	**36**	**e**	**16**	**28**	**e**
43	11	N/A	0	--	11	10		10	5	
44	11	N/A	0	--	11	10		10	6	
45	11	N/A	0	--	8	2		7	0	
46	**11**	N/A	0	--	**16**	**31**	**e**	**14**	**23**	**e**
47	**11**	N/A	0	--	**22**	**51**	**e**	**16**	**31**	**e**
48	**11**	N/A	0	--	**17**	**33**	**e**	**15**	**28**	**e**
Average mph and % (all ground level test-points)		10	8%		11	12%		11	13%	
Exceedances		11 of 38			15 of 38			15 of 38		

The largest increase in wind speed – 7 mph – would occur at Test-Point 6 (from 11 to 18 mph) and Test-Point 18 (from 8 to 15 mph). Pedestrians in this area may notice the slightly windier conditions, but walking steadily would not be difficult. Wind speeds at Test-Point 7 and Test-Point 36 would increase by 3 and 5 mph, respectively. Wind speeds would exceed the comfort criterion at 5 of the 10 above-grade test-point locations on the project site – Test-Point 41 on the 6th floor terrace and Test-Points 42 and 46-48 on the rooftop deck.

In summary, implementation of the proposed project would not result in substantial changes to ground level wind conditions near the project site. The average equivalent wind speed would increase from 10 mph to 11 mph, and the number of locations with wind speeds that exceed the wind comfort criterion would increase by 4 (from 11 to 15). Exceeding the wind comfort criterion is not a significant wind impact under CEQA. However, the proposed project would require an exception from the wind comfort criterion requirements pursuant to Planning Code Section 243(c)(10)(B). The Planning Department considers an exceedance of the wind hazard criterion, not an exceedance of the wind comfort criterion, to be a significant impact under CEQA. Although there would be localized changes throughout the project vicinity, the overall ground level wind conditions would remain substantially the same with implementation of the proposed project.

Therefore, with implementation of the proposed project, pedestrians on the nearby sidewalks would experience an incremental increase (on average) in wind speeds but in no case would the slight increase result in an exceedance of the wind hazard criterion. For this reason, the proposed project would not alter wind in a manner that substantially affects public areas and this impact would be less than significant. No mitigation measures are necessary and this topic will not be discussed in the EIR.

Cumulative Impacts

Impact C-WS-1: The proposed project, in combination with past, present, or reasonably foreseeable future projects in the site vicinity, would not make a cumulatively considerable contribution to a significant cumulative wind impact. ***(Less than Significant)***

Wind Hazard Analysis for Cumulative Conditions

Wind speeds were measured at 38 street-grade test-point locations for the Existing Conditions, the Existing Conditions Plus Project, and the Existing Conditions Plus Cumulative scenarios. In addition to the 38 street-grade test-point locations, 10 wind speed sensors were located on the proposed building in the Existing Conditions Plus Project and Existing Conditions Plus Cumulative scenarios (Test-Points 39 to 48). The street-grade and above-grade test-point locations are shown on **Figure 26**, on p. 121, and the detailed test results are shown in **Table 10**, on pp. 125-127. As discussed on p. 122, the test results presented in **Table 10** use the one-minute average of 36 mph for the wind hazard criterion.

Existing conditions related to hazardous winds (i.e., no exceedances of the wind hazard criterion) are discussed under **Impact WS-1** on pp. 124-128. With implementation of the proposed project and reasonably foreseeable future projects, wind tunnel testing results indicate that ground-level wind speeds would not exceed the wind hazard criterion. In addition, the one on-site wind speed sensor (Test-Point 47 on the southwest portion of the rooftop), which reported wind speeds in excess of the wind hazard criterion in the Existing Conditions Plus Proposed Project scenario, would not exceed the wind hazard criterion in the Existing Conditions Plus Cumulative scenario.

Wind Comfort Analysis for the Cumulative Conditions

Under existing conditions, wind speeds at 27 of the 38 street-grade test-point locations meet the wind comfort criteria and 11 exceed it. With implementation of the proposed project, in combination with the reasonably foreseeable future projects discussed on p. 123, the average equivalent wind speed for the wind comfort analysis at the 38 street-grade test-point locations would increase from 10 mph to 11 mph, with wind speeds ranging from 6 to 18 mph.

When compared to existing conditions, implementation of the proposed project and reasonably foreseeable future projects would change wind patterns. Overall, wind speeds would decrease at 5 locations, remain the same at 5 locations, and increase at 28 locations. The highest wind speeds would continue to occur along the north and south sides of Market Street, and wind speeds would increase on the south side of Golden Gate Avenue and the east side of Jones Street. A one (1) mph decrease in wind speeds would occur at 5 ground level test locations (Test-Points 1, 4, 27, 28, and 38).

When compared to existing conditions, implementation of the proposed project would change wind patterns such that 4 new exceedances (Test-Points 6, 12, 13, and 24) would be created. The wind speed would increase at each of the 4 locations at which a new wind comfort exceedance would be created. Test-Point 6 is immediately to the west of the project site, Test-Points 12 and 13 are on the east side of Jones Street, and Test-Point 24 is on the south side of Golden Gate Avenue to the east of the project site. The largest increases in wind speed would occur at Test-Point 12 (7 mph – from 9 to 16 mph) and Test-Point 13 (6 mph – from 7 to 13 mph). Pedestrians in this area may notice the slightly windier conditions, but walking steadily would not be difficult. Wind speeds at Test-Point 6 and Test-Point 24 would increase by 2 and 4 mph, respectively. Wind speeds would exceed the comfort criterion at 4 of the 10 Test-Points on the project site – Test-Points 42 and 46 - 48 on the rooftop deck – one fewer than under the Existing Conditions Plus Proposed Project scenario. Exceedances that would occur under the Existing Conditions Plus Proposed Project scenario (at Test-Points 18 and 36 on the south and north sidewalks of Golden Gate Avenue) would not occur under the Existing Conditions Plus Cumulative scenario.

In summary, implementation of the proposed project and reasonably foreseeable future projects would not result in substantial changes to ground level wind conditions on or near the project site.

The average equivalent wind speed would increase from 10 mph to 11 mph, and the number of locations with wind speeds that exceed the wind comfort criteria would increase by 4 (from 11 to 15). As discussed under **Impact WS- 1**, exceeding the wind comfort criteria is not a significant wind impact under CEQA. Although there would be localized changes throughout the project vicinity, the overall ground level wind conditions would remain substantially the same with implementation of the proposed project and reasonably foreseeable future projects. Furthermore, implementation of **Improvement Measure I-WS-1** would improve wind conditions at the rooftop deck.

For these reasons, implementation of the proposed project, in combination with reasonably foreseeable future projects, would not result in a significant cumulative wind impact. The proposed project would not make a cumulatively considerable contribution to a significant cumulative wind impact, and no mitigation is necessary. This topic will not be discussed in the EIR.

SHADOW

Impact WS-2: The proposed project would not create new shadow that substantially affects outdoor recreation facilities or other public areas. ***(Less than Significant Impact)***

The project site is located on the north side of Market Street in a C-3-G Zoning District. The project sponsor proposes to demolish an existing two-story commercial building and construct a 13-story, 120-foot-tall building (plus a 20-foot-tall mechanical penthouse) in its place. The closest parks and open spaces are Father Alfred E. Boeddeker Park (Boeddeker Park) to the north and United Nations Plaza (U.N. Plaza) to the west. Boeddeker Park is under the jurisdiction of the Recreation and Park Commission and is subject to San Francisco Planning Code Section 295. U.N. Plaza is not under the jurisdiction of the Recreation and Park Commission.

Section 295 of the Planning Code was adopted in response to Proposition K (passed November 1984) in order to protect public open spaces under the jurisdiction of the Recreation and Park Commission from shadowing by new and altered structures during the period between one hour after sunrise and one hour before sunset, year round. Section 295 restricts new shadow upon public open spaces under the jurisdiction of the Recreation and Parks Department by any structure exceeding 40 feet in height unless the Recreation and Park Commission finds the shadow to be an insignificant effect. Pursuant to Section 147 of the Planning Code, new buildings and additions to existing buildings in C-3 Districts, South of Market Mixed Use Districts, and Eastern Neighborhoods Mixed Use Districts 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 Planning Code Section 295.

Planning Code Section 295 of the Planning Code does not provide protection of sunlight for non-Recreation and Park properties, including U.N. Plaza; however, a shadow analysis for the proposed project was required pursuant to Planning Code Section 147 because the proposed new building is in a C-3-G Zoning District, would be over 50 feet tall, and was found to have the potential to cast new shadow on the northwest corner of the northern leg of U.N. Plaza near the intersection of McAllister and Leavenworth streets, potentially affecting its use or enjoyment.[129] In these situations the impact determinations are based on the amount of area shadowed, the duration of the shadow, and the importance of sunlight to the type of open space being shadowed. Since the proposed building at 1028 Market Street has the potential to cast new shadow on U.N. Plaza, the methodology used for Planning Code Section 295 properties was utilized to perform the shadow analysis because it is the City's vetted methodology for quantifying net new shadow resulting from a land use development project. Here, this methodology was employed to inform the discussion of shadow impacts under CEQA.

The results of the shadow study indicate that the proposed project would not cast any annual net new shadow on U.N. Plaza, as any new shadow would be obscured by existing buildings.[130] The shadow analysis also confirmed that the proposed project would not result in any net new shadows on Boeddeker Park. Furthermore, no privately owned, publicly accessible open spaces exist within reach of the shadow cast by the proposed project. Thus, the proposed project would not have a shadow impact on Planning Code Section 295 public open spaces or public plazas protected under Planning Code Section 147 as determined through the completion of a shadow analysis.

Other public spaces that would be affected by new shadow created by the proposed project include public sidewalks in the project vicinity. The proposed project would be approximately 83 feet taller (not including 20-foot-tall mechanical penthouse) than the existing building on the project site and would cast net new shadow on nearby sidewalks including those along Golden Gate Avenue, Jones Street, Taylor Street, and Market Street. However, because of the height of the proposed building and the configuration of existing multi-story buildings in the densely developed project vicinity, any project-related net new shadow that would result from construction of the proposed building would be limited in scope, and would not increase the total amount of shadow on public sidewalks above levels which are common and generally accepted in urban areas. The limited amount of increased shadow would not be considered a significant impact under CEQA. Therefore, no impacts from shadow on outdoor recreation facilities or other

[129] CADP Associates, *Revised Shadow Fan*, June 4, 2015 and *Shadow Calculations and Shadow Diagrams for 1028 Market Street*, July 2015. A copy of these graphics and calculation spreadsheets are available at the San Francisco Planning Department, 1650 Mission Street, Suite 400 as part of Case File No. 2014.0241E.

[130] Turnstone Consulting/SWCA, *Technical Memorandum - 1028 Market Street Shadow Analysis for United Nations Plaza Technical Memorandum*, October 28, 2015. A copy of the memo is available at the San Francisco Planning Department, 1650 Mission Street, Suite 400 as part of Case File No. 2014.0241E.

public areas would occur. No mitigation measures are necessary and this topic will not be discussed in the EIR.

Cumulative Impacts

Impact C-WS-2: New shadow from the proposed project, in combination with new shadow from reasonably foreseeable future projects, would not create new shadow that would substantially affect outdoor recreation facilities or other public areas. ***(No Impact)***

Based on the information provided above, the proposed project would not cast any net new shadow on nearby public open spaces under the jurisdiction of the Recreation and Parks Commission or other City agencies. All other reasonably foreseeable projects within a ¼-mile radius of the project site and subject to Planning Code Section 295 and other controls would have to undergo a shadow analysis to determine and avoid substantial net new shading of public open spaces. Thus, the proposed project, in combination with other past, present, and reasonably foreseeable future projects in the vicinity, would not contribute to a cumulative shadow impact on public open spaces in the project vicinity. No mitigation measures are necessary and this topic will not be discussed in the EIR.

Topics:		*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
9.	**RECREATION—Would the project:**					
a)	Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facilities would occur or be accelerated?	☐	☐	☒	☐	☐
b)	Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment?	☐	☐	☒	☐	☐
c)	Physically degrade existing recreational resources?	☐	☐	☒	☐	☐

Setting

The San Francisco Recreation and Parks Department (SFRPD) manages more than 220 parks, playgrounds, and open spaces throughout the City. SFRPD recreation facilities also include 25 recreation centers, nine swimming pools, five golf courses, and more than 300 athletic fields, tennis courts, and basketball courts.[131] The following two SFRPD public parks, open spaces, and

[131] San Francisco Recreation and Parks Department, Recreation Assessment Report, August 2004, p. 21. Available online at http://sfrecpark.org/about/publications/2004-recreation-assessment/. Accessed June 24, 2015.

recreation facilities are within a ¼-mile radius of the project site, and all of them are accessible by walking, bicycling, or transit (see **Figure 1** on p. 2):

- The 0.11-acre Turk & Hyde Mini Park at the northwest corner of Turk and Hyde streets (201 Hyde Street) is 0.23 mile northwest of the project site. It was created for preschoolers and includes children's play structures, landscaping and related amenities;[132] and
- The 0.97-acre Father Alfred E. Boeddeker Park at the northeast corner of Jones and Eddy streets (295 Eddy Street) is 0.14 mile north of the project site. It includes a basketball half-court, swings, a slide, play structures, and a community clubhouse.

Parks outside of the ¼-mile radius include:

- The 1.02-acre Gene Friend Recreation Center at the northwest corner of 6th and Folsom streets (270 6th Street) is 0.3 miles south of the project site. It includes a variety of activities for the public including basketball, a playground with a sand pit, art sculptures, a lawn area, an indoor gymnasium, an activity room, a weight room, lockers, a ping pong table, and a foosball table.[133]
- The 2.52-acre Victoria Manalo Draves Park, between Folsom and Harrison streets and Sherman and Columbia Square streets, is located 0.38 miles south of the project site. It includes a softball field, basketball court, dual-level playground, picnic area, community garden, and a large, grassy field.
- The .20-acre Howard and Langton Mini Park is located on the southwest corner of Howard and Langton streets. The Mini Park is a community garden where members can grow produce and ornamental plants for personal use.
- The 5.38-acre Joseph L. Alioto Performing Arts Piazza is located on the block between Polk and Larkin streets and McAllister and Fulton streets, 0.34 miles east of the project site. The plaza offers two child play areas and open space.
- The 0.61-acre Tenderloin Recreation Center is located mid-block on Ellis Street, between Hyde and Leavenworth streets (570 Ellis Street), 0.28 miles north of the project site. The recreation center and adjacent playground offer a variety of activities from ping pong to basketball. There's also a game court, a ball diamond, and a child-sized gym.

In addition, two public plazas, U.N. Plaza and Hallidie Plaza, are located within ¼-mile radius of the project site. U.N. Plaza, a 2.5-acre brick-paved pedestrian space approximately 0.10 mile southwest of the project site and adjacent to Market Street, hosts a weekly farmer's market on Wednesdays and Sundays, food trucks on Tuesdays and Thursdays, and children's or music

[132] Renovation of this park has been identified as a capital improvement project under the 2012 Clean and Safe Neighborhoods Park Bond. Available online at http://sfrecpark.org/project/hyde-turk-mini-park-improvement-project/. Accessed August 13, 2015.

[133] The San Francisco Recreation and Parks Department is currently partnering with the Trust for Public Land on a feasibility study and concept design for the Gene Friend Recreation Center. Available online at http://sfrecpark.org/project/gene-friend-rec-improvement-project/. Accessed August 13, 2015.

events. Hallidie Plaza, a 1.4-acre space approximately 0.19 mile northeast of the project site, is located at the Powell Street BART station entrance and hosts food and retail kiosks.

Maps 1, 2, 3, 8, and 9 in the Recreation Assessment Report published by the SFRPD shows the project site to be outside the defined service area for the nearest multi-use/soccer fields, pools, outdoor basketball courts, and tennis courts, and within the service area for the nearest proposed SFRPD ballfield, Bessie Carmichael Ball Field at Victoria Manalo Draves Park (375 7th Street), and the nearest recreation centers, the Tenderloin Recreation Center (570 Ellis Street) and the Gene Friend Recreation Center (270 6th Street).[134] As shown on Maps 4a through 4c of the ROSE, the project site is located within the ½-mile service area of "Active Use/Sports Fields" and "Passive Use/Tranquil Spaces" and the ¼-mile service area of "Playgrounds."[135]

The *San Francisco General Plan* Recreation and Open Space Element (ROSE) notes that "[S]afe, green open spaces are in short supply in dense communities, where low-income and minority populations tend to be concentrated, as well as large numbers of children and seniors. In the more densely populated, older areas of San Francisco, people often have less mobility and fewer financial resources to seek recreation outside of their neighborhood."[136] The ROSE defines high needs areas as places where there is low access to open space; a conglomeration of high population density, high percentages of children, youth, seniors, and low income households; and in which the future population growth is projected to occur between now and 2040. These socio-demographic characteristics and future population growth projections are represented on Maps 5a, 5b, 5c, 5d, and 6 of the ROSE.[137] The project site is immediately adjacent to (but not within) an area of the City (the Tenderloin neighborhood) that exhibits higher population densities (Map 5a) and higher percentages of low income households (Map 5b), children and youth (Map 5c), and seniors (Map 5d) relative to the City as a whole. The project site itself is within an area with a higher percentage of low-income households relative to the City as a whole and an area designated to absorb future population growth an area designated to absorb future population growth (Map 6). Based on these variables, a composite map was generated to identify areas of the City that receive priority when opportunities to acquire land for development of new parks arise and when funding decisions for the renovation of existing parks are made (Map 7 of the

[134] San Francisco Recreation and Parks Department, Recreation Assessment Report, August 2004, Maps 1, 2, 3, 8, and 9. Available online at http://sfrecpark.org/about/publications/2004-recreation-assessment/. Accessed October 5, 2015.

[135] San Francisco Recreation and Parks Department, Recreation Assessment Report, August 2004, Maps 1, 2, 3, 8, and 9. Available online at http://sfrecpark.org/about/publications/2004-recreation-assessment/. Accessed October 5, 2015.

[136] City and County of San Francisco, *San Francisco General Plan: Recreation and Open Space Element*, April 2014, p. 20. Available online at http://openspace.sfplanning.org/. Accessed June 23, 2015.

[137] City and County of San Francisco, *San Francisco General Plan: Recreation and Open Space Element*, April 2014, Maps 5a through 5c and Map 6, pp. 22-24. Available online at http://openspace.sfplanning.org/. Accessed June 23, 2015.

ROSE).[138] As shown on Map 7, the project site is not within a high needs area; however it is but is immediately adjacent to such areas.

Impact RE-1: The proposed project would not increase the use of existing neighborhood parks or other recreation facilities such that substantial physical deterioration or physical degradation of existing recreational resources would occur or be accelerated, nor would it include or result in the need for the expansion or construction of recreational facilities. (*Less than Significant*)

As described under **Section E.2, Population and Housing**, implementation of the proposed project would add approximately 422 residents to the project area. This would represent an approximately 12.6 percent increase over the existing population of 3,336 in Census Tract 125.01, about 1.0 percent over the existing population within the project vicinity (Census Tracts within a ¼-mile of the project site), and about 0.05 percent over the existing citywide population. This residential population growth would increase the demand for parks, open space, and recreation facilities in the project area and citywide. Although project residents may use parks, open spaces, and other recreational facilities in the vicinity of the project site, the additional use of these recreational resources is expected to be modest. The increase in demand would not be in excess of amounts expected, provided for, or planned for in the project area and the City as a whole. Furthermore, the proposed project would provide Planning Code-required private and common open space for project residents. The 2,503 sq. ft. of private open space and 9,179 sq. ft. of common open space would partly offset the demand for open space generated by the project residents.

In conclusion, the project site is located within walking distance of several existing neighborhood public parks, open spaces, and recreational facilities and any use of these local recreational resources attributable to the project residents would be relatively minor compared with their existing use levels. Project residents could also use other public parks, open spaces, and recreational facilities throughout the City and region. Additionally, the provision of private/common open space and an on-site fitness center as part of the proposed project would provide recreational opportunities to the project residents, thereby reducing the demand on surrounding recreational resources. As described above, the Tenderloin neighborhood is identified as a high needs area that would receive priority for development of new parks or renovation of existing facilities and implementation of the policies included in the ROSE would address long-term needs associated with population increase in the project vicinity. Therefore, the proposed project would not result in a substantial increase in the use of existing regional and neighborhood parks or other recreational facilities within the project vicinity such that substantial deterioration of the facilities would occur or would be accelerated. Further, project-generated demand would not require the construction or expansion of recreational facilities, nor would it

[138] City and County of San Francisco, *San Francisco General Plan: Recreation and Open Space Element*, April 2014, Map 7, p. 24. Available online at http://openspace.sfplanning.org/. Accessed June 23, 2015.

physically degrade existing recreational resources. Therefore, the proposed project would have a less-than-significant impact on recreational resources, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Cumulative Impacts

Impact C-RE-1: The proposed project, in combination with other past, present, or reasonably foreseeable future projects, would not contribute considerably to significant cumulative impacts on recreational resources leading to their physical deterioration or physical degradation, nor would it contribute considerably to cumulative demand for construction or expansion of recreational facilities resulting in physical effects on the environment. (*Less than Significant*)

By 2040, the population in San Francisco is estimated to reach 447,350 households, approximately 84,910 more new households than reported in *ABAG Projections 2013* for 2015. The citywide population increase between 2010 and 2040 would result in increased citywide demand for recreational resources in the future.

Past, present, and reasonably foreseeable future projects within a ¼-mile radius of the project site are identified in **Table 2** and shown on **Figure 24** on pp. 38-40. These nearby cumulative development projects would add up to 4,295 dwelling units to the project area. As discussed in **Section E.2, Population and Housing**, based on a conservative average of approximately 2.27 persons per household these projects could add up to 9,750 new residents to the project area. As described in **Impact RE-1**, the project area has been identified as "high need" with respect to its population density and share of low-income households, senior residents, and children, and has been designated as a high priority area for recreation and open space improvements.

Implementation of the proposed project would result in the introduction of approximately 422 new residents to the project area, which represents less than 5 percent of the projected population growth in the area, and would include Planning Code-required private and common open space for project residents. The provision of the required open space would partially offset the demand for recreational resources and the potential for the deterioration and/or degradation of existing recreational resources in the project area. Similar to the proposed project, the cumulative mixed-use residential projects would also include Planning Code-required private and common open space to partially meet the demand for recreational resources from future residents of those mixed-use projects. Although future residents of these nearby cumulative development projects would use some of the same public parks, open spaces, and recreation facilities as the residents of the proposed project, their use of these local recreational resources would be tempered by the availability of other recreational resources that may be closer such as the Gene Friend Recreation Center or Yerba Buena Gardens. Further, as noted above, implementation of the policies included in the ROSE would address long-term needs associated with population increase in the project vicinity. Therefore, when considered in combination with other past, present, or reasonably foreseeable future projects, the proposed project would not result in a cumulatively

considerable contribution to significant recreation-related cumulative impacts. No mitigation is necessary, and this topic will not be discussed in the EIR.

Topics:		Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
10.	**UTILITIES AND SERVICE SYSTEMS—Would the project:**					
a)	Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board?	☐	☐	☒	☐	☐
b)	Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	☐	☐	☐	☒	☐
c)	Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	☐	☐	☐	☒	☐
d)	Have sufficient water supply available to serve the project from existing entitlements and resources, or require new or expanded water supply resources or entitlements?	☐	☐	☒	☐	☐
e)	Result in a determination by the wastewater treatment provider that would serve the project that it has inadequate capacity to serve the project's projected demand in addition to the provider's existing commitments?	☐	☐	☒	☐	☐
f)	Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs?	☐	☐	☒	☐	☐
g)	Comply with federal, state, and local statutes and regulations related to solid waste?	☐	☐	☐	☒	☐

Impact UT-1: Implementation of the proposed project would not exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board, would not exceed the capacity of the wastewater treatment provider that would serve the project, and would not require the construction of new or expansion of existing wastewater treatment or stormwater drainage facilities. (*Less than Significant*)

The project site is within an urban area that is well served by the combined sewer/stormwater collection, storage, and treatment facilities and is in an area where projected population and employment growth has been accounted for by the SFPUC. The project site is located in the Channel subdrainage area of the Bayside basin and is served by the City's combined sanitary

sewer and stormwater system.[139] This system collects, transports, and treats sanitary sewage and stormwater runoff in the same facilities. Discharges to federal and state waters are governed by two National Pollutant Discharge Elimination System (NPDES) permits; the 2008 Bayside Permit (NPDES Permit No. CA0037664) and the 2009 Oceanside Permit (NPDES Permit No. CA0037681). These permits are issued and enforced by the San Francisco Bay Regional Water Quality Control Board (RWQCB).

All wastewater and stormwater flows that emanate from the Bayside Basin are subject to the City's 2008 Bayside Permit prior to discharge into San Francisco Bay. The NPDES standards are set and regulated by the San Francisco Bay RWQCB. This permit specifies discharge prohibitions, dry-weather effluent limitations, wet-weather effluent performance criteria, receiving water limitations, sludge management practices, and monitoring and reporting requirements. During wet weather the capacity at the Southeast Water Pollution Control Plant is supplemented by the North Point Wet-Weather Facility and the Bayside Wet-Weather Transport/Storage and Diversion Structures. If wet-weather flows exceed the capacity of the overall system, the excess (primary stormwater) is discharged from one of 36 combined sewer overflow structures located along the waterfront. The permit prohibits overflows from the combined sewer overflow during dry weather, and required wet-weather overflows to comply with the nine minimum controls specified in the EPA's Combined Sewer Overflow Control Policy.

Implementation of the proposed project would incrementally increase wastewater flows from the project site due to the introduction of about 422 residents and 31 employees. Project-related wastewater and stormwater would flow to the City's combined stormwater/sewer system and would be treated to standards contained in the City's 2008 Bayside Permit. The SFPUC's infrastructure capacity plans account for projected population and employment growth. The proposed project would incorporate water-efficient fixtures, as required by Title 24 of the California Code of Regulations and the San Francisco Green Building Ordinance. Compliance with these regulations would reduce wastewater flows and the amount of potable water used for building functions. The incorporation of water-efficient fixtures into new development is also accounted for by the SFPUC, because widespread adoption can lead to more efficient use of existing capacity.

The project site has been developed since the late 1800s, and the proposed building footprint would cover the entire project site. Implementation of the proposed project would not result in an increase in impervious surfaces. The City's Stormwater Management Ordinance (Ordinance

[139] San Francisco is roughly divided into two major drainage areas: the Bayside and Westside basins, which are further divided into either subdrainage areas. Draft San Francisco Sewer System Improvement Program Report, August 10, 2010, Figure 1. San Francisco Major Drainage Basins and Wastewater Facilities, p. 2. Available online at http://www.sfwater.org/modules/showdocument.aspx?documentid=984. Accessed August 13, 2015.

No. 83-10) requires the proposed project to maintain, reduce, or eliminate the existing volume and rate of stormwater runoff discharged from the project site. To achieve this objective, the proposed project would implement and install appropriate stormwater management systems that retain runoff on site, promote stormwater reuse, and limit (or eliminate altogether) site discharges from entering the City's combined stormwater/sewer system. This, in turn, would limit the incremental demand on both the collection system and wastewater facilities resulting from stormwater discharges and would minimize the potential for upsizing or constructing new facilities.

For the reasons discussed above, the proposed project would incrementally increase demand for and use of these services, but not in excess of amounts expected and provided for in this area. The proposed project would not exceed any applicable wastewater treatment requirements or otherwise conflict with RWQCB requirements, and the population increase associated with the proposed project would not exceed the capacity of the existing wastewater treatment provider or substantially increase the demand for wastewater treatment or stormwater drainage facilities requiring the construction of new facilities or expansion of existing facilities. No mitigation measures are necessary and this topic will not be discussed in the EIR.

Impact UT-2: The SFPUC has sufficient water supply available to serve the proposed project from existing entitlements and resources and would not require new or expanded water supply resources or entitlements. (*Less than Significant*)

The SFPUC provides an average of approximately 265 million gallons per day of water to approximately 2.5 million people in San Francisco, Santa Clara, Alameda, San Mateo, and Tuolumne counties.[140] Approximately 96 percent of the water provided to San Francisco is supplied by the SFPUC Regional Water System, which is made up of water from the Hetch Hetchy Reservoir and Bay Area reservoirs in the Alameda Creek and Peninsula watersheds.[141] The project site is currently served by this water delivery infrastructure.

Implementation of the proposed project, which consists of up to 186 dwelling units and 9,657 gsf of retail/restaurant space, would incrementally increase the demand for water in San Francisco. The proposed project's 422 new residents and the retail/restaurant space would use an estimated

[140] San Francisco Public Utilities Commission (SFPUC), *2010 Urban Water Management Plan for the City and County of San Francisco* (hereinafter "2010 UWMP"), adopted June 2011, p. 7, 14, 22-25. Available online at http://sfwater.org/Modules/ShowDocument.aspx?documentID=1055. Accessed June 22, 2015.

[141] SFPUC, 2010 UWMP, p. 22-25.

22,017 gallons of water per day.[142] The increase in water demand would not be substantial, would represent a small percentage of the projected demand for the City as a whole, and could be accommodated by the anticipated water supply for San Francisco.[143,144] Additionally, the proposed project would be designed to incorporate water-conserving measures, such as low-flush toilets and urinals, as required by California State Building Code Section 402.0(c). During project construction, the project sponsor and project building contractor must comply with Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, which requires that non-potable water be used for dust-control activities.

Since project water demand could be accommodated by the existing and planned supply anticipated under the SFPUC's *2010 Urban Water Management Plan for the City and County of San Francisco* and would use best-practice water conservation devices, it would not result in a substantial increase in water use on the project site that could not be accommodated by existing water supply entitlements and water resources. Therefore, the proposed project would result in less-than-significant impacts to water supply. No mitigation measures are necessary and this topic will not be discussed in the EIR.

Impact UT-3: The proposed project would be served by a landfill with sufficient permitted capacity. (*Less than Significant*)

The City's Mandatory Recycling and Composting Ordinance (Ordinance 100-09) requires residents and businesses in San Francisco to separate their refuse into recyclables, compostables, and trash. Recology (formerly Norcal Waste Systems, Inc.) provides solid waste collection, recycling, and disposal services for residential and commercial garbage, recycling, and composting in San Francisco through its subsidiaries: San Francisco Recycling and Disposal, Golden Gate Disposal and Recycling, and Sunset Scavenger. Materials are collected and hauled to the Recology transfer station/recycling center at 501 Tunnel Avenue, near the southeastern city limit, for sorting and subsequent transportation to other facilities. Recyclable materials are taken to Recology's Pier 96 facility, where they are separated into commodities (e.g., aluminum, glass, and paper) and transported to other users for reprocessing. Compostables (e.g., food waste, plant trimmings, soiled paper) are transferred to a Recology composting facility in Solano County, where they are converted to soil amendment and compost. The remaining material that cannot

[142] SFPUC, 2010 UWMP, p. 34. The current consumption rate for residents in San Francisco is 50 gallons per day per capita. Commercial water use is estimated at 95 gallons per day per 1,000 sq. ft. of commercial land use (San Francisco Planning Department, Mission Bay Final EIR, Table L.3: Mission Bay Project Total Daily Water Demand, p. L.9). The anticipated new residential population of 422 persons x 50 gallons per day yields 21,100 gallons per day; and the 9,657 gsf [1,000 sq. ft.] of commercial uses x 95 yields 917 gallons per day. The anticipated total gallons per day usage for the proposed project would therefore be 22,207 gallons per day.

[143] The 2010 UWMP, pp. 66-69, projects that during normal precipitation years and multiple dry years, the SFPUC will have adequate supplies to meet projected demand through 2035.

[144] SFPUC, 2010 UWMP, pp. 70-72.

otherwise be reprocessed ("trash") is transported to Altamont Landfill east of Livermore in Alameda County.

Since 1988, when the City and County of San Francisco initially contracted for the disposal of 15 million tons of solid waste at the Altamont Landfill, the majority of municipal solid waste generated by San Francisco has been transported to the Altamont Landfill. The Altamont Landfill has a permitted maximum daily disposal capacity of 11,500 tons per day, a maximum permitted capacity of 62 million cubic yards, and a remaining permitted capacity of 46 million cubic yards (or 74 percent of its permitted capacity); its estimated closure date is January 1, 2025.[145] In 2013, approximately 1.45 million tons of waste was transported to Altamont Landfill.[146] In 2013, San Francisco generated approximately 476,424 tons of solid waste and sent approximately 372,205 tons to the Altamont Landfill, about 26 percent of the total volume of waste received at that facility.[147]

As of March 2013, San Francisco's remaining capacity at the Altamont Landfill was about one million tons out of the original 15 million ton capacity. At current disposal rates, San Francisco's available landfill space under the existing contract will run out in January 2016. In September 2015, San Francisco approved an Agreement with Recology, Inc. for the transport and disposal of the City's municipal solid waste at the Recology Hay Road Landfill in Solano County. The City began disposing its municipal solid waste at Recology Hay Road Landfill in January 2016, and that practice is anticipated to continue for approximately nine years, with an option to renew the Agreement thereafter for an additional six years.[148]

Recycling, composting, and waste reduction are expected to increasingly divert waste from the landfill, per California and local requirements. Under California's Integrated Waste Management Act (Assembly Bill 939) all jurisdictions were required to divert 50 percent of their waste streams from landfill disposal by 2000. San Francisco met this threshold in 2003 and increased it to 69 percent in 2005 and 70 percent in 2006. San Francisco had a goal of 75 percent solid waste diversion by 2010, which it exceeded at 80 percent diversion, and has a goal of 100 percent solid

[145] California Department of Resources Recycling and Recovery (CalRecycle), Facility/Site Summary Details: Altamont Landfill & Resource Recovery (01-AA-0009). Available online at http://www.calrecycle.ca.gov/SWFacilities/Directory/01-AA-0009/Detail/. Accessed June 22, 2015.

[146] CalRecycle, 2013 Landfill Summary Tonnage Report. Available online at http://www.calrecycle.ca.gov/SWFacilities/Landfills/tonnages. Accessed June 22, 2015.

[147] CalRecycle, Jurisdiction Diversion/Disposal Rate Detail. Available online at http://www.calrecycle.ca.gov/LGCentral/Reports/Viewer.aspx?P=OriginJurisdictionIDs%3d438%26ReportYear%3d2013%26ReportName%3dReportEDRSJurisDisposalByFacility. Accessed August 16, 2015.

[148] San Francisco Planning Department, Agreement for Disposal of San Francisco Municipal Solid Waste at Recology Hay Road Landfill in Solano County, Case No. 2014.0653E, Final Negative Declaration, July 21, 2015. Available online at http://sfmea.sfplanning.org/2014.0653E_Revised_FND.pdf. Accessed August 16, 2015.

waste diversion or "zero waste" to landfill or incineration by 2020.[149] In 2012, the target disposal rate for San Francisco residents and employees was 6.6 pounds/resident/day and 10.6 pounds/employee/day. Both of these targeted disposal rates were met in 2012 (the most recent year reported), with San Francisco generating about 2.9 pounds/resident/day and about 4.2 pounds/per employee/per day.[150]

The proposed project would be subject to the City's Mandatory Recycling and Composting Ordinance, which requires the separation of refuse into recyclables, compostables, and trash, thereby minimizing solid waste disposal and maximizing recycling and composting. Although the proposed project could incrementally increase total waste generation from the City by increasing the number of residents and employees at the project site, the increasing rate of diversion through recycling and other methods would result in a decreasing share of total waste that requires deposition into the landfill. Given this, and given the existing and potential future long-term capacity available at the applicable landfill(s), the solid waste generated by the proposed project during operation would not result in the landfill exceeding its permitted capacity, and the proposed project would result in a less-than-significant solid waste generation impact. No mitigation measures are necessary and this topic will not be discussed in the EIR.

As described in the **Section A, Project Description**, p. 31, construction activities would result in an estimated 9,800 cubic yards of excess soils from the excavation activities at the project site and 600 cubic yards of demolition debris. Excavated soil and other materials (e.g., asbestos and lead-based paint) that is classified as a hazardous would be would be taken to a Class I facility for disposal in accordance with applicable laws and regulations for the disposal of hazardous waste. Soil not classified as hazardous waste would be disposed in a Class III permitted landfill such as the Altamont Landfill, or, more likely, would be reused at another site.

The proposed project would be subject to the City's Construction and Demolition Debris Recovery Ordinance (San Francisco Ordinance No. 27-06), which requires mixed construction and demolition debris be transported by a Registered Transporter and taken to a Registered Facility that must recover for reuse or recycling and divert from landfill at least 65 percent of all received construction and demolition debris. The San Francisco Green Building Code also requires certain projects to submit a Recovery Plan to the Department of the Environment demonstrating recovery or diversion of at least 75percent of all demolition debris. The Altamont

[149] San Francisco Department of the Environment, Zero Waste Program, "San Francisco Sets North American Record for Recycling and Composting with 80 Percent Diversion Rate." Available online at http://www.sfenvironment.org/news/press-release/mayor-lee-announces-san-francisco-reaches-80-percent-landfill-waste-diversion-leads-all-cities-in-north-america. Accessed August 16, 2015.

[150] CalRecycle, Jurisdiction Diversion/Disposal Rate Detail. Available online at http://www.calrecycle.ca.gov/LGCentral/reports/diversionprogram/JurisdictionDiversionDetail.aspx?JurisdictionID=438&Year=2012. Accessed August 16, 2015. These data do not provide separate averages for residential and non-residential generation, but merely different metrics for averaging overall citywide waste generation.

Landfill and Corinda Los Trancos Landfill are registered facilities that can accept such waste from San Francisco. The Corinda Los Trancos Landfill has a permitted maximum daily disposal capacity of 3,598 tons of waste per day, a maximum permitted capacity of 69 million cubic yards, and a remaining capacity of approximately 26.9 million cubic yards (or 39 percent of its permitted capacity); its estimated closure date is January 1, 2018. In 2013, San Francisco sent approximately 34,393 tons to the Corinda Los Trancos Landfill.[151] Because the proposed project would be consistent with City ordinances and because the local landfills would have sufficient capacity to accept the remaining construction waste, the proposed project would be served by landfills with sufficient permitted capacity to accommodate the proposed project's solid waste disposal needs during construction. This impact would be less than significant. No mitigation measures are necessary and this topic will not be discussed in the EIR.

Impact UT-4: Construction and operation of the proposed project would follow all applicable statutes and regulations related to solid waste. (*No Impact*)

The California Integrated Waste Management Act of 1989 (Assembly Bill 939) requires municipalities to adopt an Integrated Waste Management Plan to establish objectives, policies, and programs related to waste disposal, management, source reduction, and recycling. Reports filed by the San Francisco Department of the Environment show that the City generated approximately 870,000 tons of waste material in 2000. By 2010, that figured decreased to approximately 455,000 tons. Waste diverted from landfills is defined as recycled or composted. San Francisco has a goal of 75 percent landfill diversion by 2010, and 100 percent by 2020.[152] As of 2012, 80 percent of San Francisco's solid waste was being diverted from landfills, indicating that San Francisco met the 2010 diversion target.[153]

San Francisco Construction and Demolition Ordinance (Ordinance No. 27-06) requires a minimum of 65 percent of all construction and demolition debris to be recycled and diverted from landfills. Furthermore, San Francisco Ordinance No. 100-09 (the Mandatory Recycling and Composting Ordinance) requires everyone in San Francisco to separate their solid waste into recyclables, compostables, and trash. The proposed project would be subject to and would comply with San Francisco Ordinance No. 27-06, San Francisco Ordinance No. 100-09, and all other applicable statutes and regulations related to solid waste. In addition, as discussed in **Section E.15, Hazards and Hazardous Materials**, soils from excavation activities could be classified as a California hazardous waste. Accordingly, the proposed project would be required

[151] CalRecycle, Jurisdiction Diversion/Disposal Rate Detail. Available online at http://www.calrecycle.ca.gov/LGCentral/Reports/Viewer.aspx?P=OriginJurisdictionIDs%3d438%26ReportYear%3d2013%26ReportName%3dReportEDRSJurisDisposalByFacility. Accessed August 16, 2015.

[152] San Francisco Department of the Environment, Zero Waste FAQ. Available online at http://www.sfenvironment.org/zero-waste/overview/zero-waste-faq. Accessed June 22, 2015.

[153] San Francisco Department of the Environment, Zero Waste Program, "San Francisco Sets North American Record for Recycling and Composting with 80 Percent Diversion Rate." Available online at http://www.sfenvironment.org/news/press-release/mayor-lee-announces-san-francisco-reaches-80-percent-landfill-waste-diversion-leads-all-cities-in-north-america. Accessed August 16, 2015.

to follow state and federal regulations related to the disposal of hazardous wastes, and hazardous wastes would be transported to a permitted disposal or recycling facility. The proposed project would comply with all applicable local, state, and federal laws and regulations pertaining to solid waste, and there would be no impact. This topic will not be discussed in the EIR.

Cumulative Impacts

Impact C-UT-1: The proposed project, in combination with past, present, and reasonably foreseeable future projects, would not result in a cumulative impact on utilities and service systems. (*Less than Significant*)

Cumulative development in the project vicinity would result in an intensification of land uses, a cumulative increase in water consumption, and a cumulative increase in wastewater and solid waste generation. The SFPUC has accounted for such growth in its water demand and wastewater service projections, and the City has implemented various programs to divert 80 percent of its solid waste from landfills. Nearby cumulative development projects would be subject to the same water conservation, wastewater discharge, recycling and composting, and construction demolition and debris ordinances applicable to the proposed project. Compliance with these ordinances would reduce the effects of nearby cumulative development projects to less-than-significant levels. For these reasons, the proposed project would not combine with past, present, and reasonably foreseeable future projects in the project vicinity to create a significant cumulative impact on utilities and service systems.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
11. PUBLIC SERVICES— Would the project:					
a) Result in substantial adverse physical impacts associated with the provision of, or the need for, new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any public services such as fire protection, police protection, schools, parks, or other services?	☐	☐	☒	☐	☐

The proposed project's impacts to parks and open spaces are discussed under **Section E.9, Recreation**. Impacts on other public services are discussed below.

Impact PS-1: The proposed project would not result in substantial adverse physical impacts associated with the provision of police protection, fire protection, schools, and library services in order to maintain acceptable service ratios, response times, or other performance objectives. (*Less than Significant*)

Police and Fire Protection

The San Francisco Fire Department (SFFD), headquartered at 698 Second Street, provides fire suppression services and unified emergency medical services (EMS) and transport, including basic life support and advanced life support services, in the City and County of San Francisco. The project site is within the service area of the San Francisco Fire Department's Battalion 3, and the closest fire station is Fire Station No. 1 at 935 Folsom Street, approximately 0.41 mile southeast of the project site.[154]

The San Francisco Police Department (SFPD), headquartered at 850 Bryant Street, provides police protection in the City and County of San Francisco. The project site is within the San Francisco Police Department's Tenderloin District, and the closest police station is the Tenderloin Police Station at 301 Eddy Street, 0.15 mile northwest of the project site.[155]

As stated in **Section E.2 Population and Housing**, p. 57, implementation of the proposed project would add about 422 residents and 31 employees on the project site, which could increase the demand for fire protection, emergency medical, and police protection services. However, the increase would be incremental, funded largely through project-related increases to the City's tax base, and would not be substantial given the overall demand for such services on a citywide basis. Fire protection, emergency medical, and police protection resources are regularly redeployed based on need in order to maintain acceptable service ratios. Moreover, the proximity of the project site to Fire Station No. 1 and the Tenderloin Police Station would help minimize Fire Department and Police Department response times should incidents occur at the project site. For these reasons, implementation of the proposed project would not require the construction of new or alteration of existing fire and police facilities. This impact would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Public Schools

The closest public schools to the project site are the Bessie Carmichael Elementary School and the Tenderloin Elementary School. Implementation of the proposed project would result in the construction of up to 186 dwelling units and an anticipated population increase of about 422 residents. Some of the new residents would consist of families with school-aged children who might attend schools operated by the San Francisco Unified School District (SFUSD), while others might attend private schools. The proposed project would generate about nine students for the SFUSD if all 186 dwelling units were market rate units; however, if the project sponsor were to meet the affordable housing requirements on site (164 market rate units and 22 BMR units)

[154] San Francisco Fire Department website, http://www.sf-fire.org/index.aspx?page=176#divisions. Accessed June 19, 2015.

[155] San Francisco Police Department website, http://sanfranciscopolice.org/index.aspx?page=796. Accessed June 19, 2015.

about 14 students would be added to the City's school-aged population.[156] The proposed project would generate an indirect and incremental increase in the demand for school services. The SFUSD is currently not a growth district, most facilities throughout the City are generally underutilized, and the SFUSD has more classrooms district-wide than are needed.[157] Furthermore, the proposed project would be required to pay a school impact fee based on the construction of net new residential square footage to fund SFUSD facilities and operations. For these reasons, implementation of the proposed project would not result in a substantial unmet demand for school facilities and would not require the construction of new or alteration of existing school facilities. This impact would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Libraries

The project-related increase in demand for library services would not be substantial given the overall demand for library services on a citywide basis. The San Francisco Public Library operates 28 branches throughout San Francisco,[158] and it is anticipated that the Main Library, which is 1,500 feet southwest of the project site, would be able to accommodate the minor increase in demand for library services generated by the 422 new residents. For these reasons, implementation of the proposed project would not require the construction of new or alteration of existing governmental facilities. This impact would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Cumulative Impacts

Impact C-PS-1: The proposed project, in combination with past, present, and reasonably foreseeable future projects, would not result in a cumulative impact on public services. (*Less than Significant*)

Cumulative development in the project vicinity would result in an intensification of land uses and a cumulative increase in the demand for fire protection, police protection, school services, and other public services. Implementation of the proposed project and reasonably foreseeable future projects would not exceed growth projections for San Francisco, as discussed in **Section E.2, Population and Housing**, pp. 60-61. The Fire Department, the Police Department, the SFUSD, and other City agencies have accounted and planned for such growth in providing public services to the residents of San Francisco. As a result, projected future development would not result in

[156] San Francisco Planning Department, *Transit Center District Plan and Transit Tower Final Environmental Impact Report*, Case No. 2007.0558E and 2008.0789E, May 24, 2012, p. 548. Based on student generation rates of 0.25 students for BMR units and 0.05 students for market rate units.

[157] San Francisco Unified School District, *Capital Plan FY 2010-2019*, September 2009, pp. 19-20. Available online at http://www.sfusd.edu/en/assets/sfusd-staff/about-SFUSD/files/capital-plan-final-2010-2019.pdf. Accessed June 19, 2015.

[158] San Francisco Public Library website, http://sfpl.org/index.php?pg=0000000501. Accessed June 19, 2015.

any service gap in citywide police, fire, and emergency medical services. And because there is no shortfall with respect to school or library services and because reasonably foreseeable projects would be subject to many of the same school impact fees pursuant to SB 50 there would not be any service gaps in citywide school and library services. For these reasons, the proposed project would not combine with past, present, and reasonably foreseeable future projects in the project vicinity to create a significant cumulative impact on public services.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
12. BIOLOGICAL RESOURCES— Would the project:					
a) Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service?	☐	☐	☐	☒	☐
b) Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, or regulations or by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service?	☐	☐	☐	☒	☐
c) Have a substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means?	☐	☐	☐	☐	☒
d) Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites?	☐	☐	☒	☐	☐
e) Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance?	☐	☐	☒	☐	☐
f) Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plan?	☐	☐	☐	☐	☒

The project site is located within a built urban environment and does not contain wetlands or wildlife habitat; nor are there any adopted Habitat Conservation Plans, Natural Community Conservation Plans, or other approved local, state, or regional habitat conservation plans applicable to the project site. Therefore, implementation of the proposed project could not

conflict with the provisions of any such plan, and Topics E.12(c) and E.12(f) are not applicable to the proposed project.

Impact BI-1: The proposed project would not have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations or by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service and would not have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, or regulations or by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service. (*No Impact*)

The project site is fully developed and located within a built urban environment. The project site does not include any candidate, sensitive, or special-status species, any riparian habitat, or other sensitive natural community identified in local or regional plans, policies, or regulations or by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service.

Implementation of the proposed project would not modify any natural habitat and would have no impact on any candidate, sensitive, or special-status species, or on any riparian habitat or other sensitive natural community. This topic will not be discussed in the EIR.

Impact BI-2: The proposed project would not interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites. (*Less than Significant*)

High-rise buildings are potential obstacles that can injure or kill birds in the event of a collision, and bird strikes are a leading cause of worldwide declines in bird populations. Planning Code Section 139, Standards for Bird-Safe Buildings, establishes building design standards to reduce avian mortality rates associated with bird strikes.[159] This ordinance focuses on location-specific hazards and building feature-related hazards. Location-specific hazards apply to buildings in, or within 300 feet of and having a direct line of sight to, an Urban Bird Refuge, which is defined as an open space "two acres and larger dominated by vegetation, including vegetated landscaping, forest, meadows, grassland, or wetlands, or open water." The project site is not in or within 300 feet of an Urban Bird Refuge, so the standards related to location-specific hazards are not applicable to the proposed project. Feature-related hazards, which can occur on buildings anywhere in San Francisco, are defined as freestanding glass walls, wind barriers, skywalks, balconies, and greenhouses on rooftops that have unbroken glazed segments of 24 square feet or larger. The proposed project would comply with the feature-related standards of Planning Code Section 139 by using bird-safe glazing treatment on 100 percent of any feature-related hazards.

[159] San Francisco Planning Department, Standards for Bird-Safe Buildings July 14, 2011. Available online at http://www.sf-planning.org/index.aspx?page=2506. Accessed June 19, 2015.

Migrating birds do pass through San Francisco, but the project site does not contain habitat to support migrating birds. Nesting birds, their nests, and eggs are fully protected by the California Fish and Game Code (Sections 3503 and 3503.5) and the federal Migratory Bird Treaty Act. Thus, the proposed project would be subject to the Migratory Bird Treaty Act. Given compliance with Planning Code Section 139, the proposed project would not interfere substantially with the movement of any native resident or migratory wildlife species or with established native resident or migratory wildlife corridors. This impact would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Impact BI-3: The proposed project would not conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance. (*Less than Significant*)

The San Francisco Board of Supervisors adopted legislation that amended the City's Urban Forestry Ordinance to require a permit from the Department of Public Works to remove any protected trees.[160] Protected trees include landmark trees, significant trees, or street trees located on private or public property anywhere within the territorial limits of the City and County of San Francisco. The designations are defined as follows:

- Landmark trees are designated by the Board of Supervisors upon the recommendation of the Urban Forestry Council, which determines whether a nominated tree meets the qualification for landmark designation by using established criteria (Section 810). Special permits are required to remove a landmark tree on private property or on City-owned property.
- Significant trees are those trees within the jurisdiction of the DPW, or trees on private property within 10 feet of the public right-of-way, that meet certain size criteria. To be considered significant, a tree must have a diameter at breast height of more than 12 inches, a height of more than 20 feet, or a canopy of more than 15 feet (Section 810(A)(a)). The removal of significant trees on privately owned property is subject to the requirements for the removal of street trees. As part of the determination to authorize removal of a significant tree, the Director of the Department of Public Works is required to consider certain factors related to the tree, including (among others) its size, age, species, and visual, cultural, and ecological characteristics (Section 810A(c)).
- Street trees are trees within the public right-of-way or on land within the jurisdiction of the Department of Public Works. Their removal by abutting property owners requires a permit.

The Market Street frontage of the project site includes seven existing street trees (all London Plane trees). There are no existing street trees along the Golden Gate Avenue frontage. There are no existing trees or other vegetation on the project site that would need to be removed as part of the proposed project. The proposed project would retain the seven existing street trees on the 35-foot-wide segment of its Market Street frontage. According to San Francisco Planning Code Section 138, the project sponsor would be required to plant six new street trees along the Market

[160] San Francisco Public Works Code, Article 16: Urban Forestry Ordinance, Section 808(a).

Street and Golden Gate Avenue frontages.[161] As shown on **Figure 4** on p. 8, implementation of the proposed project would result in the widening of the Golden Gate Avenue sidewalk; however, due to the presence of a vault under the eastern portion of the project site's Golden Gate Avenue frontage, only two new street trees would be planted along the expanded portion of the Golden Gate Avenue sidewalk. All new and/or replacement trees on the Market Street and Golden Gate Avenue frontages would be planted in accordance with the standards set forth in the Planning Code, the *Better Streets Plan*, the Better Market Street Project, the Safer Market Street Project, and the *Tenderloin-Little Saigon Neighborhood Transportation Plan*. As a result, the proposed project would not conflict with any local policies or ordinances that protect biological resources. This impact would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Cumulative Impacts

Impact C-BI-1: The proposed project, in combination with past, present, and reasonably foreseeable future projects, would not result in a cumulative impact related to biological resources. (*Less than Significant*)

Cumulative development in the project vicinity would result in the intensification of land uses within a dense urban environment that does not include any candidate, sensitive, or special-status species, any riparian habitat, or other sensitive natural community identified in local or regional plans, policies, or regulations or by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service. Cumulative development would add tall buildings that can injure or kill birds in the event of a collision. In addition, nearby cumulative development projects would result in the removal of existing street trees or other vegetation. However, nearby cumulative development projects would be subject to the same species and habitat protection plans, policies, or regulations as well as bird-safe building and urban forestry ordinances applicable to the proposed project. As with the proposed project, compliance with these ordinances would reduce the effects of nearby cumulative development projects to less-than-significant levels. Implementation of the proposed project would not modify any natural habitat and would have no impact on any candidate, sensitive, or special-status species, any riparian habitat, or other sensitive natural community. For these reasons, the proposed project would not combine with past, present, and reasonably foreseeable future projects in the project vicinity to create a significant cumulative impact related to biological resources. This topic will not be discussed in the EIR.

[161] San Francisco Planning Code Section 138.1(c)(1).

Topics:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
14. GEOLOGY AND SOILS— Would the project:					
a) Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving:					
i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? (Refer to Division of Mines and Geology Special Publication 42.)	☐	☐	☐	☒	☐
ii) Strong seismic ground shaking?	☐	☐	☒	☐	☐
iii) Seismic-related ground failure, including liquefaction?	☐	☐	☒	☐	☐
iv) Landslides?	☐	☐	☐	☒	☐
b) Result in substantial soil erosion or the loss of topsoil?	☐	☐	☒	☐	☐
c) Be located on geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse?	☐	☐	☒	☐	☐
d) Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code, creating substantial risks to life or property?	☐	☐	☐	☒	☐
e) Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater?	☐	☐	☐	☐	☒
f) Change substantially the topography or any unique geologic or physical features of the site?	☐	☐	☐	☒	☐
f) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature?	☐	☐	☒	☐	☐

There would be no use of septic tanks or alternative wastewater disposal systems at the project site. Therefore, Topic E.14(e) is not applicable to the proposed project.

The analysis in this section is based on a *Geotechnical Investigation* prepared for the proposed project by Langan Treadwell Rollo in 2014.[162] The scope of the report included reviewing, exploring, and analyzing the subsurface conditions regarding soil and groundwater at the project site.

The existing building sits on approximately two to five feet of fill that generally consists of very loose to medium dense sand with variable silt and clay content, and includes fragments of brick and concrete debris. The fill is underlain by about 10 to 20 feet of very loose to dense native sand, known locally as Dune sand. The Dune sand is underlain by about 10 to 15 feet of Marsh deposit, consisting of very soft to stiff sandy clay and loose to medium dense clayey sand. The bottom of the Marsh deposit was encountered at depths between about 33 to 35 feet below Market Street. The loose to medium dense sand in the Dune sand below the groundwater level and Marsh deposit could liquefy during a strong earthquake. The groundwater was observed at 27.5 feet below the existing first floor slab. Higher groundwater levels at the site likely represent perched groundwater on top of the Marsh deposit, a relatively impermeable clayey soil layer. Groundwater levels below the perched groundwater are likely influenced by seasonal fluctuations in rainfall.

Impact GE-1: The proposed project would result in less-than-significant impacts related to exposure of persons or structures to seismic and geologic hazards. (*Less than Significant*)

Fault Rupture

The project site is not within an Earthquake Fault Zone, as defined by the Alquist-Priolo Earthquake Fault Zoning Act, and no known fault or potentially active fault exists on the project site. In a seismically active area, such as the San Francisco Bay Area, the remote possibility exists for future faulting in areas where no faults previously existed. The *Geotechnical Investigation* found no evidence of active faulting on the project site and concluded that the risk of surface faulting and consequent secondary failure from previous unknown faults is low.[163] Therefore, the potential for surface fault rupture is low, and this impact would be less than significant. No mitigation measures are necessary and this topic will not be discussed in the EIR.

Ground Shaking

The major active faults in the area are the San Andreas, Hayward, San Gregorio, and Calaveras Faults. The project site is located approximately 11.7 miles from the San Andreas Fault, the closest mapped active fault in the project vicinity. The Working Group for California Earthquake

[162] Langan Treadwell Rollo, *Geotechnical Investigation, 1028 Market Street, San Francisco,* June 2, 2014 (hereinafter referred to as "*Geotechnical Investigation").* A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

[163] Langan Treadwell Rollo, *Geotechnical Investigation*, p. 11.

Probabilities estimates a 63 percent change of having one or more magnitude 6.7 magnitude or larger earthquakes in the San Francisco Bay Area over the next 30 years (2008-2038). During a major earthquake, strong to very strong ground shaking is expected to occur at the project site.[164]

Although the potential for strong to very strong seismic ground shaking is present, the intensity of earthquake ground motion in the vicinity of the project site would depend on the characteristics of the generating fault, the distance to the earthquake's epicenter, the magnitude and duration of the earthquake, and site geologic conditions. In the event of an earthquake that exhibits strong to very strong seismic ground shaking, considerable damage could occur to existing buildings on the project site, potentially injuring building occupants and neighbors. The proposed building would be designed in accordance with the site-specific recommendations determined by a site-specific design-level geotechnical investigation and would be constructed in conformance with accepted building and engineering standards, thereby ensuring the new building would withstand seismic damage from "strong" or "very strong" ground shaking. The final plans for the proposed building would be reviewed by the DBI, ensuring that seismically-induced ground shaking would be addressed in the building design process. DBI would also review the proposed building permit applications for compliance with the 2013 San Francisco Building Code and California Building Code, and for implementation of recommendations in the site-specific design-level geotechnical investigation that address seismic hazards. Damage and injury from ground shaking cannot be entirely avoided; however, adherence to current commercial and regulatory practices, including building code requirements, can reduce the potential for injury and damage. Therefore, the proposed project would not expose persons or structures to substantial adverse effects related to ground shaking and the impact would be less than significant. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Liquefaction

The site is within a liquefaction hazard zone, as designated by the California Geological Survey seismic hazard map for the area titled *State of California Seismic Hazard Zones, City and County of San Francisco, Official Map*, dated November 17, 2000.[165] These are areas where historic occurrence of liquefaction, or local geological, geotechnical, and groundwater conditions, indicate a potential for permanent ground displacements such that mitigation as defined in Public Resources Code Section 2693(c) would be required.

Soils beneath the project site (e.g., Dune sand and Marsh deposit) in combination with a high water table, could liquefy during a major earthquake and settlements would range from zero to

[164] Langan Treadwell Rollo, *Geotechnical Investigation*, p. 10.

[165] California Department of Conservation, California Geological Survey, CGS Information Warehouse: Regulatory Maps, San Francisco North, *State of California Seismic Hazard Zones, City and County of San Francisco, Official Map*, November 17, 2000. Available at http://gmw.consrv.ca.gov/shmp/download/quad/SAN_FRANCISCO_NORTH/maps/ozn_sf.pdf. Accessed July 23, 2015.

three inches during a major earthquake. This settlement could be erratic and may vary significantly across the site. Seismic settlement will affect various other aspects of the planned development, including utilities connections into the building, building entrances, and sidewalks. Design of these elements will need to incorporate the effects of the predicted differential settlements between the building and outside ground.

The *Geotechnical Investigation* sets forth criteria and recommendations for foundation design, site preparation, shoring, below-grade walls, floor slabs, and seismic design to address the ground-shaking, liquefaction, and settlement potential on the site. The *Geotechnical Investigation* found the site suitable for development as proposed, providing that its recommendations were incorporated into the design and construction of the proposed building. The proposed project would comply with the latest San Francisco Building Code, which incorporates the California Building Code requirements, to reduce the associated risk of property loss and hazards to occupants to a less-than-significant level.

Potential seismic and geologic hazards would be addressed through compliance with the San Francisco Building Code, as implemented through the DBI permitting process. The final building plans and the structural report would be reviewed by DBI prior to issuance of a building permit. To ensure compliance with all San Francisco Building Code provisions regarding structural safety, DBI would determine necessary engineering and design features for the project to reduce potential damage to structures from ground shaking, liquefaction, and compressibility. The DBI requirement for a geotechnical report and review of the building permit application would result in less-than-significant impacts related to liquefaction. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Seismically-Induced Landslides

The project site is flat and is not located within or near an area of seismically induced landslide susceptibility as identified in the Seismic Hazards Zone Map for the City and County of San Francisco.[166] Therefore, no impacts relating to seismically-induced landslides would occur. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Corrosive Soils

A corrosivity evaluation was also performed as part of the *Geotechnical investigation*. The results of the analyses indicate the fill at the site is corrosive, the Marsh deposit is "moderately" corrosive and the Dune sand is "mildly" corrosive. Unprotected steel and concrete elements in

[166] California Department of Conservation, California Geological Survey, CGS Information Warehouse: Regulatory Maps, San Francisco North, *State of California Seismic Hazard Zones, City and County of San Francisco, Official Map*, November 17, 2000. Available online at http://gmw.consrv.ca.gov/shmp/download/quad/SAN_FRANCISCO_NORTH/maps/ozn_sf.pdf. Accessed July 23, 2015.

contact with soil will corrode; thus, protection of foundations, utilities, and other structural elements would be required. With the proper protection of the foundation and structural elements against corrosion, any impacts related to the presence of corrosive soils would be less than significant. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Impact GE-2: The proposed project would not result in substantial soil erosion or the loss of topsoil and would not change substantially the topography or any unique geologic or physical features of the site. (*Less than Significant*)

The project site is entirely covered by impervious surfaces. Implementation of the proposed project would require excavation to the depth of about 23 feet below ground surface (bgs), and up to 9,800 cubic yards of excavated soil would be removed. Soil movement for site preparation and excavation activities could create the potential for wind- and water-borne soil erosion. The project site is relatively flat, and a partial basement extends below the existing building; therefore, substantial erosion would not be expected as a result of these activities. Furthermore, the construction contractor would be required to implement an erosion and sediment control plan for construction activities, in accordance with Article 4.1 of the San Francisco Public Works Code, to address sediment-laden construction-site stormwater runoff, as discussed in **Section E. 14, Hydrology and Water Quality**. The SFPUC must review and approve the erosion and sediment control plan prior to the plan's implementation, and the SFPUC would inspect the project site periodically to ensure compliance with the plan. Therefore, impacts related to soil erosion and changes to topography would be less than significant. No mitigation measures are necessary and this topic will not be addressed in the EIR.

Impact GE-3: The proposed project would not be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and would not potentially result in on- or off-site landslides, lateral spreading, subsidence, liquefaction, or collapse. (*Less than Significant*)

Foundations

Implementation of the proposed project would require excavation up to a depth of 23 feet bgs. Factors influencing the selection of a safe, economical foundation system with adequate capacities include the relatively compressible Marsh deposit; potentially liquefiable Dune sand and Marsh deposit; concerns regarding total and differential settlement under static loads; and the nearby Muni and BART tunnels.

The BART and Muni light rail tunnels run beneath Market Street and are located south of the project site. BART has an established zone of influence (BART ZOI) that extends outward from the edge of the train tunnel and within which they have jurisdictional review of construction plans for all proposed projects. The top of the Muni tunnel is approximately 33 feet below Market Street and the bottom of the BART tunnel is approximately 73 feet below Market Street. The tunnels are approximately 28 feet from the south (Market Street) property line, as measured from the closest point of the tunnel. The project site is within the BART ZOI. BART has developed

guidelines for construction near their subway structure, including soil redistribution, shoring, pile depth, vibration, monitoring, dewatering, and loading. Recommendations from the site-specific, design-level Geotechnical Investigation would be incorporated into the design and construction of the foundation and shoring systems for the proposed building, and BART staff would review the plans to ensure that these guidelines for construction within the BART ZOI are met.

Considering the potential for liquefaction and settlement to occur within Dune sand and Marsh deposit below the groundwater level, and the anticipated total and differential consolidation settlement, the proposed building would be supported by a deep foundation system consisting of a reinforced concrete mat bearing on non-displacement ACIP piles.[167] For the portion of the proposed building foundation within the BART ZOI, the mat would be designed as a structural slab that spans between pile caps and/or grade beams. Due to construction requirements for projects within the BART ZOI, drilling would be required to approximately 73 feet bgs (or 55 feet below the basement level) for the placement of soil-cement columns to support the reinforced concrete mat foundation. In order to meet requirements that there be no load transfer from the proposed building to the BART and Muni tunnels a permanent void or casing to at least 10 feet below the BART ZOI is required.

Below-grade excavation would require temporary shoring to support the planned cuts. The recommended shoring system is a soldier pile and lagging system[168] with intermittent DSM columns in combination with underpinning. Where the planned excavation extends below the adjacent buildings' foundations (the five-story building at 1000 Market Street to the east and the two-story structure at 1066 Market Street to the west) and a soldier pile and lagging system is used for temporary shoring, these buildings would be underpinned, as necessary.

In addition to the review and approval process for project construction within the BART ZOI, as described above, the San Francisco Department of Building Inspection (DBI) would review the proposed project's final building foundation design and the site-specific, design-level Geotechnical Investigation to ensure compliance with San Francisco Building Code provisions related to structural safety. As part of the DBI review process of the site-specific, design-level Geotechnical Investigation and building plans for the proposed project, DBI would determine the adequacy of engineering and design features and whether additional background studies, such as site-specific soil reports, would be required in conjunction with permit applications. Past

[167] ACIP piles are installed by drilling to the required depth with a hollow-stem, continuous-flight auger. When the auger reaches the required depth, cement grout or concrete is injected through the bottom port of the hollow stem auger. Grout or concrete is injected continuously as the augers, still rotating in a forward direction, are slowly withdrawn, replacing the soil removed by the drilling operation. While the grout is still fluid, a steel reinforcing cage is inserted into the shaft. ACIP piles can range in diameter; however, 18- and 24-inch-diameter ACIP piles are typical.

[168] Steel H-shaped soldier piles are installed in pre-drilled holes along the face of a planned cut to support timber lagging boards placed horizontally between the soldier piles during excavation. The soldier piles are braced for deep excavations with tie-back anchors that are secured in place behind the face of the planned cut.

geological and geotechnical investigations would also be available for use by the DBI during its review of building permits for the project site. Background information provided to DBI would provide for the security and stability of adjoining properties as well as the subject property during construction. Therefore, potential damage to structures (including existing adjacent structures) from geologic hazards on the project site would be addressed through the DBI requirement for a site-specific, design-level Geotechnical Investigation and review of the building permit application, pursuant to its implementation of the Building Code, ensuring that this impact would be less than significant. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Dewatering

Perched groundwater was encountered at 27.5 feet below the existing first floor slab. The perched groundwater is likely the result of the Marsh deposit, a relatively impermeable clayey soil layer. It is anticipated that limited, if any, dewatering would be required. If the groundwater level is lowered outside of the property boundary during dewatering, in the vicinity of the BART and MUNI tunnel, the groundwater level would need to be monitored, and recharging of groundwater near the tunnels may be required, pending review and approval by BART.

If dewatering were to be required during construction, it would be subject to the requirements of the City's Industrial Waste Ordinance (Ordinance Number 199-77), requiring that groundwater meet specified water quality standards before it may be discharged into the sewer system. The Bureau of Environmental Regulation and Management of the SFPUC must be notified of projects necessitating dewatering, and may require groundwater analysis before discharge. Potential degradation of groundwater quality as a result of dewatering during project construction would be addressed through the Bureau of Environmental Regulation and Management requirement for retention of groundwater pumped from the project site in a holding tank, and analysis of the quality of this groundwater before it is discharged to the combined sanitary and storm drain sewer system.

Should dewatering be necessary, the final soils report would address the potential settlement and subsidence impacts of this dewatering. Based on this discussion, the soils report would determine whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey were recommended, DBI would require that a Special Inspector (as defined in Article 3 of the Building Code) be retained by the project sponsor to perform this monitoring. Groundwater observation wells might be installed to monitor potential settlement and subsidence. If, in the judgment of the Special Inspector, unacceptable movement were to occur during construction, groundwater recharge would be used to halt this settlement. The project sponsor would delay construction if necessary. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsor. If dewatering were necessary, the project sponsor and its contractor would follow the geotechnical engineers' recommendations regarding

dewatering to avoid settlement of adjacent streets, utilities, and buildings that could potentially occur as a result of dewatering.

For the reasons discussed above, adherence to state, regional, and local Building Codes and guidelines for the design and construction of the proposed project would ensure that it would not be subject to material impairment as a result of being located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project. Adherence to these requirements would also ensure that the proposed project's impacts related to the foundation design in relation to the BART ZOI, dewatering, and building load and their potential to create on- or off-site landslides, lateral spreading, subsidence, liquefaction, or collapse would be less than significant. No mitigation measures are necessary and this topic will not be discussed in the EIR.

Impact GE-4: The proposed project would not be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code, creating substantial risks to life or property. (*No Impact*)

The City and County of San Francisco is within an area where less than 50 percent of the soil consists of clay having high swelling potential, i.e., expansive soils. Expansive soils are those that shrink or swell substantially with changes in moisture content and generally contain a high percentage of clay particles. Based on the subsurface information currently available from geotechnical investigations of nearby sites, the project site is likely predominantly underlain by sand and it is therefore unlikely that expansive clay exists at the site. Therefore, the potential for substantial risks to life or property related to the presence of expansive soils would not exist and there would be no impact. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Impact GE-5: Construction activities for the proposed project could directly or indirectly result in damage to, or destruction of, as-yet unknown paleontological resources or sites or unique geologic features, should such resources, sites, or features exist on or beneath the project site. *(Less than Significant)*

The project site is located in a thoroughly urbanized area and is developed to the property line with a two-story commercial building (including a partial basement). As such, no rock outcroppings or exposures of undisturbed sediments occur on or near the project site, nor are there any unique geologic features present. Therefore, the proposed project would have no impact on unique geologic features. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Paleontology is a multidisciplinary science that combines elements of geology, biology, chemistry, and physics in an effort to understand the history of life on earth. Paleontological resources are the fossilized remains or traces of animals, plants, and invertebrates, including their imprints, from a previous geological period. The fossil record is the only evidence that life on

earth has existed for more than 3.6 billion years. Fossils are considered non-renewable resources because the organisms from which they derive no longer exist. Thus, once destroyed, a paleontological resource can never be replaced.

Paleontological resources are lithologically dependent; that is, deposition and preservation of paleontological resources are related to the lithologic unit in which they occur. If the rock types representing a deposition environment conducive to deposition and preservation of fossils are not favorable, fossils will not be present. Lithological units that may be fossil-bearing include sedimentary and volcanic formations.

There are no known paleontological resources (fossils) at the project site. As described in the *Geotechnical Investigation*, the project site is underlain by approximately two to five feet of fill, 10 to 20 feet of loose to medium dense sand, referred to as Dune sand, and 10 to 15 feet of Marsh deposit consisting of very soft to stiff sandy clay and loose to medium dense clayey sand. Beneath the Marsh deposit is a dense to very dense silty sand to the maximum depth explored (76.5 feet below street-grade) referred to as the Colma formation.[169] These formations are not fossil-bearing and thus do not exhibit the potential to contain fossils.

Excavation would not go beyond 16 feet bgs except along the north portion of the site closest to Golden Gate Avenue where there is an existing partial basement. At that location, excavation for the parking stacker pit would extend up to 23 feet bgs. Due to construction requirements for projects located within the BART ZOI, drilling to approximately 73 feet bgs (into the dense sands of the Colma formation that underlies the Marsh deposit) would be required to place soil-cement columns that would support the reinforced concrete mat foundation at the required depth below the BART ZOI line (10-foot minimum).

The limited excavation for the proposed project (including drilling to approximately 73 feet bgs for the placement of the soil-cement columns) would not be expected to adversely affect paleontological resources because it would not extend into fossil-bearing formations (i.e., into lithological units or rock types representing a deposition environment conducive to deposition and preservation of fossils). Thus, due to the low potential for encountering fossils, the proposed project would have a less-than-significant impact on paleontological resources. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Cumulative Impacts

Impact C-GE-1: The proposed project, in combination with past, present, and reasonably foreseeable future projects, would not result in a cumulative impact related to geology and soils. (*Less than Significant*)

[169] Langan Treadwell Rollo, *Geotechnical Investigation*, pp. 5-6, Figure 3, and Appendix A.

The proposed project would result in less-than-significant impacts related to the exposure of persons or structures to seismic and geologic hazards and site-specific hazards such as unstable soils; soil erosion and the loss of topsoil; alterations to the topography or any unique geologic or physical features of the site; and the loss of paleontological resources. In addition, geology and soils impacts are generally site-specific and localized and do not have cumulative effects with other projects. Therefore, the proposed project would not make a considerable contribution to related cumulative impacts, if any. Other reasonably foreseeable future project's building plans would be reviewed by DBI and BART (if within the BART ZOI), and potential geologic hazards would be addressed during the building permit review process. As discussed above under **Impact GE-5**, the proposed project would have a less-than-significant impact on paleontological resources; therefore, it could not contribute to a significant cumulative impact or combine with past, present, and reasonably foreseeable future development projects to generate a significant cumulative impact on paleontological resources. Therefore, the cumulative impacts to geology and soils would be less than significant.

In summary, the proposed project would have a less-than-significant impact on exposing people or structures to potential substantial adverse effects related to geology and soils or the destruction of paleontological resources or unique geologic features. The proposed project would not be located on unstable soil, or soil that would become unstable as a result of the project. The project would not be located on expansive soil, have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems, or substantially change the topography or any unique geologic or physical features of the site.

For all of the above reasons, the proposed project would result in less-than-significant project-specific and cumulative impacts related to geology and soils. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
14. HYDROLOGY AND WATER QUALITY— Would the project:					
a) Violate any water quality standards or waste discharge requirements?	☐	☐	☒	☐	☐
b) Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted)?	☐	☐	☒	☐	☐

Topics:		Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
c)	Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner that would result in substantial erosion of siltation on- or off-site?	☐	☐	☒	☐	☐
d)	Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner that would result in flooding on- or off-site?	☐	☐	☒	☐	☐
e)	Create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff?	☐	☐	☒	☐	☐
f)	Otherwise substantially degrade water quality?	☐	☐	☒	☐	☐
g)	Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other authoritative flood hazard delineation map?	☐	☐	☒	☐	☐
h)	Place within a 100-year flood hazard area structures that would impede or redirect flood flows?	☐	☐	☒	☐	☐
i)	Expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam?	☐	☐	☐	☒	☐
j)	Expose people or structures to a significant risk of loss, injury or death involving inundation by seiche, tsunami, or mudflow?	☐	☐	☐	☒	☐

Impact HY-1: The proposed project would not violate any water quality standards or waste discharge requirements or otherwise substantially degrade water quality. (*Less than Significant*)

The proposed project's foundation system would require excavation up to a depth of approximately 23 feet bgs. Because the groundwater level may vary due to the annual amount of rainfall, it is unknown if groundwater would be present during excavation. If any groundwater is encountered during construction of the proposed project, it would be subject to requirements of the San Francisco Industrial Waste Ordinance (Ordinance No. 199-77), which requires that groundwater discharges meet specified water quality standards before they may be discharged into the combined stormwater/sewer system. The SFPUC's Bureau of Systems Planning, Environment, and Compliance must be notified of projects necessitating dewatering and may require water analysis before discharge.

Construction activities such as excavation, earthmoving, and grading would expose soil and could result in erosion and excess sediments being carried in stormwater runoff to the combined stormwater/sewer system. In addition, stormwater runoff from temporary on-site use and storage of vehicles, fuels, wastes, and other hazardous materials could carry pollutants to the combined stormwater/sewer system if proper handling methods were not employed. Runoff from the project site would drain into the City's combined stormwater/sewer system, ensuring that such runoff is properly treated to meet the City's 2008 Bayside NPDES Permit and USEPA Combined Sewer Overflow Control Policy. In addition, the project sponsor would be required to prepare a Stormwater Pollution Prevention Plan (SWPPP) that would be reviewed, approved, and enforced by the SFPUC. The SWPPP would specify best management practices and erosion and sedimentation control measures to prevent sediment from entering the City's combined stormwater/sewer system. The City of San Francisco's Construction Runoff Control Program would enforce City requirements through periodic and unplanned site inspections. Compliance with these regulatory requirements would ensure that water quality impacts related to violation of water quality standards or degradation of water quality due to discharge of construction-related stormwater runoff would be less than significant. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Impact HY-2: The proposed project would not substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level. (*Less than Significant*)

As discussed under **Section E.13, Geology and Soils**, groundwater depths vary due to annual rainfall fluctuations. Dewatering of excavations during construction may occur and could temporarily lower groundwater levels in the project vicinity. However, any effects of groundwater dewatering would be temporary, and, once dewatering is completed, groundwater levels would return to normal. In addition, the proposed project would not rely on wells for its water supply; it would be connected to existing SFPUC infrastructure. The existing building and proposed project both cover the entire project site, representing no change in groundwater recharge. As a result, the proposed project would not deplete groundwater supplies or substantially interfere with groundwater recharge. This impact would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Impact HY-3: The proposed project would not substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner that would result in substantial erosion, siltation, or flooding on- or off-site. (*Less than Significant*)

The Mid-Market area has been developed since the late 1800s. Since the project site and the project vicinity are covered by impervious surfaces, the proposed project would not alter drainage patterns in a manner that would result in substantial erosion, siltation, or flooding. Runoff from the project site would drain into the City's combined stormwater/sewer system. This impact

would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Impact HY-4: The proposed project would not create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff. (*Less than Significant*)

The project site has been occupied by a two-story commercial building (built to the property line) since 1907. Similar to the existing building, the proposed building footprint would cover the entire project site; thus, implementation of the proposed project would not result in an increase in impervious surfaces. The City's Stormwater Management Ordinance (Ordinance No. 83-10) requires the proposed project to maintain, reduce, or eliminate the existing volume and rate of stormwater runoff discharged from the project site. To achieve this objective, the proposed project would implement and install appropriate stormwater management systems that retain runoff on site, promote stormwater reuse, and limit (or eliminate altogether) site discharges from entering the City's combined stormwater/sewer system. Compliance with the City's Stormwater Management Ordinance would ensure that the proposed project would not create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff. This impact would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Impact HY-5: The proposed project would not place housing within a 100-year flood hazard area and would not place within a 100-year flood hazard area structures that would impede or redirect flood flows. (*Less than Significant*)

Flood risk assessment and some flood protection projects are conducted by federal agencies, including the Federal Emergency Management Agency (FEMA) and the U.S. Army Corps of Engineers. The flood management agencies and cities implement the National Flood Insurance Program under the jurisdiction of FEMA and its Flood Insurance Administration.

In September 2007, FEMA published Preliminary Flood Insurance Rate Maps for the City and County of San Francisco.[170] Flood Insurance Rate Maps identify areas that are subject to inundation during a flood having a 1.0 percent chance of occurrence in a given year (also known as a "base flood" or "100-year flood"). FEMA refers to the floodplain that is at risk from a flood of this magnitude as a Special Flood Hazard Area. FEMA has tentatively identified Special Flood Hazard Area along the City's shoreline in and along San Francisco Bay consisting of Zone A (areas subject to inundation by tidal surge) and Zone V (areas of coastal flooding subject to wave hazards).

[170] City and County of San Francisco, General Services Agency, Risk Management, San Francisco Floodplain Management Program, FEMA Preliminary Flood Insurance Rate Maps, September 2007. Available online athttp://sfgov.org/sfc/riskmanagement/index_828_8a9d.html. Accessed June 18, 2015

On June 10, 2008, legislation was introduced at the San Francisco Board of Supervisors to enact a Floodplain Management Ordinance to govern new construction and substantial improvements in flood-prone areas of San Francisco and to authorize the City's participation in the National Flood Insurance Program upon passage of the ordinance. In July 2008, the Department of Public Works prepared interim floodplain maps to support the implementation of the Floodplain Management Ordinance.[171] On August 5, 2008, the San Francisco Board of Supervisors adopted legislation to enact a Floodplain Management Ordinance. On March 23, 2010, the ordinance was amended to include additional construction standards and language regarding floodplain and flood-prone area maps.[172] The Department of Public Works will publish flood maps for the City to replace the interim floodplain maps. Applicable City departments and agencies have begun implementing new construction and substantial improvements in areas shown on the interim floodplain map.

The project site is not located within a flood zone designated on the City's interim floodplain map.[173] The proposed project would not place housing within a 100-year flood hazard area and would not place within a 100-year flood hazard area structures that would impede or redirect flood flows. The project site is within an area identified by the SFPUC as prone to flooding during storms.[174] During the building permit review process, the SFPUC would require design features necessary to minimize the potential of a sewer backup during storm events and minimize the potential of street storm flow from entering the property. This impact would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Impact HY-6: The proposed project would not expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam. (*No Impact*)

There are no dams or levees near the project site. As shown on Map 6, Potential Inundation Areas Due to Reservoir Failure, in the Community Safety Element of the *General Plan*, the project site would not be flooded in the event that an existing reservoir fails.[175] Thus,

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[171] City and County of San Francisco, General Services Agency, Risk Management, San Francisco Floodplain Management Program, San Francisco's Interim Floodplain Maps, July 2008. Available online at http://sfgov.org/sfc/riskmanagement/index_828_8a9d.html. Accessed June 18, 2015.

[172] San Francisco Board of Supervisors, Ordinance No. 56-10, adopted March 23, 2010. Available online at http://www.sfbos.org/ftp/uploadedfiles/bdsupvrs/ordinances10/o0056-10.pdf. Accessed June 29, 2015.

[173] City and County of San Francisco, General Services Agency, Risk Management, San Francisco Floodplain Management Program, San Francisco's Interim Floodplain Map, Northeast, Final Draft, July 2008. Available online at http://sfgov.org/sfc/riskmanagement/index_828_8a9d.html?page=828. Accessed June 18, 2015.

[174] San Francisco Planning Department, Planning Director Bulletin No. 4: Review of Projects in Areas Prone to Flooding, April 2007. Available online at http://www.sf-planning.org/ftp/files/publications_reports/DB_04_Flood_Zones.pdf. Accessed June 18, 2015.

[175] San Francisco Planning Department, *San Francisco General Plan*, Community Safety Element, Map 6, Potential Inundation Areas Due to Reservoir Failure, p. 17. Available online at http://www.sf-planning.org/ftp/General_Plan/Community_Safety_Element_2012.pdf. Accessed June 18, 2015.

implementation of the proposed project would not expose people or structures to a significant risk of loss, injury, or death involving flooding as the result of the failure of a levee or dam, and no impact would occur. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Impact HY-7: The proposed project would not expose people or structures to a significant risk of loss, injury or death involving inundation by seiche, tsunami, or mudflow. (*No Impact*)

As shown on Map 5, Tsunami Hazard Zones, San Francisco, 2012, in the Community Safety Element of the *General Plan*, the project site is not within a tsunami hazard zone.[176] Furthermore, the project site would not be in the inundation zone for sea level rise of 16 inches by 2050, or 55 inches by 2100 as forecasted by the San Francisco Bay Conservation and Development Commission and mapped by the National Oceanic and Atmospheric Administration.[177,178] As a result, the proposed project would not expose people or structures to a significant risk of loss, injury, or death involving inundation by seiche, tsunami, mudflow, or sea level rise, and no impact would occur. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Cumulative Impacts

Impact C-HY-1: The proposed project, in combination with past, present, and reasonably foreseeable future projects, would not result in a cumulative impact related to hydrology and water quality. (*Less than Significant*)

Cumulative development in the project vicinity would result in an intensification of land uses, a cumulative increase in water consumption, and a cumulative increase in wastewater generation. The SFPUC has accounted for such growth in its service projections. Nearby cumulative development projects would be subject to the same water conservation, stormwater management, and wastewater discharge ordinances applicable to the proposed project. As with the proposed project, compliance with these ordinances would reduce the effects of nearby cumulative development projects to less-than-significant levels. For these reasons, the proposed project would not combine with past, present, and reasonably foreseeable future projects in the project vicinity to create a significant cumulative impact related to hydrology and water quality. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

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[176] San Francisco Planning Department, *San Francisco General Plan*, Community Safety Element, Map 5, Tsunami Hazard Zones, San Francisco, 2012, p. 15. Available online at http://www.sf-planning.org/ftp/General_Plan/Community_Safety_Element_2012.pdf. Accessed June 18, 2015.

[177] National Oceanic and Atmospheric Administration, Sea Level Rise and Coastal Flooding Impacts, Data Viewer. Available online at http://coast.noaa.gov/slr/. Accessed June 18, 2015.

[178] San Francisco Bay Conservation and Development Commission, *Living with a Rising Bay: Vulnerability and Adaptation in San Francisco Bay and on its Shoreline*, p. 23, October 6, 2011. Available online at http://www.bcdc.ca.gov/BPA/LivingWithRisingBay.pdf. Accessed June 18, 2015.

Topics:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
15. HAZARDS AND HAZARDOUS MATERIALS— Would the project:					
a) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?	☐	☐	☒	☐	☐
b) Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?	☐	☐	☒	☐	☐
c) Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school?	☐	☐	☐	☒	☐
d) Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment?	☐	☐	☐	☒	☐
e) For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard for people residing or working in the project area?	☐	☐	☐	☐	☒
f) For a project within the vicinity of a private airstrip, would the project result in a safety hazard for people residing or working in the project area?	☐	☐	☐	☐	☒
g) Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?	☐	☐	☒	☐	☐
h) Expose people or structures to a significant risk of loss, injury or death involving fires?	☐	☐	☒	☐	☐

The project site is not located within an area covered by an airport land use plan, within two miles of a public airport or a public use airport, or in the vicinity of a private airstrip. Therefore, Topics E.15(e) and E.15(f) are not applicable to the proposed project.

A *Phase I Environmental Site Assessment* (ESA) was conducted at 1028 Market Street by Environmental Service in 2013.[179] The analysis in this section is based on the Phase I ESA.

Impact HZ-1: The proposed project would not create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials. (*Less than Significant*)

The proposed project's residential and retail/restaurant uses would involve the use of relatively small quantities of hazardous materials such as paints, cleaners, toners, solvents, and disinfectants for routine purposes. These products are labeled to inform users of potential risks and to instruct them in appropriate handling procedures. Routine use consumes or neutralizes most of these materials resulting in little hazardous waste. Businesses are required by law to ensure employee safety by identifying hazardous materials in the workplace, providing safety information to workers who handle hazardous materials, and adequately training all employees. For these reasons, the proposed project would not create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials. Thus, impacts would be less than significant. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Impact HZ-2: The proposed project would not create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment. (*Less than Significant*)

Prior Uses of the Site

Based on historic topographic maps and Sanborn Fire Insurance Maps, by 1887 the project site was developed with two large stores at 1230-1234 Market Street, and several smaller stores at 1220-1226 Market Street. The site was improved, filled in, and had no discernible area between the previously identified buildings. Presumably many of these improvements were lost in the 1906 earthquake, as the existing building located at 1028 Market Street, known historically as the Golden Gate Building, was built in 1907. In addition, the addresses associated with the project site changed between 1897 and 1907, when the current building was constructed soon after the 1906 earthquake. The Golden Gate Building's original use was for ground-level stores and an upstairs loft warehouse. Subsequently, building alterations were completed to accommodate a movie theatre, and it has housed several movies theatres, intermittently, between 1923-1990. Other historical uses in the building include restaurants, retail, dry cleaning, and a billiard hall.

Past dry-cleaning operations at the project site are possible from 1935-1944. The operations are not obviously associated with transfer equipment or tetrachloroethylene (PCE). The Phase I ESA

[179] Environmental Service, *Phase I Environmental Site Assessment of 1028-1056 Market Street, San Francisco*, March 21, 2013 (hereinafter referred to as "*Phase I ESA*"). A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

indicated that it is unlikely that commercial PCE-based transfer dry cleaning equipment was used at the locations due to their historical timeframe prior to PCE-use. Clothes pressing and "spotting" are more likely in the context of pre-World War II dry cleaning.[180] Nearby operations at 40 Golden Gate Avenue (1925-1959) and 151 Turk Street (1940-1954) could potentially also have entailed a dry cleaning call-office or on-premises dry cleaning. However, the adjacent sites would pose a reduced or minimal risk of environmental impairment, as periods of operation either pre-date PCE use or only slightly overlap the beginning of its common usage.

The Environmental Data Resources (EDR) search of the State Water Resources Control Board leaking underground storage tank (LUST) database reported eight unique cases within a ½-mile of the project site. All of the eight cases are considered closed and closure letters have been issued.[181] No environmental risk is associated with the reported LUSTs.

The space located at 35 Golden Gate Avenue on the adjoining eastern parcel, now the San Christina Building at 1000 Market Street, was reported in the EDR search as an auto repair site. However, there are no obvious indicators, such as a roll-up door or old sign that corroborates this past use. Independent searches of historic San Francisco City Directories showed that there was no automotive repair listing at 35 Golden Gate Avenue.[182]

Hazardous materials are not anticipated to be encountered on site based on the conclusions of the Phase 1 ESA. Nevertheless, if encountered, the abatement of hazardous materials is regulated by local, state, and federal regulations.

Asbestos-Containing Materials

The project site is occupied by a building that was constructed in 1907. Given the age of the existing building, asbestos-containing materials were likely utilized during building construction and remodeling (prior to 1980). Approximately 0.8 tons of asbestos-containing ceiling surface material was removed and disposed of according to a permit record from 2009.[183] An unspecified quantity of ceiling surfacing was also removed from the second floor in 1990. However, a recent screening identified asbestos in floor coverings, window putty, pipe insulation, joint compound, and restroom mirror mastic within the existing building.[184]

The California Department of Toxic Substance Control considers asbestos hazardous and removal is required. Asbestos-containing materials must be removed in accordance with local and state regulations, BAAQMD, the California Occupational Safety and Health Administration (CAL

[180] Environmental Service, *Phase I ESA*, p. 2.
[181] Environmental Service, *Phase I ESA*, p. 19.
[182] Environmental Service, *Phase I ESA*, p. 2.
[183] Environmental Service, *Phase I ESA*, p. 21.
[184] Environmental Service, *Phase I ESA*, p. 27.

OSHA), and California Department of Health Services requirements. This includes materials that could be disturbed by the proposed demolition and construction activities.

Specifically, Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable federal regulations regarding hazardous air pollutants, including asbestos. The California legislature vests the BAAQMD with the authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and the BAAQMD is to be notified ten days in advance of any proposed demolition or abatement work. Any asbestos-containing material disturbance at the project site would be subject to the requirements of BAAQMD Regulation 11, Rule 2: Hazardous Materials—Asbestos Demolition, Renovation, and Manufacturing. The local office of CAL OSHA must also be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow state regulations contained in Title 8 of California Code of Regulations Section 1529 and Sections 341.6 through 341.14, where there is asbestos related work involving 100 gsf or more of asbestos-containing material. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services. The contractor and hauler of the material are required to file a Hazardous Waste Manifest that details the hauling of the material from the site and the disposal of it. Pursuant to California law, DBI would not issue the required permit until the applicant has complied with the requirements described above.

These regulations and procedures already established as part of the building permit review process would ensure that any potential impacts due to asbestos would be reduced to a less-than-significant level. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Lead-Based Paint

For buildings constructed prior to 1978, it is highly likely that lead-based paint was used in their construction. A previous survey found detectable lead concentrations in interior and exterior paint samples at the project site.[185] Work that could result in disturbance of lead-based paint must comply with Section 3423 of the Building Code, Work Practices for Exterior Lead-Based Paint on Pre-1979 Buildings and Steel Structures. Section 3423 identifies prohibited practices that may not be used in disturbance or removal of lead paint, and notification requirements. Where there is any work that may disturb or remove lead paint on the exterior of any building, or the interior of occupied buildings built prior to or on December 31, 1978, Section 3407 requires specific notification and work standards and identifies prohibited work methods and penalties.

[185] Environmental Service, *Phase I ESA*, p. 29.

These regulations and procedures, already established as part of the review process for building permits, would ensure that potential impacts of the proposed project due to the presence of lead-based paint would be reduced to a less-than-significant level. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Radon

The Phase I ESA did not test for the presence of naturally-occurring environmental hazards (e.g., radon). However, the Phase I ESA conducted a search based on the Radon Database for California for the nearby zip codes 94101-94105, in which the project site is located. One of 68 tests for radon within the search area was reported to have a radon level greater than or equal to 4 picocurries per liter, the USEPA action level. Based on the radon survey data, there is not an expectation or likelihood that radon levels would exceed the USEPA action level. Therefore, radon does not pose an environmental risk and there would be no impact on the proposed project. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

In conclusion, compliance with applicable federal, state, and local regulations would ensure that implementation of the proposed project would not create a significant hazard to the public or the environment through reasonably foreseeable conditions involving the release of hazardous materials into the environment. This impact would be less than significant. No mitigation measures are necessary and this topic will not be discussed in the EIR.

Impact HZ-3: The proposed project would not emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school. (*No Impact*)

There is one school within a ¼-mile radius of the project site – the private DeMarillac Academy (approximately 590 feet west of the project site). No schools are proposed for development within a ¼-mile radius of the project site. As discussed under **Impact HZ-1**, the proposed project would include the use of common household items in quantities too small to create a significant hazard to the public or the environment. The proposed residential and retail/restaurant uses would not generate hazardous emissions and would not be expected to handle hazardous or acutely hazardous materials, substances, or waste within a ¼-mile radius of an existing or proposed school. Any hazardous materials currently on the site, such as asbestos or lead-based paint, would be removed during or prior to demolition of the existing building and prior to project construction, and would be handled in compliance with applicable laws and regulations, as described under **Impact HZ-2**. There would be no potential for such materials to affect the nearest school. Thus, the proposed project would have no impact with respect to the handling of hazardous materials within ¼-mile radius of an existing or proposed school. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Impact HZ-4: The project site is not included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would not create a significant hazard to the public or the environment. (*No Impact*)

The project site was listed on the Hazardous Waste Information System (HazNet) database. As discussed under **Impact HZ-2**, records indicate the transport and disposal of 0.8 tons of asbestos-containing material in 2009. An unspecified quantity of asbestos-containing ceiling surfacing was also removed from the second floor in 1990. These actions indicate the proper removal and disposal of asbestos-containing material and do not represent a significant hazard to the public or the environment. Any remaining asbestos-containing materials would be abated prior to demolition of the existing building, as discussed under **Impact HZ-2**. The project site was not listed on any other State hazardous materials databases. Therefore, the proposed project would have no impact with respect to creating a significant hazard to the public or the environment. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Impact HZ-5: The proposed project would not impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan and would not expose people or structures to a significant risk of loss, injury, or death involving fires. (*Less than Significant*)

In San Francisco, fire safety is ensured through the provisions of the Building Code and the Fire Code. During the review of the building permit application, the DBI and the Fire Department would review the project plans for compliance with all regulations related to fire safety, which may include the development of an emergency procedure manual or an exit drill plan for the residents and employees of the proposed project. Compliance with fire safety regulations would ensure that the proposed project would not impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan or expose people or structures to a significant risk of loss, injury, or death involving fires. This impact would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

Cumulative Impacts

Impact C-HZ-1: The proposed project, in combination with past, present, and reasonably foreseeable future projects, would not result in a cumulative impact related to hazards and hazardous materials. (*Less than Significant*)

Environmental impacts related to hazards and hazardous materials are generally site-specific. Nearby cumulative development projects would be subject to the same fire safety and hazardous materials handling and disposal regulations applicable to the proposed project. For these reasons, the proposed project would not combine with past, present, and reasonably foreseeable future projects in the project vicinity to create a significant cumulative impact related to hazards and hazardous materials. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Topics:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
16. MINERAL AND ENERGY RESOURCES— Would the project:					
a) Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?	☐	☐	☐	☐	☒
b) Result in the loss of availability of a locally-important mineral resource recovery site delineated on a local general plan, specific plan or other land use plan?	☐	☐	☐	☐	☒
c) Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	☐	☐	☒	☐	☐

All land in the City and County of San Francisco, including the project site, is designated Mineral Resource Zone 4 (MRZ-4) by the California Division of Mines and Geology under the Surface Mining and Reclamation Act of 1975.[186] This designation indicates that there is inadequate information available for assignment to any other MRZ. Thus, the project site is not a designated area of significant mineral deposits or a locally important mineral resource recovery site. There are no operational mineral resource recovery sites in the project vicinity whose accessibility or operations would be affected by the construction or operation of the proposed project. Therefore, Topics E.16(a) and E.16(b) are not applicable to the proposed project.

Impact ME-1: The proposed project would not encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner. (*Less than Significant*)

In California, energy consumption in buildings is regulated by Title 24 of the California Code of Regulations. Title 24 includes standards that regulate energy consumption for the heating, cooling, ventilation, and lighting of residential and nonresidential buildings. In San Francisco, documentation demonstrating compliance with Title 24 standards is required to be submitted with a building permit application. Compliance with Title 24 standards is enforced by the San Francisco DBI. The proposed project would comply with the standards of Title 24 and the requirements of the San Francisco Green Building Ordinance and would be built to Leadership in Energy and Environmental Design Silver standards or its GreenPoint Rated equivalent, thus minimizing the amount of fuel, water, or energy used. The proposed project would not encourage activities that result in the use of large amounts of fuel, water, or energy, or use them in a wasteful manner. This impact would be less than significant, and no mitigation measures are necessary. This topic will not be discussed in the EIR.

[186] California Division of Mines and Geology, Open File Report 96-03, 1996, and Special Report 146 Parts I and II, 1986.

Cumulative Impacts

Impact C-ME-1: The proposed project, in combination with past, present, and reasonably foreseeable future projects, would not result in a cumulative impact on mineral and energy resources. (*Less than Significant*)

As discussed above, San Francisco is not a designated area of significant mineral deposits and does not have locally important mineral resource recovery sites. Implementation of nearby cumulative development projects would also not affect any operational mineral resource recovery sites. In addition, nearby residential and nonresidential cumulative development projects would be required by the DBI to conform to current state and local energy conservation standards, including Title 24 of the California Code of Regulations. As a result, the proposed project in combination with other past, present or reasonably foreseeable projects would not cause a wasteful use of energy or other non-renewable natural resources. The project-generated demand for electricity would be negligible in the context of overall demand within San Francisco, the greater Bay Area, and the State, and would not in and of itself require any expansion of power facilities. The City plans to reduce GHG emissions to 25 percent below 1990 levels by the year 2017 and ultimately reduce GHG emission to 80 percent below 1990 levels by 2050, which would be achieved through a number of different strategies, including energy efficiency. Therefore, the energy demand associated with the proposed project would not substantially contribute to a cumulative impact on existing or proposed energy supplies or resources. For these reasons, the proposed project would not combine with past, present, and reasonably foreseeable future projects in the project vicinity to create a significant cumulative impact on mineral and energy resources. No mitigation measures are necessary, and this topic will not be discussed in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
17. AGRICULTURE AND FOREST RESOURCES: In determining whether impacts to agricultural resources are significant environmental effects, lead agencies may refer to the California Agricultural Land Evaluation and Site Assessment Model (1997) prepared by the California Dept. of Conservation as an optional model to use in assessing impacts on agriculture and farmland. In determining whether impacts to forest resources, including timberland, are significant environmental effects, lead agencies may refer to information compiled by the California Department of Forestry and Fire Protection regarding the state's inventory of forest land, including the Forest and Range Assessment Project and the Forest Legacy Assessment project; and forest carbon measurement methodology provided in Forest Protocols adopted by the California Air Resources Board. **—Would the project**					
a) Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance, as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use?	☐	☐	☐	☐	☒
b) Conflict with existing zoning for agricultural use, or a Williamson Act contract?	☐	☐	☐	☐	☒

Topics:		Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
c)	Conflict with existing zoning for, or cause rezoning of, forest land (as defined in Public Resources Code Section 12220(g)) or timberland (as defined by Public Resources Code Section 4526)?	☐	☐	☐	☐	☒
d)	Result in the loss of forest land or conversion of forest land to non-forest use?	☐	☐	☐	☐	☒
e)	Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland to non-agricultural use or forest land to non-forest use?	☐	☐	☐	☐	☒

The project site does not contain agricultural uses, and it is not zoned for such uses. The California Department of Conservation's Farmland Mapping and Monitoring Program identifies the project site as Urban and Built-Up Land, which is defined as "... land [that] is used for residential, industrial, commercial, institutional, public administrative purposes, railroad and other transportation yards, cemeteries, airports, golf courses, sanitary landfills, sewage treatment, water control structures, and other developed purposes."[187] Because the project site does not contain agricultural uses and is not zoned for such uses, the proposed project would not convert any prime farmland, or Farmland of Statewide Importance to non-agricultural use, and it would not conflict with existing zoning for agricultural use or a Williamson Act contract, nor would it involve any changes to the environment that could result in the conversion of farmland. Therefore, Topics E.17 (a), (b) and (e) are not applicable to the proposed project.

The project site does not contain forest land or timberland and is not zoned for such uses. Forest land is defined as "land that can support 10-percent native tree cover of any species, including hardwoods, under natural conditions, and that allows for management of one or more forest resources, including timber, aesthetics, fish and wildlife, biodiversity, water quality, recreation, and other public benefits" (Public Resources Code Section 12220(g)). Timberland is defined as "land, other than land owned by the federal government and land designated by the board (State Board of Forestry and Fire Protection) as experimental forest land, which is available for, and capable of, growing a crop of trees of any commercial species uses to produce lumber and other forest products, including Christmas trees. Commercial species shall be determined by the board on a district basis after consultation with the district committees and others" (Government Code Section 51104(g)). Because the project site does not contain forest land and is not zoned for such uses, the proposed project would not convert any forest land to non-forest use, and it would not

[187] California Department of Conservation, San Francisco Bay Area Important Farmland 2010. Available online at ftp://ftp.consrv.ca.gov/pub/dlrp/FMMP/pdf/regional/2010/bay_area_fmmp2010.pdf. Accessed June 2, 2015.

conflict with existing zoning for forest land or timberland use, nor would it involve any changes to the environment that could result in the conversion of forest land. Therefore, Topics E.17(c), (d), and (e) are not applicable to the proposed project.

Topics:		*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporation*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
18.	**MANDATORY FINDINGS OF SIGNIFICANCE—Would the project:**					
a)	Have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory?	☒	☐	☐	☐	☐
b)	Have impacts that would be individually limited, but cumulatively considerable? ("Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.)	☒	☐	☐	☐	☐
c)	Have environmental effects that would cause substantial adverse effects on human beings, either directly or indirectly?	☒	☐	☐	☐	☐

The EIR will address potential impacts, including cumulative impacts, related to the environmental topics of Cultural Resources (historic architectural resources only) and Transportation and Circulation. These topics, along with Compatibility with Existing Zoning and Plans, will be evaluated in an EIR prepared for the proposed project.

F. MITIGATION MEASURES AND IMPROVEMENT MEASURES

The following mitigation measures have been identified to reduce potentially significant environmental impacts resulting from the proposed project to less-than-significant levels. In addition, improvement measures have also been agreed to by the project sponsor to further reduce less-than-significant impacts.[188]

Mitigation Measures

Mitigation Measure M-CP-2: Archaeological Testing Program

Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of an archaeological consultant from the rotational Department Qualified Archaeological Consultants List (QACL) maintained by the Planning Department archaeologist. The project sponsor shall contact the Department archeologist to obtain the names and contact information for the next three archeological consultants on the QACL. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure. The archeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports 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. Archeological 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 archeological resource as defined in CEQA Guidelines Sect. 15064.5 (a) and (c).

Consultation with Descendant Communities. On discovery of an archeological site[189] associated with descendant Native Americans, the Overseas Chinese, or other potentially interested descendant group an appropriate representative[190] of the descendant group and the ERO shall be contacted. The representative of the descendant group shall be given the opportunity to monitor archeological field investigations of the site and to offer recommendations to the ERO regarding appropriate archeological treatment of the site, of recovered data from the site, and, if applicable, any interpretative treatment of the associated

[188] *Agreement to Implement Mitigation Measures, Case No. 2014.0241E, 1028 Market Street,* February 10, 2016. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2014.0241E.

[189] By the term "archeological site" is intended here to minimally include any archeological deposit, feature, burial, or evidence of burial.

[190] An "appropriate representative" of the descendant group is here defined to mean, in the case of Native Americans, any individual listed in the current Native American Contact List for the City and County of San Francisco maintained by the California Native American Heritage Commission and in the case of the Overseas Chinese, the Chinese Historical Society of America. An appropriate representative of other descendant groups should be determined in consultation with the Department archeologist.

archeological site. A copy of the Final Archaeological Resources Report shall be provided to the representative of the descendant group.

Archeological Testing Program. The archeological consultant shall prepare and submit to the ERO for review and approval an archeological testing plan (ATP). The archeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archeological 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 archeological testing program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes an historical resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. No archeological data recovery shall be undertaken without the prior approval of the ERO or the Planning Department archeologist. If the ERO determines that a significant archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

A) The proposed project shall be re-designed so as to avoid any adverse effect on the significant archeological resource; or

B) A data recovery program shall be implemented, unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archeological Monitoring Program. If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented the archeological monitoring program shall minimally include the following provisions:

- The archeological 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 ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically 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 archeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;
- The archeological 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 archeological resource;
- The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;

- The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archeological Data Recovery Program. The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological 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 archeological 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 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 archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures*. Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis*. Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy*. Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program*. Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.
- *Security Measures*. Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report*. Description of proposed report format and distribution of results.
- *Curation*. 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.

Human Remains and Associated or Unassociated Funerary Objects. 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) (Pub. Res. Code Sec. 5097.98). The archeological consultant, project sponsor, ERO, and MLD shall have up to but not beyond six days of discovery to make all reasonable efforts to develop an agreement for the treatment of human remains and associated or unassociated funerary objects with appropriate dignity (CEQA Guidelines. Sec. 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. Nothing in existing State regulations or in this mitigation measure compels the project sponsor and the ERO to accept recommendations of an MLD. The archeological consultant shall retain possession of any Native American human remains and associated or unassociated burial objects until completion of any scientific analyses of the human remains or objects as specified in the treatment agreement if such as agreement has been made or, otherwise, as determined by the archeological consultant and the ERO.

Final Archeological Resources Report. The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

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 Environmental Planning division of the Planning Department shall receive one bound, one unbound and one unlocked, searchable PDF copy on CD 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.

Mitigation Measure M-AQ-2: Construction Air Quality

The project sponsor or the project sponsor's Contractor shall comply with the following

A. Engine Requirements.

1. All off-road equipment greater than 25 horsepower (hp) and operating for more than 20 total hours over the entire duration of construction activities shall have engines that meet or exceed either USEPA or California ARB Tier 2 off-road emission standards, and have been retrofitted with an ARB Level 3 Verified Diesel Emissions Control Strategy. Equipment with engines meeting Tier 4 Interim or Tier 4 Final off-road emission standards automatically meet this requirement.
2. Where access to alternative sources of power are available, portable diesel engines shall be prohibited.
3. Diesel engines, whether for off-road or on-road equipment, shall not be left idling for more than two minutes, at any location, except as provided in exceptions to the applicable state regulations regarding idling for off-road and on-road equipment (e.g., traffic conditions, safe operating conditions). The Contractor shall post legible and

visible signs in English, Spanish, and Chinese, in designated queuing areas and at the construction site to remind operators of the two minute idling limit.

4. The Contractor shall instruct construction workers and equipment operators on the maintenance and tuning of construction equipment, and require that such workers and operators properly maintain and tune equipment in accordance with manufacturer specifications.

B. Waivers.

1. The Planning Department's ERO or designee may waive the alternative source of power requirement of Subsection (A)(2) if an alternative source of power is limited or infeasible at the project site. If the ERO grants the waiver, the Contractor must submit documentation that the equipment used for onsite power generation meets the requirements of Subsection (A)(1).
2. The ERO may waive the equipment requirements of Subsection (A)(1) if: a particular piece of off-road equipment with an ARB Level 3 VDECS is technically not feasible; the equipment would not produce desired emissions reduction due to expected operating modes; installation of the equipment would create a safety hazard or impaired visibility for the operator; or, there is a compelling emergency need to use off-road equipment that is not retrofitted with an ARB Level 3 VDECS. If the ERO grants the waiver, the Contractor must use the next cleanest piece of off-road equipment, according to **Table 8** below.

Table 8: Off-Road Equipment Compliance Step-down Schedule

Compliance Alternative	Engine Emission Standard	Emissions Control
1	Tier 2	ARB Level 2 VDECS
2	Tier 2	ARB Level 1 VDECS
3	Tier 2	Alternative Fuel*

How to use the table: If the ERO determines that the equipment requirements cannot be met, then the project sponsor would need to meet Compliance Alternative 1. If the ERO determines that the Contractor cannot supply off-road equipment meeting Compliance Alternative 1, then the Contractor must meet Compliance Alternative 2. If the ERO determines that the Contractor cannot supply off-road equipment meeting Compliance Alternative 2, then the Contractor must meet Compliance Alternative 3.

** Alternative fuels are not a VDECS.

C. Construction Emissions Minimization Plan. Before starting on-site construction activities, the Contractor shall submit a Construction Emissions Minimization Plan (Plan) to the ERO for review and approval. The Plan shall state, in reasonable detail, how the Contractor will meet the requirements of Section A.

1. The Plan shall include estimates of the construction timeline by phase, with a description of each piece of off-road equipment required for every construction phase. The description may include, but is not limited to: equipment type, equipment manufacturer, equipment identification number, engine model year, engine certification (Tier rating), horsepower, engine serial number, and expected fuel usage and hours of operation. For VDECS installed, the description may include: technology type, serial number, make, model, manufacturer, ARB verification number level, and installation date and hour meter reading on installation date. For off-road equipment using alternative fuels, the description shall also specify the type of alternative fuel being used.
2. The ERO shall ensure that all applicable requirements of the Plan have been incorporated into the contract specifications. The Plan shall include a certification statement that the Contractor agrees to comply fully with the Plan.
3. The Contractor shall make the Plan available to the public for review on-site during working hours. The Contractor shall post at the construction site a legible and visible

sign summarizing the Plan. The sign shall also state that the public may ask to inspect the Plan for the project at any time during working hours and shall explain how to request to inspect the Plan. The Contractor shall post at least one copy of the sign in a visible location on each side of the construction site facing a public right-of-way.

D. *Monitoring.* After start of Construction Activities, the Contractor shall submit quarterly reports to the ERO documenting compliance with the Plan. After completion of construction activities and prior to receiving a final certificate of occupancy, the project sponsor shall submit to the ERO a final report summarizing construction activities, including the start and end dates and duration of each construction phase, and the specific information required in the Plan.

Mitigation Measure M-AQ-4: Best Available Control Technology for Diesel Generators

The project sponsor shall ensure that the backup diesel generator meet or exceed one of the following emission standards for PM: (1) Tier 4 certified engine, or (2) Tier 2 or Tier 3 certified engine that is equipped with a California ARB Level 3 VDECS. A non-verified diesel emission control strategy may be used if the filter has the same PM reduction as the identical ARB verified model and if the BAAQMD approves of its use. The project sponsor shall submit documentation of compliance with the BAAQMD New Source Review permitting process (Regulation 2, Rule 2, and Regulation 2, Rule 5) and the emission standard requirement of this mitigation measure to the Planning Department for review and approval prior to issuance of a permit for a backup diesel generator from any City agency.

Improvement Measures

Improvement Measure I-NO-2a:

The Applicant shall restrict construction activities to between the hours of 7:00 a.m. and 8:00 p.m. from Monday through Saturday, as feasible. If nighttime work is required for concrete pours or other specific activities, the Applicant shall obtain authorization in advance from the Department of Building Inspection and limit the duration of nighttime work to no more than two consecutive 24-hour periods. Further, no construction activity shall be undertaken on Sundays and recognized County holidays.

Improvement Measure I-NO-2b:

Incorporate the following practices into the construction contract agreement documents to be implemented by the construction contractor:

- Provide enclosures and mufflers for stationary equipment and shroud or shield impact tools;
- Use construction equipment with lower noise emission ratings whenever possible, particularly for air compressors;
- Provide sound-control devices on equipment no less effective than those provided by the manufacturer;
- Locate stationary equipment, material stockpiles, and vehicle staging areas as far as practicable from Golden Gate Avenue;
- Prohibit unnecessary idling of internal combustion engines; and,

- Implement noise attenuation measures to the extent feasible, which may include, but are not limited to, noise barriers or noise blankets. The placement of such attenuation measures shall be reviewed and approved by the Director of Public Works prior to issuance of development permits for construction activities.

Improvement Measure I-WS-1: Wind Reduction on New Rooftop Deck

To reduce wind and improve usability on the new rooftop deck, the project sponsor should provide wind screens or landscaping along the west perimeter of the new rooftop deck up to 8 feet in height. Suggestions include Planning Code compliant porous materials or structures (vegetation, hedges, screens, latticework, perforated or expanded metal) as opposed to a solid surface.

G. PUBLIC NOTICE AND COMMENT

Concurrently with this Initial Study, the San Francisco Planning Department has issued a Notice of Preparation (NOP) of an Environmental Impact Report (EIR) for the 1028 Market Street Project. Together, the NOP and this Initial Study are called the NOP/Initial Study. The NOP/Initial Study (or a Notice of Availability of a NOP/Initial Study) is sent to owners of properties within 300 feet of the project site, neighborhood organizations, and other interested parties. Publication of the NOP/Initial Study initiates a 30-day public review and comment period. Comments received on the NOP/Initial Study will be considered in preparation of the EIR analysis.

H. DETERMINATION

On the basis of this Initial Study:

☐ I find that the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

☐ I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because revisions in the project have been made by or agreed to by the project proponent. A MITIGATED NEGATIVE DECLARATION will be prepared.

☒ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

☐ I find that the proposed project MAY have a "potentially significant impact" or "potentially significant unless mitigated" impact on the environment, but at least one effect 1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and 2) has been addressed by mitigation measures based on the earlier analysis as described on attached sheets. An ENVIRONMENTAL IMPACT REPORT is required, but it must analyze only the effects that remain to be addressed.

☐ I find that although the proposed project could have a significant effect on the environment, because all potentially significant effects (a) have been analyzed adequately in an earlier EIR or NEGATIVE DECLARATION pursuant to applicable standards, and (b) have been avoided or mitigated pursuant to that earlier EIR or NEGATIVE DECLARATION, including revisions or mitigation measures that are imposed upon the proposed project, no further environmental documentation is required.

Sarah B. Jones
Environmental Review Officer
for
John Rahaim
Director of Planning

DATE February 17, 2016

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PLACE

POSTAGE

HERE

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PLEASE CUT ALONG DOTTED LINES

PLEASE RETURN THIS POSTCARD TO REQUEST A COPY OF
THE FINAL ENVIRONMENTAL IMPACT REPORT

(NOTE THAT THE DRAFT EIR PLUS THE RESPONSES TO COMMENTS
DOCUMENT CONSTITUTE THE FINAL EIR)

REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT

Planning Department Case No. 2014.0241E, 1028 Market Street Project

Check one box: ☐ Please send me a copy of the Final EIR on CD-ROM.
☐ Please send me a paper copy of the Final EIR.

Signed: _____

Name: _____

Street: _____

City: _____ State: _____ Zip: _____