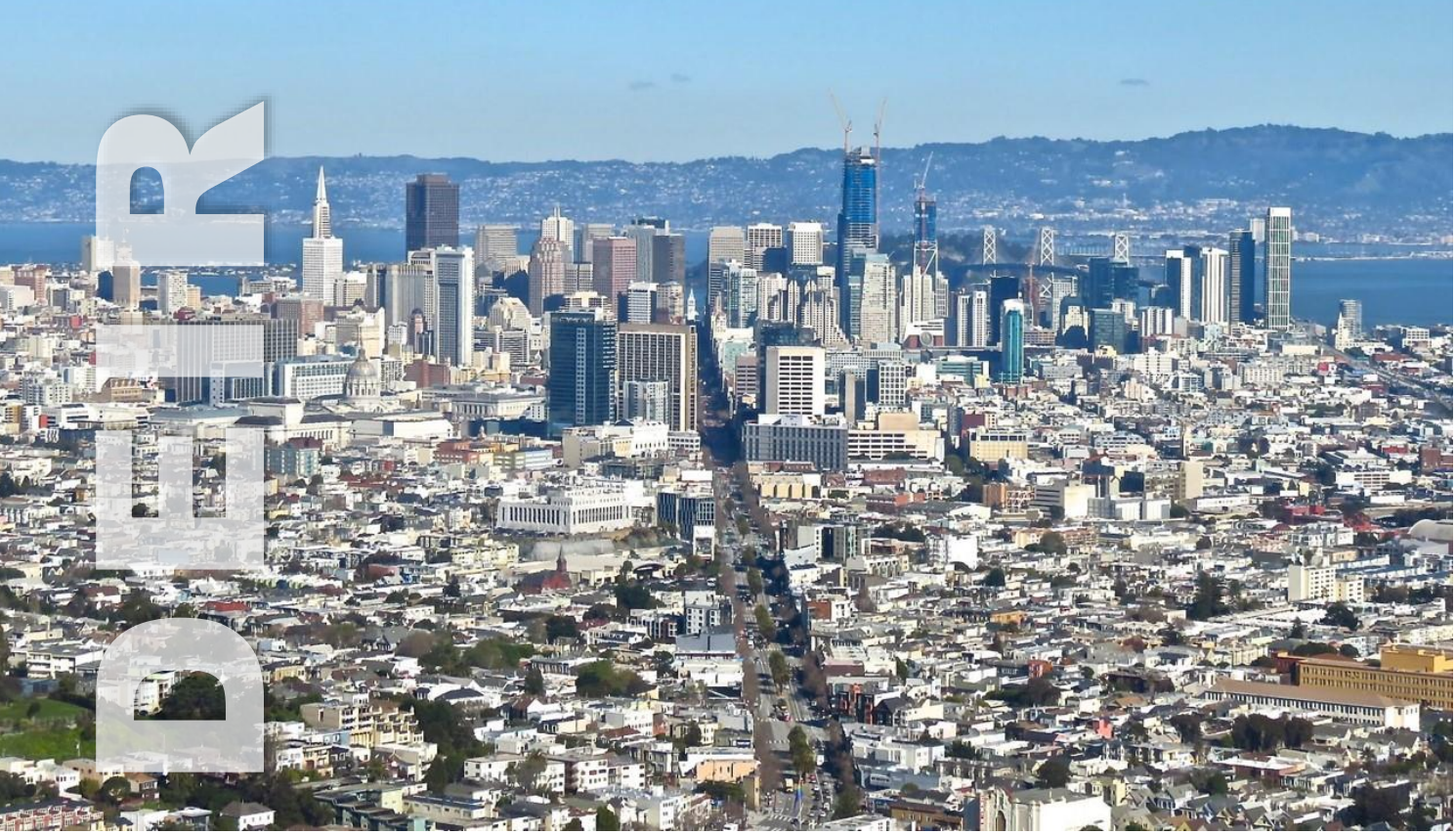

DRAFT ENVIRONMENTAL IMPACT REPORT

Better Market Street Project EIR
VOLUME I

PLANNING DEPARTMENT
CASE NO. 2014.0012E

STATE CLEARINGHOUSE NO. 2015012027

	Draft EIR Publication Date:	**February 27, 2019**
	Draft EIR Public Hearing Date:	**April 4, 2019**
	Draft EIR Public Comment Period:	**February 28, 2019 – April 15, 2019**

SAN FRANCISCO
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DEPARTMENT

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DATE: February 28, 2019

TO: Distribution List for the Better Market Street Draft EIR

FROM: Lisa Gibson, Environmental Review Officer

SUBJECT: Request for the Final Environmental Impact Report for the Better Market Street Project (Planning Department File No. 2014.0012E)

This is the Draft of the Environmental Impact Report (EIR) for the Better 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 a summary of 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 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 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.

FOR MORE INFORMATION, PLEASE CONTACT:

Planner: Chris Thomas

Telephone: (415) 575-9036

TO SUBMIT COMMENTS ON THE DRAFT EIR, PLEASE E-MAIL: Christopher.thomas@sfgov.org

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List of Acronyms and Abbreviations

ABAG	Association of Bay Area Governments
ADA	Americans with Disabilities Act
AQI	Air Quality Index
AWSS	Auxiliary Water Supply System
BAAQMD	Bay Area Air Quality Management District
BART	Bay Area Rapid Transit
Bay Trail Plan	San Francisco Bay Trail Plan
Better Streets Plan	San Francisco Better Streets Plan
Bicycle Plan	San Francisco Bicycle Plan
Blue Book	San Francisco Regulations for Working in San Francisco Streets
BMPs	best management practices
BRT	bus rapid transit
BSM	Bureau of Street Use and Mapping
CAA	Clean Air Act
CAAQS	California Ambient Air Quality Standards
Caltrans	California Department of Transportation
CARB	California Air Resources Board
CEQA	California Environmental Quality Act
CFR	Code of Federal Regulations
City	City and County of San Francisco
CLE	Cultural Landscape Evaluation
CNEL	Community Noise Equivalent Level
CO	carbon monoxide
CRHR	California Register of Historic Resources
dB	decibel
dBA	A-weighted decibel
DPM	diesel particulate matter
DPR	Department of Parks and Recreation
DTA	Dynamic Traffic Assignment
EIR	environmental impact report
EPA	U.S. Environmental Protection Agency
FTA	Federal Transit Administration
GBN	ground-borne noise
GBV	ground-borne vibration
General Plan	San Francisco General Plan
GHG	greenhouse gas
HNL	hourly noise level

HOT	high-occupancy toll
HOV	high-occupancy vehicle
HRA	health risk assessment
HRE	Historic Resource Evaluation
HRER	Historic Resource Evaluation Response
Hz	Hertz
L_{dn}	day-night level
L_{eq}	equivalent sound level
L_{max}	maximum sound level
L_n	percentile level
LOS	level of service
LPI	leading pedestrian interval
MEI	maximum exposed individual
mph	miles per hour
MIR	maximally impacted receptor
MMRP	mitigation monitoring and reporting program
MTC	Metropolitan Transportation Commission
Muni	San Francisco Municipal Railway
N/A	not applicable
NAAQS	National Ambient Air Quality Standards
NESHAP	National Emissions Standards for Hazardous Air Pollutants
NHPA	National Historic Preservation Act
NO	nitric oxide
NO_2	nitrogen dioxide
NOA	notice of availability
NOP	notice of preparation
NO_X	nitrogen oxide
NPS	National Park Service
NRHP or National Register	National Register of Historic Places
OCS	overhead contact system
OEHHA	Office of Environmental Health Hazard Assessment
OHP	Office of Historic Preservation
OPR	Office of Planning and Research
Particulate Matter Policy Assessment	Policy Assessment for the Particulate Matter Review of the National Ambient Air Quality Standards
PEZ	Pollutant Exposure Zone
Planning Code	San Francisco Planning Code
PM	particulate matter
PM10	particulate matter of 10 microns in diameter or less

PM2.5	particulate matter of 2.5 microns in diameter or less
ppm	parts per million
PPV	peak particle velocity
PRC	Public Resources Code
proposed project	Better Market Street Project
Public Works or project sponsor	San Francisco Public Works
RCEM	Road Construction Emissions Model
RMS	root mean square
SB	Senate Bill
SCM	standard construction measure
SEL	sound exposure level
SF-CHAMP	San Francisco Chained Activity Modeling Process
SFBAAB	San Francisco Bay Area Air Basin
SFCTA	San Francisco County Transportation Authority
SFMTA	San Francisco Municipal Transportation Agency
SFPUC	San Francisco Public Utilities Commission
SO_2	sulfur dioxide
SOI Guidelines	Secretary of the Interior's Illustrated Guidelines for Rehabilitating Historic Buildings
SOI Rehabilitation Standards	Secretary of the Interior's Standards for Rehabilitation
SoMa	South of Market
TACs	toxic air contaminants
TASC	Transportation Advisory Staff Committee
TAZ	Traffic Analysis Zone
TDM	Transportation Demand Management
TOG	total organic gas
TSP	Transit Signal Priority
USC	United States Code
VdB	vibration decibel
VMT	vehicle miles traveled
WETA	Water Emergency Transportation Authority
WHO	World Health Organization
$\mu g/m^3$	micrograms per cubic meter
μin/sec	microinch per second
μPa	micropascal

Glossary

Bicycle box	Demarcated bicycle queuing area to prioritize bicycle movements at intersections
Class II Bikeway (Bike Lane)	Bike lanes are a portion of the roadway that has been designated by striping, signage, and pavement markings for the preferential or exclusive use of bicyclists. Conventional bike lanes run curbside when no parking is present, and between vehicle traffic and parked cars when parking is present on the right-hand side of the street.
Class III Bikeway (Bike Route)	Bike routes are shared streets, i.e., there is not a dedicated lane for bicyclists, used to designate preferred routes for bicyclists or provide continuity to other bicycle facilities. Bike routes are intended for streets with low motorized traffic volumes and speeds that are suitable for shared use between bicyclists and motor vehicles.
Class IV Bikeway (Separated Bikeways or Cycle Tracks)	Separated bikeways are facilities for the exclusive use of bicycles that include a separation between the bikeway and the through vehicular traffic. The separation may include, but is not limited to, grade separation, flexible posts, inflexible posts, inflexible barriers, or on-street parking.
Complete street	Complete streets are streets planned, designed, operated and maintained to support the mobility of individuals of all abilities and ages and to provide safe and efficient access for all users regardless of the form of transportation, including walking, bicycling, riding transit, and operating automobile for commercial or private purposes.
Detectable warning pavers	Often installed in places where a pedestrian crossing blends with the vehicular road without a railing or curb. Common pavers include flexible maps as well as rigid tiles, which are distinct in both color and texture from the adjacent paving.
Direct-fixation track	Configuration where the rail is fastened directly to a concrete bed (invert) without the use of ballast.

Inbound	Traveling in the eastbound direction within the project corridor.
Outbound	Traveling in the westbound direction within the project corridor.
Overhead Contact System	Part of Muni's trolley bus overhead electric wire system for powering buses, in combination with the traction power (also see Traction Power below). Consists of copper-alloy wires along the transit route that provides power to the trolleybuses or streetcars, guy wires stabilizing the copper-alloy wires, and poles that hold up the guy wires.
Non-revenue purposes	An example is when Muni vehicles are pulling into or out of vehicle depots or unplanned events such as marches or protests.
Path of Gold light standards	The Path of Gold light standards consist of decorative 33-foot-high light poles with a three-part ("trident") top, with each prong containing a light globe. A total of 327 Path of Gold light standards are located along both sides of Market Street between Steuart Street and Collingwood Street.
Pedestrian through zone	The area intended for pedestrians on sidewalks.
Safe-hit posts	Flexible polyethylene posts with portable bases. Safe-hit posts are used to delineate and separate specific zones, such as bike lanes.
Sharrows	Shared lane markings that indicate a shared lane environment for bicycles and automobiles.
Sidewalk-level bikeway	A bicycle facility that is vertically separated from vehicles. It would be paired with a Streetlife Zone (also see Streetlife Zone below) between the bicycle facility and the pedestrian through zone (also see pedestrian through zone above). The project's sidewalk-level bikeway would meet the California Department of Transportation (Caltrans) standard for class IV separated bikeways.
State of good repair	Term employed by the Federal Transit Administration relating to transit infrastructure; it is achieved by having

	well maintained, reliable transit infrastructure to provide safe, dependable and accessible transit service
Streetlife Zones	Streetlife Zones would help create a buffer between the pedestrian access routes and the bikeways. Streetlife Zones would allow the installation of features such as street trees, street furniture, benches, moveable tables and chairs, sidewalk planting areas, small retail stands (e.g., flower sellers, food carts), public restrooms, advertising kiosks, wayfinding signs, real-time transit information, newsstands, bike-share stations, dockless bicycle-/scooter-share parking, and bicycle racks.
Traction power	Part of Muni's trolley bus overhead electric wire system for powering buses, in combination with the Overhead Contact System (see Overhead Contact System above).
Two-stage turn-queue bicycle boxes	Provide bicyclists with a way to make left turns at multi-lane signalized intersections from a right-side bicycle facility. A two-stage turn-queue bicycle box is a protected area that has been designated for holding queuing bicyclists. Bicyclists need to receive two separate green signal indications (including one for the through street and then one for the cross street) to turn left.

SUMMARY

S.1 INTRODUCTION

This document is a draft environmental impact report (EIR) for the proposed Better Market Street Project (project or proposed project). This chapter is intended to highlight major areas of importance in the environmental analysis as required by section 15123 of the California Environmental Quality Act (CEQA) Guidelines. This chapter provides a summary of the proposed project, a summary of the anticipated environmental impacts of the proposed project and the identified mitigation measures, areas of controversy to be resolved, a summary of the project variant, a summary of alternatives to the proposed project, and an identification of the environmentally superior alternative.

S.2 PROJECT SUMMARY

The project sponsor, San Francisco Public Works (Public Works), in coordination with project partners (the Citywide Planning Division of the San Francisco Planning Department [planning department] and the San Francisco Municipal Transportation Agency [SFMTA]), proposes to implement the proposed project, which would provide various transportation and streetscape improvements to a 2.2-mile-long corridor.

The project corridor encompasses Market Street between Steuart Street and Octavia Boulevard. It includes portions of streets that intersect Market Street, four off-corridor intersections, and the entirety of Charles J. Brenham Place. The corridor also includes the portion of Valencia Street between Market Street and McCoppin Street. The project would introduce changes to the roadway configuration as well as private vehicle access, traffic signals, surface transit (including San Francisco Municipal Railway– (Muni-) only lanes, stop spacing and service, stop locations, stop characteristics, and infrastructure), bicycle facilities, pedestrian facilities, streetscapes, commercial and passenger loading, vehicular parking, and utilities. The project would also change traffic configurations on adjacent streets that intersect Market Street to both the north and the south.

In addition to the proposed project, the project sponsor is considering one project variant: the Western Variant. The variant would be located within a portion of the same corridor as the proposed project but would vary in terms of proposed improvements/regulations for discrete portions of the corridor. The Western Variant would include the approximately 0.6-mile portion of Market Street between Octavia Boulevard and a point approximately 300 feet east of the Hayes and Market Street intersection. The Western Variant seeks improvements beyond those of the proposed project related to pedestrian and bicyclist safety, comfort, and mobility through additional reductions to conflicts between different modes of transportation.

The project sponsor and project partners developed objectives for the proposed project related to creating a memorable and active identity for Market Street, optimizing mobility for all users of sustainable transportation modes, and ensuring that all improvements and plans are coordinated with surrounding land use development. The proposed project would be located along the boundary of or within several northeast quadrant neighborhoods of the city and county of San Francisco, specifically, the Western Addition, Mission, Downtown/Civic Center, SoMa, and Financial District neighborhoods.

S.3 SUMMARY OF IMPACTS AND MITIGATION MEASURES

A notice of preparation (NOP) of an EIR and notice of public scoping meeting were published on January 14, 2015. The notice of availability (NOA) of the initial study and the initial study prepared for the proposed project were published on March 30, 2016. These are available within Appendix 1 and 2, respectively. For each item on the initial study checklist, the evaluation considered the impacts of the proposed project both individually and cumulatively. A detailed checklist and discussion of each environmental factor was included in the initial study to identify the potential effects of the proposed project on the environment. The initial study found that the following environmental factors could result in significant impacts and therefore are discussed in the EIR:

- Cultural resources
- Transportation and circulation
- Noise and vibration
- Air quality
- Wind

This summary provides an overview of the analysis contained in Chapter 4, *Environmental Setting and Impacts*. The categories used to designate impact significance are:

- *No Impact (NI).* No adverse changes (or impacts) to the environment are expected.
- *Less than Significant (LTS).* An impact that would not involve an adverse physical change to the environment, would 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 (LSM).* An impact that is reduced to a less-than-significant level though implementation of the identified mitigation measures.
- *Significant and Unavoidable with Mitigation (SUM).* An adverse physical environmental impact that would exceed 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 (SU).* An adverse physical environmental 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.

SIGNIFICANT AND UNAVOIDABLE IMPACTS

All impacts of the proposed project, its variant, its alternatives, and the associated mitigation measures identified in this EIR are summarized in Table S-1, p. S-12. The impacts are listed in the same order as they appear in the text of Chapter 4, *Environmental Setting and Impacts*. The proposed project was determined to have the following significant and unavoidable impacts, even with implementation of feasible mitigation measures. These impacts (and feasible mitigation measures) are equally applicable to the project variant.

CULTURAL RESOURCES IMPACTS

- Impact CP-1.C. The proposed project and project variant would cause a substantial adverse change in the significance of the Market Street Cultural Landscape District as a designed landscape associated with the Market Street Redevelopment Plan.
- Impact C-CP-1. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects in the city, would result in a cumulatively considerable contribution to a significant cumulative impact on the Market Street Cultural Landscape District but not on any other historic architectural resources.

TRANSPORTATION AND CIRCULATION IMPACTS

- Impact TR-1. Construction of the proposed project and project variant could result in substantial interference with pedestrian, bicycle, or vehicle circulation and accessibility to adjoining areas, and could result in potentially hazardous conditions.
- Impact C-TR-1. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects, would contribute considerably to significant cumulative construction-related transportation impacts.
- Impact C-TR-4. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects, would contribute considerably to significant cumulative transit impacts related to transit operations on the Muni 27 Bryant but would not contribute considerably to significant cumulative transit impacts on other local and regional routes.

NOISE

- Impact C-NO-1. Construction activities for the proposed project and the project variant, in combination with other past, present, and reasonable future projects in the city, would result in a substantial temporary increase in noise or noise levels in excess of the applicable local standards.

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

As noted above, a NOP of an EIR and notice of public scoping meeting were published on January 14, 2015. During the public scoping process and at the public scoping meeting (held on February 4, 2015), the planning department received comments from public agencies, organizations, and individuals regarding the scope and content of the EIR, including comments on the design of the proposed project and its environmental effects (see Appendix 1, *Scoping Report*).

Comments received during the scoping process on the proposed project and its environmental effects are addressed in this EIR. Although the project variant was not described in the NOP, the characteristics of the project variant are similar to or the same as the proposed project. On the basis of public comments submitted following publication of the NOP, it was determined that the potential areas of controversy and unresolved issues for the proposed project and the project variant include:

- Potential impacts of the proposed changes to Market Street on the capacity provided by the Central Freeway and local street system (Section 4.B, *Transportation and Circulation*)
- Potential impacts on the U.S. 101/Octavia Boulevard and U.S. 101/Mission Street off-ramps, including average daily traffic, a.m. and p.m. peak-hour volumes, and levels of service (LOS) on affected facilities under existing, existing-plus-project, cumulative, and cumulative-plus-project scenarios (Section 4.B, *Transportation and Circulation*)
- Potential impacts related to area traffic and degradation of existing and cumulative LOS and identification of mitigation measures (including fair share contribution, schedule, and implementation responsibilities) to reduce impacts, where feasible (Section 4.B, *Transportation and Circulation*)
- Potential impacts resulting from recent and proposed changes in the project area, including the closure of Annie Street and other changes proposed under the Central SoMa Plan (Section 4.B, *Transportation and Circulation*)
- Potential impacts of an alternative that considers transit operating in one lane in each direction on Market Street (Chapter 6, *Alternatives*)

- Potential impacts related to emergency access and operational functions regarding revenue collection and service vehicles (Section 4.B, *Transportation and Circulation*)
- Potential safety and level of service impacts related to changes to surface transit on Market Street (Section 4.B, *Transportation and Circulation*)
- Potential access impacts for private vehicles, including private vehicles exiting the garage at One Bush Street (Section 4.B, *Transportation and Circulation*)
- Potential impacts, including impacts related to safety, on state facilities for bicyclists/pedestrians, as well as their connections, as a result of the proposed project (e.g., the one-way streets near the U.S. 101 on- and off-ramps) (Section 4.B, *Transportation and Circulation*)
- Potential performance and quality of service impacts to bicyclists/pedestrians and transit (Section 4.B, *Transportation and Circulation*)
- Potential secondary impacts from implementation of identified mitigation measures (Section 4.B, *Transportation and Circulation*)
- Potential impacts resulting from increases in bicycle trips and changes to bicycle circulation on Market Street (Section 4.B, *Transportation and Circulation*)
- Potential loading impacts on commercial and passenger vehicles (Section 4.B, *Transportation and Circulation*)
- Potential impacts related to General Plan consistency (Chapter 3, *Plans and Policies,* and the initial study included in Appendix 2)

The issues listed above are discussed in this EIR.

S.5 SUMMARY OF THE PROJECT VARIANT

This EIR includes an environmental analysis of one variant to the proposed project: the Western Variant. Distinct from the project alternatives presented in Chapter 6, *Alternatives*, the project sponsor has identified one variant that would have similar changes as those proposed for the project, except within a subsegment of the project corridor where additional and/or different measures from the proposed project are potentially desirable. The inclusion of the project variant in this EIR provides decision makers with some flexibility regarding the final project to be approved.

Chapter 2, *Project Description*, includes variations proposed by the project sponsor and the description and analysis of the variant is equal in detail to those of the project. A variant is distinct from "alternatives" insofar as CEQA requires the consideration of alternatives to avoid or lessen significant effects of the proposed project.

Each technical section of this EIR (4.A through 4.E) provides analysis of the proposed project as well as the additive or different effects of the Western Variant. The Western Variant would include changes to the transportation and streetscape improvements proposed under the project within the project limits of the approximately 0.6-mile portion of Market Street between Octavia Boulevard and approximately 300 feet east of the Hayes and Market Street intersection. The Western Variant seeks changes beyond those of the proposed project related to pedestrian and bicyclists safety, comfort, and mobility though additional reductions to conflicts between different modes of transportation.

In sum, the project variant is a variation of the proposed project along the same project corridor, with the same objectives, background, and development controls, but with additions and changes from the proposed project, whose inclusion may or may not reduce environmental impacts. Therefore, this EIR describes and analyzes the associated environmental impacts for the project variant at the same level of detail as the proposed project.

S.6 SUMMARY OF ALTERNATIVES

In addition to the proposed project, this EIR analyzes the environmental impacts of five alternatives that were determined to represent a reasonable range of alternatives, as follows. For more detail than the summaries below, please see Chapter 6, *Alternatives*.

- **Alternative A: No Project Alternative**. In the No Project Alternative, the project corridor would generally remain in its current condition. The roadway configuration; access for private vehicles; traffic signals; surface transit, such as Muni service and infrastructure; bicycle facilities; pedestrian facilities; streetscapes; commercial and passenger loading; vehicular parking; and utilities would remain in their current conditions. Routinely scheduled maintenance activities for existing streetscape elements (such as tree trimming) and limited physical changes related to operational needs and emergency repairs of the existing transit infrastructure would continue to occur. In addition, the following planned/approved projects or activities would be implemented within, or would overlap a portion of the project corridor, resulting in some degree of physical change on Market Street.
    - Muni Forward
    - Van Ness Improvement Project
    - Geary Rapid Project
    - Electrification of the two existing track switches on Market Street at 11th Street
    - Replacement/repair of BART/Muni Metro ventilation grates
    - Addition of concrete protection to bike lanes

- Refreshing existing crosswalk and other pavement markings
- Minor signal timing changes to improve vehicle progression

- **Alternative B: Full Preservation Alternative**. The Full Preservation Alternative would avoid significant impacts to the Market Street Cultural Landscape Historic District by substantially reducing the scope of proposed project changes such that several priority 1 character-defining features of the landscape district would remain intact. Alternative B would omit many project-related alterations to physical features of Market Street. Accordingly, transit stop spacing and service, bicycle facilities, and commercial and passenger loading facilities would be similar to existing conditions. Similarly, Path of Gold light standards would remain as existing. Alternative B would retain all existing curblines as well as all brick sidewalks and plazas. Existing tree wells would be replanted with new trees to preserve the *Platanus* monoculture, selecting from one of two varieties,[1] similar in character to the trees that would be removed but with greater disease tolerance.[2] This alternative would include the same roadway access changes for private vehicles and changes to on-street parking as the proposed project.
- **Alternative C: Partial Preservation Alternative 1**. Alternative C would modify/replace key components of the proposed project with other components intended to preserve and/or complement character defining features of the Market Street Cultural Landscape Historic District, but less expansively so than Alternative B. Alternative C would include more alterations to Market Street than Alternative B, but different in number/character than those associated with the proposed project. Although Alternative C would incorporate features intended to reference/complement certain character defining features of the landscape district (sidewalk surfaces and trees), it would still result in a significant and unavoidable impact to the eligible landscape district as a whole. Similar to the proposed project, Alternative C would add a sidewalk-level bikeway for the entirety of Market Street between Octavia Boulevard and Steuart Street. Alternative C would also partially restore, reconstruct, and realign Path of Gold light standards (similar to the proposed project).
- **Alternative D: Partial Preservation Alternative 2**. Alternative D would modify/replace key components of the proposed project with the intent to preserve and/or complement character defining features of the Market Street Cultural Landscape Historic District. Alternative D would reduce impacts to the landscape district relative to the proposed project by reducing the scope of alterations/modifications to character defining features of the landscape district. Alternative D would generally retain streetscapes that would

[1] These varieties are 1) *Platanus x acerfolia* Bloodgood, Columbia, and Yarwood and 2) *Platanus x acerfolia* Liberty.

[2] HortScience, Inc., *Better Market Street Project Tree Inventory Report*, August 2016.

be similar to existing conditions where no modifications to center boarding islands or curbside transit stops would occur. In contrast, blocks of Market Street where modifications to center boarding island and/or curbside transit stops are needed would see streetscape improvements similar to the proposed project.

- **Alternative E: Core Elements Alternative.** Alternative E was developed in recognition that a substantial portion of project-related effects are not directly associated with core elements of the proposed project but with associated upgrades/replacements of major infrastructure that exists beneath the roadway and sidewalk which would be replaced/upgraded as part of the proposed project. The elements of this alternative associated with roadway configuration, transit facilities and operations, and pedestrian and bicycle facilities would be the same as the proposed project. However, Alternative E would not include the sub-surface "state of good repair"[3] infrastructure work proposed by the project. Removal of those elements would allow the core elements of the proposed project to proceed with lessened construction-related effects.

Section 21002 of the CEQA Statute[4] states that "public agencies should not approve projects as proposed if there are feasible alternatives or feasible mitigation measures available which would substantially lessen the significant environmental effects" of the project. This section of the CEQA statute adds that a lead agency may approve a project with significant environmental effects if the lead agency can demonstrate that specific economic, social or other conditions make such mitigation measures or alternatives infeasible.

Table S-2, p. S-43, compares the significant and unavoidable impacts of the proposed project (which are identical for the project variant) with the comparative impacts of the five alternatives.

S.7 ENVIRONMENTALLY SUPERIOR ALTERNATIVE

CEQA requires that an environmentally superior alternative be identified among the alternatives analyzed. The environmentally superior alternative is the alternative that avoids or substantially lessens some or all of the significant and unavoidable impacts of a project. If the environmentally superior alternative is the no project alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives (CEQA Guidelines section 15126.6).

Alternative A (No Project Alternative) would avoid two of the significant and unavoidable environmental impacts of the proposed project and would not result in any other significant

[3] State of good repair is a term employed by the Federal Transit Administration relating to transit infrastructure; it is achieved by having well maintained, reliable transit infrastructure to provide safe, dependable and accessible transit service.

[4] California Public Resources Code Section 21000 et seq.

impacts. Alternative A would be the environmentally superior alternative but for the provisions of section 15126.6 of the CEQA Guidelines, which requires the lead agency to identify another environmental superior alternative among the other alternatives.

Alternatives C and D would entail many similar components of the proposed project, and thus, as indicated in Table 6-4, would result in generally similar significant and unavoidable impacts to transportation (construction period operations) and the landscape district as the proposed project, although to a lesser degree.

Alternative E would omit the below-ground infrastructure replacement/upgrades associated with the proposed project. Notwithstanding, the construction duration is expected to be similar to that of the proposed project. Moreover, Alternative E would implement the same streetscape changes as the proposed project, and thus would (like the proposed project) result in a significant and unavoidable impact to the landscape district.

The remaining alternative, the Full Preservation Alternative (Alternative B), would avoid the significant and unavoidable project level and cumulative impacts to the landscape district because it would not adversely affect character-defining features of the landscape district.

However, because Alternative B would incorporate replacement/upgrades of utilities beneath the roadway portion of Market Street, Alternative B would still entail a substantial period of construction on Market Street and thus result in a lessened but still significant and unavoidable impact to transportation relative to the proposed project. Alternative B would also result in a considerable contribution to cumulative construction-related transportation impacts.

As set forth in Chapter 6, Section C, Alternative B entails a substantially reduced set of project-related improvements. It was developed as a preservation alternative in response to HPC Resolution 0746. However, as further detailed in Chapter 6, Section C, the omission of several proposed project elements, which was necessary to fully avoid the significant and unavoidable impact on the landscape district, would render Alternative B unable to fully meet any of the seven basic project objectives, although it would partially meet five of the seven basic objectives. Therefore, Alternative B would be the environmentally superior alternative because it would avoid an impact on the landscape district.

Chapter 6, Section D includes further discussion of considerations regarding the identification of the environmentally superior alternative.

S.8 SUMMARY TABLES

Although the 2016 initial study prepared for the proposed project identified two significant archaeological resource impacts for which a mitigation measure was applied, the project definition has been refined, which has required a full assessment of impacts to archaeological resources in this EIR. As such, the archaeological resource impacts and mitigation measures presented in the initial study have been superseded by the information presented in this EIR.

Table S-1, page S-11, includes the impacts and mitigation measures identified in this EIR for the proposed project and the project variant. Table S-2, page S-44, includes a comparison of the impacts of the proposed project with the impacts of the project alternatives. It also determines if the project sponsor's objectives would be met by the proposed project and the alternatives.

The information in the tables is organized to correspond with environmental issues discussed in Chapter 4, *Environmental Setting and Impacts*. Table S-1, on the following page, is arranged in four columns: 1) environmental impacts, 2) level of significance before mitigation (if applicable), 3) mitigation measures (if applicable), and 4) level of significance after mitigation (if applicable). For a complete description of potential impacts and recommended mitigation measures, please refer to the topical sections in Chapter 4, *Environmental Setting and Impacts*, of the EIR.

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Cultural Resources			
CP-1.A. The proposed project and project variant would not cause a substantial adverse change in the significance of the Market Street Cultural Landscape District as San Francisco's main circulation artery and facilitator of urban development.	LTS	None required	LTS
CP-1.B. The proposed project and project variant would not cause a substantial adverse change in the significance of the Market Street Cultural Landscape District as a venue for civic engagement in San Francisco.	LTS	None required	LTS
CP-1.C. The proposed project and project variant would cause a substantial adverse change in the significance of the Market Street Cultural Landscape District as a designed landscape associated with the Market Street Redevelopment Plan.	S	**M-CP-1a: Prepare and Submit Additional Documentation for the Market Street Cultural Landscape District** The project sponsor shall prepare Historic American Landscape Survey (HALS) documentation of the Market Street Cultural Landscape District to level 1 standards. The objective of the documentation shall be to record the extant character-defining cultural landscape features, spatial arrangement, and setting of the resource. The project sponsor shall retain a professional who meets the Secretary of the Interior's Qualification Standards for Architectural Historian or Historian (36 CFR, Part 61) and a photographer with	SUM

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		demonstrated experience in HALS/Historic American Building Survey (HABS) photography to prepare written and photographic documentation for the Market Street Cultural Landscape District. The HALS documentation package for the Market Street Cultural Landscape District shall be reviewed and approved by the planning department's preservation staff prior to issuance of an excavation permit for the proposed project or commencement of construction. The documentation shall consist of the following: • HALS-level Photographs:* HALS standard large-format photography shall be used to document the Market Street Cultural Landscape District and surrounding context. The scope of the photographs shall be reviewed and approved by the planning department's preservation staff for concurrence, and all photography shall be conducted according to the current National Park Service HALS standards. Photographs for the dataset shall include: (a) contextual views of existing settings for the Market Street Cultural Landscape District in order to document the resource's overall spatial organization, circulation patterns, and physical features in relation to the surrounding built environment of downtown San Francisco; (b) general landscape and detailed views of all plazas within the Market Street Cultural Landscape District; and (c) detailed views of the resource's priority 1, priority 2, and priority 3 character-defining structures/ objects, circulation patterns,	

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		and vegetation. The photograph set shall include distant/elevated views to capture the extent and context of the resource. o All views shall be referenced on a key map of the property, including each photograph number with an arrow to indicate the direction of the view. o Draft photograph contact sheets and the key map shall be provided to the planning department's preservation staff for review to determine the final number and views for inclusion in the final dataset. o Historic photographs identified in previous studies shall also be collected, scanned as high-resolution digital files, and reproduced in the dataset. • Written HALS Narrative Report: A written historical narrative, using the outline format, shall be prepared in accordance with the HALS Historical Report Guidelines. • Measured Drawings: A set of measured drawings shall be prepared to document the overall design, dimensions, location of character-defining features, circulation patterns, and spatial arrangement of the Market Street Cultural Landscape District. Original design drawings of the resource, if available, shall be digitized and incorporated into the measured drawings set. The planning department's preservation staff shall assist the consultant in determining the appropriate level of measured drawings.	

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		• Print-On-Demand Booklet: Following preparation of the HALS photography, narrative report, and drawings sets, a print-on-demand softcover book shall be produced for the resource that compiles the documentation and historical photographs. The print-on-demand book shall be made available to the public for distribution. • Format of Final Dataset:* o The project sponsor shall submit a final/archival version of photographs, historical photographs, narrative report, drawings sets, and booklet to the Library of Congress as an official submittal through the HALS program. o The project sponsor shall contact the History Room of the San Francisco Public Library; Northwest Information Center; California Historical Society; Environmental Design Archives at the University of California, Berkeley; the San Francisco Planning Department; and the Architectural Archives at the University of Pennsylvania to inquire whether the research repositories would like to receive a hard or digital copy of the final dataset. Labeled hard copies and/or digital copies of the final book, containing the photograph sets, narrative report, and measured drawings, shall be provided to these repositories in their preferred format.	

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		o The project sponsor shall prepare documentation for review and approval by the planning department's preservation staff, along with the final HALS dataset, that outlines the outreach, response, and actions taken with regard to the repositories listed above. The documentation shall also include any research conducted to identify additional interested groups and the results of that outreach. The project sponsor shall make digital copies of the final dataset, which shall be made available to additional interested organizations, if requested. **M-CP-1b: Develop and Implement an Interpretive Program** The project sponsor shall develop an interpretive program that commemorates the history of Market Street, focusing on its significant association with the Market Street Redevelopment Plan design of architects John Carl Warnecke and Mario Ciampi and landscape architect Lawrence Halprin. To contextualize the Market Street Redevelopment Plan design, interpretive materials shall also include context themes related to the Market Street Cultural Landscape District's additional reasons for significance (e.g., Market Street's role as San Francisco's main circulation artery and facilitator of urban development, Market Street's role as a venue for civic engagement in San Francisco). Interpretive materials shall also be informed by historic context studies of the design work of architects John Carl Warnecke and Mario Ciampi and landscape architect Lawrence Halprin. The	

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		content of the studies shall include, but not be limited to, the respective designer's biography, design process, and overall body of work (with a focus on Bay Area projects) as well as the social and cultural context of post–World War II San Francisco Bay Area that influenced the designer's career in relationship to this district. The context studies shall also include a list of known projects in the Bay Area (buildings and/or landscapes) designed by the respective designer. The project sponsor shall retain a qualified consultant meeting the Secretary of the Interior's Professional Qualification Standards for Architectural History or History to develop an interpretive program that conveys the historic context themes listed above. The selected consultant preparing the context study of Lawrence Halprin shall have a demonstrated specialization in landscape design history. In consultation with the project sponsor and the planning department, the qualified consultant shall prepare an interpretive plan that describes the general format, locations, materials, and content of the full interpretive program. The interpretive plan shall be reviewed and approved by the planning department's preservation staff prior to the issuance of an excavation permit for the proposed project or commencement of construction. The interpretive plan shall include, at a minimum, the following interpretive projects, methods, and materials:	

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		• Temporary Public Exhibition:* The project sponsor shall hire a qualified architectural historian or historian who meets the Secretary of the Interior's Professional Qualification Standards and a professional exhibition designer to prepare an exhibition for public display in venues physically proximate to Market Street, such as the San Francisco Public Library; California Historical Society; San Francisco Bay Area Planning and Urban Research Association; American Institute of Architects, San Francisco; or a similar space within an educational or civic organization. The qualified historian(s), working in cooperation with professional exhibit designer(s), shall craft a public exhibition about the significant history of the resource using, at a minimum, the HALS documentation identified above and the existing Better Market Street CLE. In consultation with the planning department, the project sponsor and consultants shall identify a minimum of one publicly accessible location for installation of the exhibition and work with the selected venue(s) to secure a commitment to house the display for an agreed upon length of time; the interpretive plan shall include documentation of this commitment and be submitted for review and approval to the planning department's preservation staff prior to the issuance of an excavation permit for the proposed project or commencement of construction. If the required documentation shows that a	

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		good-faith effort was put forward by the project sponsor to locate an appropriate display location but no commitment could be procured, then the project sponsor shall consult with the planning department's preservation staff and the qualified consultants mentioned above to discuss an alternative temporary installation of the exhibition at the project site where it shall be visible and accessible to the public and maintained for the duration of the construction process. • Educational Website:* The project sponsor shall hire a qualified architectural historian or historian who meets the Secretary of the Interior's Professional Qualification Standards, working in cooperation with professional website designers, to prepare a Better Market Street educational webpage about the significant history of the resource using, at a minimum, the HALS documentation identified above and the existing Better Market Street CLE. The project sponsor shall house and maintain the webpage in perpetuity on the project sponsor's website (http://www.sfpublicworks.org/projects), with links to the HALS documentation and other interpretive materials outlined in the project mitigations. A template webpage for the project website shall be reviewed and approved by the planning department's preservation staff prior to the issuance of any site or construction permits.	

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		• Interpretive Signage:* The project sponsor shall incorporate between six and 10 permanent interpretive markers or signs into the design of the proposed project that interpret the significant history of the resource. The markers shall be located within the project footprint (on Market Street between Steuart Street and Octavia Boulevard), and the content shall relate to the specific locations of the markers/signs within the corridor. The project sponsor shall work with qualified architectural historians or historians who meet the Secretary of the Interior's Professional Qualification Standards, professional graphic designers, and signage fabricators to determine the designs, placement locations, and fabrication specifications of the interpretive signage within the project corridor. The project sponsor shall submit for review and approval an outline of the proposed permanent interpretive signage to the planning department's preservation staff as part of the interpretive plan before issuance of any site or construction permits for the proposed project. * Following approval of the interpretive plan by the planning department, and working with the project sponsor and technical professionals identified above, the qualified historians shall then develop detailed interpretive content and applicable design specifications for the public exhibition, educational website, and interpretive signage. The planning department's preservation staff shall review	

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		and approve the text, images, and applicable design specifications prior to the production and installation of the interpretive materials and prior to substantial completion of the proposed project. Implementation of the interpretive plan can occur after construction has commenced but must be fully implemented within 2 years of final completion. **M-CP-1c: Hold Public Commemorative and Educational Program Series** The project sponsor shall develop and implement a public educational event series to engage community members and pay tribute to the Market Street Redevelopment Plan design. The program series shall be developed in collaboration with a qualified consultant meeting the Secretary of the Interior's Professional Qualification Standards for Architectural Historian or Historian and a professional public arts programmer or partner arts institution. The selected arts programmer or partner institution shall have experience developing concepts for, promoting, and implementing large-scale and site-specific public events. The program series shall include three to five public programs to tell the story of development of the Market Street Redevelopment Plan. Programs may include panel discussions and lectures with scholars and designers; collaborative artistic performances, such as re-enactment of Lawrence and Anna Halprin's RSVP cycles; walking tours; parades; and related activities on Market Street. The planning department's preservation staff	

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		shall review and approve a preliminary schedule of the program series before the content and participants are finalized. The program series must occur prior to issuance of an excavation permit for the proposed project or commencement of construction. All programs held as part of the program series shall be recorded by a professional videographer, and the recordings shall be made available on the educational website specified under M-CP-1b.	
CP-2. The proposed project and project variant would cause a substantial adverse change in the significance of a historic district considered to be a historical resource, as defined in section 15065.5.	LTS	None required	LTS
CP-3. The proposed project and project variant would cause a substantial adverse change in the significance of a building, structure, or object considered to be a historical resource, as defined in section 15064.5.	LTS	None required	LTS
CP-4. The proposed project and project variant's vibration impacts on built resources caused by construction activities would not result in a substantial adverse change in the significance of a historical resource, as defined in section 15064.5.	LTS	None required	LTS

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CP-5. The proposed project and project variant would not result in vibration impacts on built resources caused by operations resulting in a substantial adverse change in the significance of a historical resource, as defined in section 15064.5.	LTS	None required	LTS
CP-6. The proposed project and project variant would not cause a substantial adverse change in the significance of an archaeological resource, as defined in section 15064.5.	LTS	None required	LTS
CP-7. The proposed project and project variant would not disturb human remains, including those interred outside of formal cemeteries.	LTS	None required	LTS

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CP-8. The proposed project and project variant would result in a substantial adverse change in the significance of a Tribal Cultural Resource as defined in Public Resources Code section 21074.	LSM	**Mitigation Measure M-CP-4: Tribal Cultural Resources Interpretive Program** If the Environmental Review Officer (ERO) determines that a significant archeological resource is present and, in consultation with the affiliated Native American tribal representatives, the ERO determines that the resource constitutes a tribal cultural resource (TCR) that could be adversely affected by the proposed project, the proposed project shall be redesigned so as to avoid any adverse effect on the significant TCR, if feasible. If the ERO determines that preservation in place is both feasible and effective for the TCR, then the archeological consultant shall prepare an archeological resource preservation plan (ARPP). Implementation of the approved ARPP by the archeological consultant shall be required when feasible. If the ERO, in consultation with the affiliated Native American tribal representatives and the project sponsor, determines that preservation in place for the TCR is not a sufficient or feasible option, the project sponsor shall implement an interpretive program for the TCR in consultation with affiliated tribal representatives. An interpretive plan produced in consultation with the ERO and affiliated tribal representatives, at a minimum, would be required to guide the interpretive program. The plan	LTS

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		shall identify, as appropriate, proposed locations for installations or displays, the proposed content and materials for those displays or installations, the producers or artists of the displays or installations, and a long- term maintenance program. The interpretive program may include artist installations, preferably by local Native American artists; oral histories with local Native Americans; artifacts, displays, and interpretation; and educational panels or other informational displays.	
C-CP-1. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects in the city, would result in a cumulatively considerable contribution to a significant cumulative impact on the Market Street Cultural Landscape District but not on any other historic architectural resources.	S	See Mitigation Measures M-CP-1a through M-CP-1c above. These measures would lessen the project's contribution but the contribution would remain cumulatively considerable.	SUM
C-CP-2. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects in the city, would not result in a significant cumulative impact on archaeological resources.	LTS	None required	LTS

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C-CP-3. Construction-related vibration caused by the proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects in the city, would not result in a cumulative impact on historic architectural resources.	LTS	None required	LTS
Transportation and Circulation			
TR-1. Construction of the proposed project and project variant could result in substantial interference with pedestrian, bicycle, or vehicle circulation and accessibility to adjoining areas, and could result in potentially hazardous conditions.	S	**Mitigation Measure M-TR-1: Construction Management Plan – Additional Measures** As part of the proposed project's construction management plan, the project sponsor shall require additional measures to further minimize disruptions to transit, bicyclists, and pedestrians during project construction. The additional measures shall include, but not be limited to, the following: • *Establish Temporary Transit-only Lanes and Extend Bus Zones on Mission Street during Detours* – When detours are implemented, SFMTA shall implement additional transit priority features, such as all-day transit-only lanes and extended bus zones on Mission Street, to accommodate the increased level of bus service on streets adjacent and parallel to Market Street during construction.	SUM

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		• *Active Monitoring of Detours* – When detours are implemented, SFMTA shall require that police officers or parking control officers monitor critical locations along the detour to promote unobstructed travel by vehicular traffic, transit, and people walking and bicycling. • *Coordinated Construction Management Plan* – If construction of the proposed project is determined to overlap with any nearby project(s) involving temporary travel lane closures or temporary sidewalk closures and/or using the same truck access routes in the project vicinity, the SFMTA shall require that construction contractor(s) consult with various city departments, as deemed necessary by the SFMTA, Public Works, and the Planning Department, to develop a Coordinated Construction Management Plan and minimize the severity of any disruptions of access to land uses and transportation facilities. • *Emergency Access Response Plan* – SFMTA shall require that contractor(s) submit a segment-specific emergency access response plan as part of compliance with bid specifications. This plan shall include fire department and emergency service access to construction areas and maintainability of emergency services such as fire hydrants.	

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		• *Carpool, Bicycle, Walk and Transit Access for Construction Workers* – The construction contractor(s) shall include methods to encourage carpooling, bicycling, walking, and transit access to the project corridor by construction workers (such as providing secure bicycle parking spaces, participating in free-to-employee and employer ride matching program from www.511.org, participating in emergency ride home program through the City of San Francisco [www.sferh.org], and providing transit information to construction workers). • *Construction Coordination with Adjacent Businesses* – During construction of the proposed project, access to all abutting businesses shall be maintained either through the existing or a reduced sidewalk area or via temporary access ramps. Signs shall be installed indicating that the businesses are "open during construction." All temporary access ramps shall be in compliance with the ADA. • *Project Construction Updates for Adjacent Businesses and Residents* – To minimize construction impacts on access for nearby institutions and businesses, the project sponsor shall provide adjacent and nearby businesses and residents with regularly-updated information regarding project construction, including construction activities, peak construction vehicle activities, travel lane closures, and lane closures. At regular intervals to be defined in the construction management plan, a regular	

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		email notice shall be distributed by the project sponsor that shall provide current construction information of interest to neighbors, as well as contact information for specific construction inquiries or concerns.	
TR-2. The proposed project and project variant would not cause substantial additional VMT or induced automobile travel.	LTS	None required	LTS
TR-3. The proposed project and project variant would not create major traffic hazards.	LTS	None required	LTS
TR-4. The proposed project and project variant would not result in a substantial increase in delays or operating costs such that significant adverse impacts on local or regional transit would occur.	LTS	None required	LTS
TR-5. The proposed project and project variant would not create hazardous conditions for people walking, or otherwise interfere with accessibility for people walking to the site or adjoining areas.	LTS	None required	LTS

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TR-6. The proposed project and project variant would not result in potentially hazardous conditions for bicyclists, or otherwise interfere with bicycle accessibility to the project site or adjacent areas.	LTS	None required	LTS
TR-7. The proposed project and project variant would not result in a reduction in on-street commercial and passenger loading supply such that loading demand during the peak hour of loading activities would not be accommodated with the loading supply.	LTS	None required	LTS
TR-8. The proposed project and project variant would not result in a reduction in on-street parking supply such that a substantial parking deficit would occur.	LTS	None required	LTS
TR-9. The proposed project and project variant would not result in inadequate emergency vehicle access.	LTS	None required	LTS
C-TR-1. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects, would contribute considerably to significant cumulative construction-related transportation impacts.	S	See **Mitigation Measure M-TR-1** above. This measure would lessen the project's contribution but the contribution would remain cumulatively considerable.	SUM

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C-TR-2. The proposed project and variant, in combination with past, present, and reasonably foreseeable future projects, would not contribute considerably to significant cumulative impacts related to VMT	LTS	None required.	LTS
C-TR-3. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects, would not result in significant cumulative impacts related to major traffic hazards.	LTS	None required.	LTS
C-TR-4. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects, would contribute considerably to significant cumulative transit impacts related to transit operations on the Muni 27 Bryant but would not contribute considerably to significant cumulative transit impacts on other local and regional routes.	S	No feasible mitigation identified. However, the SFMTA is currently investigating possible changes to the Muni 27 Bryant route as part of the 27 Bryant Transit Reliability Project and the planned improvements to Fifth Street to enhance this route's operations.	SUM
C-TR-5. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects, would not result in significant cumulative impacts on people walking.	LTS	None required.	LTS

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C-TR-6. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects, would not result in significant cumulative bicycle impacts.	LTS	None required.	LTS
C-TR-7. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects, would not contribute considerably to significant cumulative loading impacts.	LTS	None required.	LTS
C-TR-8. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects, would not result in significant cumulative impacts related to parking.	LTS	None required.	LTS
C-TR-9. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects, would not result in significant cumulative emergency access impacts.	LTS	None required.	LTS

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Environmental Impacts	Level of Significance before Mitigation	Mitigation Measures	Level of Significance after Mitigation
Legend: NI = No Impact; LSM: Less than significant after mitigation; LTS = Less than significant or negligible impact, no mitigation required; S = Significant; SM = Significant but mitigable; SU = Significant and unavoidable adverse impact, no feasible mitigation; SUM = Significant and unavoidable impact after mitigation; NA = Not Applicable			
Noise and Vibration			
NO-1. Construction of the proposed project and project variant would generate noise levels in excess of standards or result in substantial temporary increase in ambient noise levels.	S	**Mitigation Measure M-NO-1: Prepare and Implement a Construction Noise Control Plan to Reduce Construction Noise at Noise-Sensitive Land Uses** The project sponsor shall develop a noise control plan to reduce construction noise to levels at or below the 90 dBA L_{eq} combined noise standard during daytime hours and reduce noise increases over ambient from construction activity to 10 dB or less at noise-sensitive receptor locations. The noise control plan shall also address measures to minimize sleep disturbance at adjacent residential uses where nighttime work is required such that noise levels do not exceed 80 dBA L_{eq} during nighttime hours at residential uses. Implementation of these measures will reduce noise by maximizing the distance between construction sources and receptors, providing shielding between sources and receptors, and limiting when noise-generating construction activity will occur. The noise control plan shall require the following: • Construction contractors shall specify noise-reducing construction practices that will be employed to reduce construction noise from construction activities. The measures shall be reviewed and approved by Public Works prior to the issuance of construction permits. Measures that can be used to limit noise include, but are not limited to, those listed below.	LSM

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		• Locate construction equipment as far as feasible from noise-sensitive uses. • Require that all construction equipment powered by gasoline or diesel engines have sound control devices that are at least as effective as those originally provided by the manufacturer and that all equipment be operated and maintained to minimize noise generation. • Idling of inactive construction equipment for prolonged periods shall be prohibited (i.e., more than 2 minutes). • Prohibit gasoline or diesel engines from having unmuffled exhaust systems. • Equipment and trucks used for project construction utilize the best available noise control techniques (e.g., improved mufflers, equipment redesign, intake silencers, ducts, engine enclosures, acoustically attenuating shields or shrouds) wherever feasible. • Monitor the effectiveness of noise attenuation measures by taking noise measurements. A plan for noise monitoring shall be provided to the City for review prior to the commencement of each construction stage. • Prohibit pavement breaking during nighttime hours (between 10 p.m. and 7 a.m.). • Minimize equipment noise during nighttime hours within 100 feet of the nearest residential use.	

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		• Use noise-reducing enclosures or curtains around equipment that has the potential to disturb nearby land uses. • Impact tools (e.g., jack hammers, pavement breakers, rock drills) used for project construction shall be "quiet" gasoline-powered compressors or electrically powered compressors, and electric rather than gasoline- or diesel-powered engines shall be used to avoid noise associated with compressed air exhaust from pneumatically powered tools. However, where the use of pneumatic tools is unavoidable, an exhaust muffler on the compressed air exhaust shall be used; this muffler can lower noise levels from the exhaust by up to about 10 dBA. External jackets on the tools themselves shall be used; which could achieve a reduction of 5 dBA. Quieter equipment shall be used when feasible, such as drills rather than impact equipment. • Construction contractors shall be required to use "quiet" gasoline-powered compressors or electrically powered compressors and electric rather than gasoline- or diesel-powered forklifts for small lifting. • Stationary noise sources, such as temporary generators, shall be located as far from nearby receptors as possible; they shall be muffled and enclosed within temporary enclosures and shielded by barriers, which could reduce construction noise by as much as 5 dB, or other measures, to the extent feasible.	

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		• Prior to the issuance of the construction permit, along with the submission of construction documents, the project sponsor shall submit to the Planning Department and Department of Building Inspection a list of measures for responding to and tracking complaints pertaining to construction noise. These measures shall include: o Identification of measures that will be implemented to control construction noise. o A procedure and phone numbers for notifying the Department of Building Inspection, the Department of Public Health, or the Police Department of complaints (during regular construction hours and off hours). o A sign posted onsite describing noise complaint procedures and a complaint hotline number that shall be answered at all times during construction. o Designation of an onsite construction complaint and enforcement manager for the project. o A plan for notification of neighboring residents and nonresidential building managers within 200 feet of the project construction area at least 30 days in advance of extreme noise-generating activities (defined as activities that generate noise levels of 90 dBA or greater) about the estimated duration of the activity and the associated control measures that will be implemented to reduce noise levels.	

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NO-2. Operation of the proposed project and project variant would not result in the exposure of persons to or generation of noise levels in excess of the San Francisco Noise Ordinance or a substantial temporary, periodic, or permanent increase in ambient noise levels in the project vicinity, above levels existing without the project.	LTS	None required	LTS
NO-3. Construction of the proposed project and project variant would expose persons to or generate excessive ground-borne vibration levels related to annoyance but would not generate excessive ground-borne vibration levels related to damage to buildings.	S	**Mitigation Measure M-NO-3: Nighttime Construction Vibration Control Measures – Annoyance** Prior to issuance of a construction permit, a detailed pre-construction vibration assessment and monitoring plan shall be prepared for all construction activities conducted between the hours of 8 p.m. and 7 a.m. This plan shall evaluate and select the smallest feasible equipment that can be used during this construction period and shall recommend specific location of equipment within the construction area to maximize the distance between the vibration-generating sources and vibration-sensitive receptors. This plan shall also require that vibration levels at vibration-sensitive receptors along the project corridor do not exceed a PPV vibration level of the strongly perceptible level of 0.10 in/sec for continuous sources and 0.90 in/sec for transient sources.	LSM

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		The project contractor shall: • Retain the services of a qualified professional to prepare a pre-construction assessment and vibration monitoring plan. This assessment and vibration monitoring plan shall identify all vibration-sensitive receptors adjacent to the project corridor which could be exposed to vibration from nighttime construction activities exceeding a PPV vibration level of 0.10 in/sec for continuous sources and 0.90 in/sec for transient sources. The qualified professional shall submit the plan to Public Works for review and approval prior to issuance of a construction permit. • Inform vibration-sensitive receptors of upcoming construction activities that may generate high levels of vibration a minimum of one week in advance of such construction activities. Method of notification shall include mailed notices as well as notifications hand-posted on doorways. The notification shall include the name and contact information for a person that can be reached during nighttime construction hours. • Perform real-time vibration monitoring during all construction activities conducted between the hours of 8 p.m. and 7 a.m. at a location representative of the nearest vibration sensitive receptor. If vibration levels exceed a PPV vibration level of 0.10 in/sec for continuous sources and 0.90 in/sec for transient sources, the vibration monitor	

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		shall immediately alert the construction manager, who shall immediately cease construction activity. Construction activity shall resume only after the vibration-generating equipment is adjusted or relocated such that the PPV vibration level no longer exceeds 0.10 in/sec for continuous sources and 0.90 in/sec for transient sources, or such activity is otherwise conducted between the hours of 7 a.m. and 8 p.m.	
NO-4. Operation of the proposed project and project variant would not expose persons to or generate excessive ground-borne vibration levels related to annoyance. Operation of the project would not generate excessive ground-borne vibration levels related to damage to buildings.	LTS	None required	LTS
C-NO-1. Construction activities for the proposed project and project variant, in combination with other past, present, and reasonable future projects in the city, would result in a substantial temporary increase in noise or noise levels in excess of the applicable local standards.	S	See **Mitigation Measure M-NO-1** above	SUM

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C-NO-2. Operation of the proposed project and project variant, in combination with other past, present, and reasonably foreseeable future projects in the city, would not result in the exposure of persons to noise in excess of the applicable local standards or a substantial permanent ambient noise level increase in the project vicinity.	LTS	None required	LTS
C-NO-3. Construction and operation of the proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects, would not result in significant cumulative impacts related to vibration.	LTS	None required	LTS
Air Quality			
AQ-1. Construction of the proposed project and project variant would generate fugitive dust and criteria air pollutants but would not violate an air quality standard or contribute substantially to an existing or project air quality violation.	S	**Mitigation Measure M-AQ-1: Off-Road Construction Equipment Emissions Minimization** A. Equipment Requirements a. All off-road equipment with engines (greater than or equal to 90 horsepower) shall meet EPA or California Air Resources Board Tier 4 final off-road emissions standards, while equipment with smaller engines (less than 90 horsepower) shall meet or exceed Tier 3 off-road emissions standards.	LSM

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		B. Waivers a. The planning department's environmental review officer (ERO) or designee may waive the requirement for an alternative source of power from subsection (A) 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). b. The ERO may waive the equipment requirements of subsection (A) if use of a particular piece of off-road equipment with a Tier 4 final or Tier 3 compliant engine is not feasible or reasonable, the equipment would not produce the desired emissions reductions because of the expected operating modes, installation of the equipment would create a safety hazard or impair visibility for the operator, or a compelling emergency exists that would require the use of off-road equipment that is not Tier 4 final or Tier 3 compliant. If seeking an exception, the project sponsor shall demonstrate to the ERO's satisfaction that the resulting construction emissions would not exceed the NO_x threshold of significance, as identified within the EIR under Impact AQ-1. If the ERO grants the waiver, the contractor must use the next-cleanest piece of available off-road equipment, according to the table below:	

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		Compliance Alternative / **Engine Emission Standard** 1 — Tier 4 Interim 2 — Tier 3 with California Air Resources Board Level 3 VDECs 3 — Tier 3 4 — Tier 2 with California Air Resources Board Level 3 VDECs Notes: If the environmental review officer (ERO) or designee determines that the equipment requirements cannot be met, then the contractor shall meet Compliance Alternative 1. If the ERO or designee determines that the contractor cannot supply off-road equipment meeting Compliance Alternative 1, then the contractor shall meet Compliance Alternative 2. If the ERO or designee determines that the contractor cannot supply off-road equipment meeting Compliance Alternative 2, then the contractor shall meet Compliance Alternative 3. If the ERO or designee determines that the contractor cannot supply off-road equipment meeting Compliance Alternative 3, then the contractor shall meet Compliance Alternative 4. VDECs = Verified Diesel Emission Controls	

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AQ-2. Operation of the proposed project and project variant would not result in emissions of criteria pollutants at levels that would violate an air quality standard or contribute to an existing air quality violation.	LTS	None required	LTS
AQ-3. Construction and operation of the proposed project and project variant would generate TACs, including DPM, but would not expose sensitive receptors to substantial air pollutant concentrations.	S	See **Mitigation Measure M-AQ-1** above	LSM
AQ-4. The proposed project and project variant would not conflict with, or obstruct implementation of, the 2017 Clean Air Plan.	S	See **Mitigation Measure M-AQ-1** above	LSM
C-AQ-1. The proposed project and project variant's construction, in combination with other past, present, and reasonable future projects, would not contribute to cumulative regional air quality impacts.	S	See **Mitigation Measure M-AQ-1** above	LSM
C-AQ-2. The proposed project and project variant's operation, in combination with other past, present, and reasonable future projects, would not contribute to cumulative regional air quality impacts.	LTS	None required.	LTS

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C-AQ-3. Construction and operation of the proposed project and project variant, in combination with other past, present, and reasonable future projects, would generate TACs, including DPM, but would not expose sensitive receptors to substantial air pollutant concentrations.	S	See **Mitigation Measure M-AQ-1** above	LSM
C-AQ-4. The proposed project and project variant, in combination with other past, present, and reasonable future projects, would not conflict with, or obstruct implementation of, the 2017 Clean Air Plan.	S	See **Mitigation Measure M-AQ-1** above	LSM
Wind			
WS-1. The proposed project and project variant would not alter wind in a manner that would substantially affect public areas.	LTS	None required	LTS
C-WS-1. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects, could alter wind in a manner that would substantially affect public areas. However, the proposed project's contribution would not be cumulatively considerable.	LTS	None required	LTS
Source: ICF 2018.			

TABLE S-2. COMPARISON OF SIGNIFICANT AND UNAVOIDABLE IMPACTS OF PROPOSED PROJECT WITH IMPACTS OF THE ALTERNATIVES

Impact of Proposed Project	Alternative A: No Project Alternative	Alternative B: Full Preservation Alternative	Alternative C: Partial Preservation Alternative 1	Alternative D: Partial Preservation Alternative 2	Alternative E: Core Elements Alternative
Legend: NI = No Impact; LTS = Less than significant or negligible impact, no mitigation required; LSM = Less than significant after mitigation; S = Significant; SM = Significant but mitigable; SU = Significant and unavoidable adverse impact, no feasible mitigation; SUM = Significant and unavoidable impact after mitigation; NA = Not Applicable					
Cultural Resources					
Impact CP-1.C. The proposed project and project variant would cause a substantial adverse change in the significance of the Market Street Cultural Landscape District as a designed landscape associated with the Market Street Redevelopment Plan. (SUM)	Less than project (LTS)	Less than project (LTS)	Less than project but still SUM	Less than project but still SUM	Similar to project, SUM
Impact C-CP-1. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects in the city, would result in a cumulatively considerable contribution to a significant cumulative impact on the Market Street Cultural Landscape District but not on any other historic architectural resources. (SUM)	Less than project (not cumulatively considerable)	Less than project (not cumulatively considerable)	Similar to project (cumulatively considerable)	Similar to project (cumulatively considerable)	Similar to project (cumulatively considerable)

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Impact of Proposed Project	Alternative A: No Project Alternative	Alternative B: Full Preservation Alternative	Alternative C: Partial Preservation Alternative 1	Alternative D: Partial Preservation Alternative 2	Alternative E: Core Elements Alternative
Legend: NI = No Impact; LTS = Less than significant or negligible impact, no mitigation required; LSM = Less than significant after mitigation; S = Significant; SM = Significant but mitigable; SU = Significant and unavoidable adverse impact, no feasible mitigation; SUM = Significant and unavoidable impact after mitigation; NA = Not Applicable					
Transportation and Circulation					
Impact TR-1. Construction of the proposed project and project variant could result in substantial interference with pedestrian, bicycle, or vehicle circulation and accessibility to adjoining areas, as well as potentially hazardous conditions. (SUM)	Less than project (LTS)	Less than project (but still SUM)	Less than project but still SUM	Less than project but still SUM	Less than project but still SUM
Impact C-TR-1. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects, would contribute considerably to significant cumulative construction-related transportation impacts. (cumulatively considerable)	Less than project (not cumulatively considerable)	Similar to project (cumulatively considerable)	Similar to project (cumulatively considerable)	Similar to project (cumulatively considerable)	Similar to project (cumulatively considerable)
Impact C-TR-4. The proposed project and project variant, in combination with past, present, and reasonably foreseeable future projects, would contribute considerably to significant cumulative transit impacts related to transit operations on the Muni 27 Bryant but would not contribute	Less than project (not cumulatively considerable for any transit route)	Similar to project (cumulatively considerable for the 27 Bryant, not cumulatively considerable for any other route)	Similar to project (cumulatively considerable for the 27 Bryant, not cumulatively considerable for any other route)	Similar to project (cumulatively considerable for the 27 Bryant, not cumulatively considerable for any other route)	Similar to project (cumulatively considerable for the 27 Bryant, not cumulatively considerable for any other route)

TABLE S-2. COMPARISON OF SIGNIFICANT AND UNAVOIDABLE IMPACTS OF PROPOSED PROJECT WITH IMPACTS OF THE ALTERNATIVES

Impact of Proposed Project	Alternative A: No Project Alternative	Alternative B: Full Preservation Alternative	Alternative C: Partial Preservation Alternative 1	Alternative D: Partial Preservation Alternative 2	Alternative E: Core Elements Alternative
Legend: NI = No Impact; LTS = Less than significant or negligible impact, no mitigation required; LSM = Less than significant after mitigation; S = Significant; SM = Significant but mitigable; SU = Significant and unavoidable adverse impact, no feasible mitigation; SUM = Significant and unavoidable impact after mitigation; NA = Not Applicable					
considerably to significant cumulative transit impacts on other local and regional routes. (cumulatively considerable for 27 Bryant)					
Impact C-NO-1. Construction activities for the proposed project and the project variant, in combination with other past, present, and reasonable future projects in the city, would result in a substantial temporary increase in noise or noise levels in excess of the applicable local standards.	Less than project (not cumulatively considerable)	Similar to project (cumulatively considerable)	Similar to project (cumulatively considerable)	Similar to project (cumulatively considerable)	Similar to project (cumulatively considerable)

1. INTRODUCTION

This chapter presents a summary of the Better Market Street Project (proposed project or project), outlines the purpose of this environmental impact report (EIR), summarizes the environmental review process, and describes the organization of the EIR.

A. PROJECT SUMMARY

The project sponsor, San Francisco Public Works (Public Works), in coordination with project partners (the Citywide Planning Division of the San Francisco Planning Department and the San Francisco Municipal Transportation Agency [SFMTA]), proposes to implement the proposed project, which would provide various transportation and streetscape improvements to a 2.2-mile-long corridor.

The project corridor encompasses Market Street between Steuart Street and Octavia Boulevard. It includes portions of streets that intersect Market Street, four off-corridor intersections, and the entirety of Charles J. Brenham Place. The project corridor also includes the portion of Valencia Street between Market Street and McCoppin Street. The project would introduce changes to the roadway configuration as well as private vehicle access, traffic signals, surface transit (including San Francisco Municipal Railway- (Muni-) only lanes, stop spacing and service, stop locations, stop characteristics, and infrastructure), bicycle facilities, pedestrian facilities, streetscapes, commercial and passenger loading, vehicular parking, and utilities. The project would also change traffic configurations on adjacent streets that intersect Market Street to both the north and the south.

In addition to the proposed project, the project sponsor is considering one project variant: the Western Variant. The variant would be located within a portion of the same corridor as the proposed project but would vary in terms of proposed improvements/regulations. The Western Variant would include the approximately 0.6-mile portion of Market Street between Octavia Boulevard and a point approximately 300 feet east of the Hayes and Market Street intersection. The Western Variant seeks improvements beyond those of the proposed project related to pedestrian and bicyclist safety, comfort, and mobility through additional reductions to conflicts between different modes of transportation.

B. ENVIRONMENTAL REVIEW PROCESS

The planning department, serving as the lead agency responsible for administering environmental review of the proposed project, has issued a notice of preparation (NOP) for an EIR and an initial study, which determined that preparation of an EIR was required to address issues pertaining to cultural resources, transportation, noise and vibration, air quality, and wind.

The EIR is a public information document for use by government agencies and the public that identifies and evaluates the potential environmental impacts of a project, recommends mitigation measures to lessen or eliminate significant adverse impacts, and examines feasible alternatives to a project. The information contained in the EIR must be reviewed and considered by decision-making bodies prior to a decision to approve, disapprove, or modify a project.

NOTICE OF PREPARATION

The project sponsor submitted an environmental evaluation application, dated December 27, 2013, to the planning department to initiate the environmental review process. The planning department published an NOP for an EIR and notice of public scoping meeting on January 14, 2015.[1] In addition to providing a project description, a map with the project location, and a summary of potential environmental issues related to project implementation, the NOP provided information about the public scoping meeting, which was conducted on February 4, 2015, at the Ground Floor Conference Room, 1455 Market Street, San Francisco. The purpose of this meeting and publication of the NOP was to solicit comments regarding the scope of the EIR. The NOP and comment letters are included in Appendix 1.

The NOP requested agencies and other interested parties to comment on the environmental issues that should be addressed in the EIR. The comment letters received in response to the NOP are also available for review as part of Case File No. 2014.0012E at the planning department offices at 1650 Mission Street, Suite 400, San Francisco. In general, comments on the NOP and comments received at the public scoping meeting requested that the EIR analyze the following issues, which are addressed in the EIR sections identified in parentheses:

- Potential impacts of the proposed changes to Market Street on the capacity provided by the Central Freeway and local street system (Section 4.B, *Transportation and Circulation*)
- Potential impacts on the US 101/Octavia Boulevard and US 101/Mission Street off-ramps, including average daily traffic, a.m. and p.m. peak-hour volumes, and levels of service (LOS) on affected facilities under existing, existing-plus-project, cumulative, and cumulative-plus-project scenarios (Section 4.B, *Transportation and Circulation*)

[1] Since publication of the NOP, the project sponsor has continued outreach to stakeholders and continued refinement of the project design to facilitate the environmental review process. California Environmental Quality Act (CEQA) Guidelines article 7, sections 15082 and 15084, and article 8 do not define a time limit between publication of the NOP and when an EIR must be published; it is up to the lead agency's discretion what constitutes a reasonable length of time for preparation of an EIR.

- Potential impacts related to area traffic and degradation of existing and cumulative LOS and identification of mitigation measures (including fair share contribution, schedule, and implementation responsibilities) to reduce impacts, where feasible (Section 4.B, *Transportation and Circulation*)
- Potential impacts resulting from recent and proposed changes in the project area, including the closure of Annie Street and other changes proposed under the Central SoMa Plan (Section 4.B, *Transportation and Circulation*)
- Potential impacts of an alternative that considers transit operating in one lane in each direction on Market Street (Chapter 6, *Alternatives*)
- Potential impacts related to emergency access and operational functions regarding revenue collection and service vehicles (Section 4.B, *Transportation and Circulation*)
- Potential safety and level of service impacts related to changes to surface transit on Market Street (Section 4.B, *Transportation and Circulation*)
- Potential access impacts for private vehicles, including private vehicles exiting the garage at One Bush Street (Section 4.B, *Transportation and Circulation*)
- Potential impacts, including impacts related to safety, on state facilities for bicyclists/pedestrians, as well as their connections, as a result of the proposed project (e.g., the one-way streets near the US 101 on- and off-ramps) (Section 4.B, *Transportation and Circulation*)
- Potential performance and quality of service impacts to bicyclists/pedestrians and transit (Section 4.B, *Transportation and Circulation*)
- Potential secondary impacts from implementation of identified mitigation measures (Section 4.B, *Transportation and Circulation*)
- Potential impacts resulting from increases in bicycle trips and changes to bicycle circulation on Market Street (Section 4.B, *Transportation and Circulation*)
- Potential loading impacts on commercial and passenger vehicles (Section 4.B, *Transportation and Circulation*)
- Potential impacts related to general plan consistency (Chapter 3, *Plans and Policies,* and the Initial Study included in Appendix 2)

The scoping report prepared for the proposed project (included in Appendix 1) contains the following components:

- Description of the purpose of the scoping process
- Description of the notification process

- Overview of the comments on alternatives to be analyzed and potential environmental impacts to be studied
- Summary of the written, oral, and electronic comments from the public and affected agencies received during the scoping period for the proposed project
- Notice of availability (NOA)
- NOP
- Comment letters
- Scoping meeting sign-in sheets
- Scoping meeting transcript

INITIAL STUDY

The NOA of the initial study and the initial study prepared for the proposed project were published on March 30, 2016. The initial study (see Appendix 2) analyzed three possible alternatives and two design options for the proposed project. Alternatives 1 and 2 would have redesigned and provided various transportation and streetscape improvements to a 2.2-mile-long corridor, generally encompassing Market and Mission streets between The Embarcadero, Octavia Boulevard, and McCoppin and Valencia streets, including Hallidie and United Nations plazas and Charles J. Brenham Place. Alternatives 1 and 2 each had two design options for bicycle facilities on Market Street. Alternative 3 would have redesigned and provided improvements to the 2.3-mile-long segment of McCoppin, Otis, and Mission streets between Valencia Street and The Embarcadero as well as 10th Street between Market and Mission streets, in addition to providing the Alternative 1 improvements to Market Street. Each alternative would consist of both transportation and streetscape improvements, including changes to roadway configuration and private vehicle access; traffic signals; surface transit, including 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. Please see Appendix 2 for a more thorough discussion of the proposed project analyzed by the initial study.

The initial study examined the proposed project to identify its potential effects on the environment. For each item on the initial study checklist, the evaluation considered the impacts of the proposed project both individually and cumulatively. A detailed checklist and discussion of each environmental factor was included in the initial study to identify the potential effects of the proposed project on the environment. The initial study found that the following environmental factors could result in significant impacts and therefore would be discussed in the EIR:

- Cultural resources
- Transportation and circulation
- Noise and vibration
- Air quality
- Wind

The initial study found that the following environmental factors would result in either no impact or a less-than-significant impact:

- Land use
- Aesthetics
- Population and housing
- Cultural resources (archeological resources and human remains)
- Transportation and circulation (air traffic patterns)
- Noise (excessive noise levels from airport land use plan area or private airstrip, and exposure to existing noise levels)
- Air quality (objectionable odors)
- Greenhouse gas emissions
- 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
- Agricultural and forest resources

Since release of the initial study, the project sponsor has made refinements to the proposed project. These refinements consist of the following:

- Eliminating the Mission Street Alternative, which included plans for enhanced bicycle facilities and the addition of a cycle track in both directions on Mission Street.

- Adding a sidewalk-level bikeway, a bicycle facility that is physically separated from motor traffic and distinct from pedestrian use of the sidewalk, for use primarily by bicycles.
- Changing private vehicle access restrictions, including turn restrictions onto and from Market Street.
- Eliminating most of the modifications to United Nations and Hallidie plazas.
- Adding one variant to the proposed project: the Western Variant.

The initial study found impacts on archaeological resources to be less than significant with implementation of archaeological monitoring. Refinements to the proposed project that occurred since the initial study, including the proposed excavation at Second and Stevenson streets (discussed in Chapter 2, *Project Description*), have the potential to affect archaeological resources. Therefore, a discussion of impacts on archaeological resources is included in this EIR.

More information regarding changes to the proposed project since the initial study is provided in Chapter 4, *Environmental Setting and Impacts*.

DRAFT EIR IMPACT ANALYSIS

This Draft EIR analyzes significant effects that could result from the proposed project. As explained in section 15002(g) of the CEQA Guidelines, a significant effect on the environment is defined as a substantial adverse change in the physical conditions that exist in the area affected by a project. Pre-project environmental conditions (the environmental baseline) are considered in determining impact significance.

Appendix G of the CEQA Guidelines sets forth questions about resource topics that the planning department's Environmental Planning Division uses to analyze environmental impacts, while chapter 31 of the San Francisco Administrative Code identifies additional topics for study. Significance criteria are used to evaluate the Appendix G questions and additional topics from chapter 31. For some resource topics, thresholds of significance are used to determine whether the significance criteria are met. Where significant impacts are identified, the Draft EIR recommends feasible mitigation measures to reduce, eliminate, or avoid the significant impacts and identifies which significant impacts are unavoidable. Cumulative impacts (i.e., two or more individual effects that, when considered together, compound or increase other related environmental impacts) are discussed for each environmental resource area. This document also discusses the project variant in Chapter 4, *Environmental Setting and Impacts*, and alternatives to the proposed project in Chapter 6, *Alternatives*.

In accordance with section 15143 of the CEQA Guidelines, this Draft EIR provides an analysis of the significant effects on the environment that could result from construction and operation of the proposed project. Section 15131 of the CEQA Guidelines specifies that "the intermediate economic or social changes need not be analyzed in any detail greater than necessary to trace the chain of cause and effect. The focus of the analysis shall be on the physical changes." In addition, if it is determined that a potential impact is too speculative for evaluation, this condition is noted, and further discussion of the impact is not necessary.

The state Natural Resources Agency adopted the final text to an update to the CEQA Guidelines, including portions of the Appendix G checklist, on December 28, 2018. The planning department issued an initial study for this project March 30, 2016, nearly three years prior to the CEQA Guidelines updates. The planning department used pre-December 2018 Appendix G checklist text in this draft EIR. The planning department determined that the analyses in the draft EIR, including the initial study, substantively address all topics and questions in the updated CEQA Guidelines, including the Appendix G checklist. Therefore, the planning department found it unnecessary in most places to change the language herein to reflect the updated CEQA Guidelines.

C. PUBLIC PARTICIPATION

PUBLIC REVIEW OF DRAFT EIR

The CEQA Guidelines and chapter 31 of the San Francisco Administrative Code encourage public participation in the planning and environmental review processes. The City and County of San Francisco (City) will provide opportunities for the public to present comments and concerns regarding the CEQA and planning processes. These opportunities will occur during the Draft EIR public review and comment period and the public hearings before the San Francisco Planning Commission.

This Draft EIR will be circulated for review and comment by the public and other interested parties, agencies, and organizations for 47 calendar days. The review period began on February 28, 2019, and will close on April 15, 2019. The Draft EIR and NOA are posted electronically on the City's website (http://sf-planning.org/environmental-impact-reports-negative-declarations), and hard copies are available for public review by request at the Planning Information Center, 1650 Mission Street, San Francisco. You may also request that a copy be sent to you by contacting Chris Thomas, the environmental planner, at (415) 575-9036 or using the email address christopher.thomas@sfgov.org. The distribution list for the Draft EIR, as well as all documents referenced in the Draft EIR, is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco, California 94103 (as part of File No. 2014.0012E).

Written public comments may be submitted to the planning department during the specified public review and comment period (indicated on the cover of this EIR), and oral comments may be presented at the Draft EIR public hearing before the planning commission. The comments should address the sufficiency of the document with respect to identifying and analyzing possible significant environmental impacts and determining how they may be avoided or mitigated. CEQA Guidelines section 15096(d) requests that responsible agencies review proposed project activities that are in their areas of expertise, required to be carried out or approved by the agencies, and subject to an exercise of powers by the agencies. The agencies are also requested to provide comments that are supported by either oral or written documentation.

Written comments should be submitted to Chris Thomas, senior environmental planner, San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco, CA 94103. Comments may also be submitted by email to christopher.thomas@sfgov.org. Comments must be received by 5 p.m. on April 15, 2019.

Commenters are not required to provide personal identifying information. However, 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 public documents.

Only commenters on the Draft EIR will be permitted to file an appeal to the board of supervisors regarding certification of the Final EIR.

FINAL EIR AND PROJECT APPROVAL

Following the close of the public review period, the City will prepare and publish a document entitled "Responses to Comments," which will contain a copy of all comments on this Draft EIR, the City's responses to those comments, copies of the letters received, a transcript of the planning commission's public hearing on the Draft EIR, and any necessary revisions to the Draft EIR. The Draft EIR, along with the responses to written and oral substantive comments received during the review period, will make up the Final EIR and be considered by the planning commission and board of supervisors in making the decision whether to certify the Final EIR and approve or deny the project.

The Final EIR will be available for public review at least 10 days prior to its certification hearing (CEQA Guidelines section 15088(b)) at the planning commission. All responses to comments on the Draft EIR submitted by public agencies or members of the public will be provided at least 10 days prior to the EIR certification hearing. The planning commission, in its advertised public meeting, will consider the documents and, if found to be adequate, certify the Final EIR, provided it (1) has been completed in compliance with CEQA and chapter 31 of the administrative code; (2) was presented to the planning commission, which reviewed and considered the information contained in the Final EIR; and (3) reflects the lead agency's independent judgment and analysis.

The decision-making body will use the information in the Final EIR in its deliberations regarding whether to approve, modify, or deny the proposed project or aspects of the proposed project. If the decision-making body decides to approve the proposed project or project variant, the approval action must include findings that identify the 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 the reasons for rejecting mitigation measures or alternatives that were considered infeasible for legal, social, economic, technological, or other reasons (CEQA findings).

A mitigation monitoring and reporting program (MMRP) must be adopted by the decision-making body as part of adoption of the CEQA findings and project approvals to ensure proper implementation of the mitigation measures identified in the Final EIR. Consistent with CEQA Guidelines section 15097, the MMRP is designed to ensure implementation of the mitigation measures identified in the Final EIR and adopted by decision-makers to mitigate or avoid the proposed project's significant environmental effects. CEQA also requires the adoption of findings prior to approval of a project for which a certified EIR identifies significant environmental effects (CEQA Guidelines sections 15091 and 15092). Because this EIR identifies significant adverse impacts that cannot be mitigated to less-than-significant levels, the findings must include a statement of overriding considerations for those impacts (CEQA Guidelines section 15093[b]) in order for the proposed project to be approved. The project sponsor would be required to implement the MMRP as a condition of project approval.

D. INTENDED USES OF THIS EIR

CEQA requires an EIR to be prepared that fully describes the environmental effects of a project before a decision is made to approve a project that could pose potential adverse physical effects. The information contained in an EIR is reviewed and considered by decision makers before ruling to approve, disapprove, or modify a project. This Draft EIR for the proposed project has been prepared by the planning department, in conformance with the provisions of the CEQA statute and CEQA Guidelines as well as chapter 31 of the San Francisco Administrative Code. The lead agency is the public agency with principal responsibility for carrying out or approving a project.

This Draft EIR assesses significant impacts that could result from the proposed project. 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.

As described by CEQA and the CEQA Guidelines, public agencies are charged with the duty of avoiding or substantially lessening significant environmental effects, where feasible. In undertaking this duty, a public agency has an obligation to balance a project's significant effects on the environment with its benefits, including economic, social, technological, legal, and other non-environmental characteristics.

As stated in sections 15121 (a) and 15362 of the CEQA Guidelines, an EIR is an informational document that evaluates the proposed project and the potential for significant impacts on the environment, examines methods of reducing adverse environmental impacts, identifies any significant and unavoidable adverse impacts that cannot be mitigated, and identifies reasonable and feasible alternatives to the project that would eliminate any significant adverse environmental effects or reduce the impacts to a less-than-significant level. Similarly, the purpose of this Draft EIR is to provide the City, responsible and trustee agencies, other public agencies, and the public with detailed information about the environmental effects that could result from implementing the proposed project; examine and set forth feasible methods for mitigating any adverse environmental impacts should the proposed project be approved; and consider feasible alternatives to the project. The City will use the EIR, along with other information in the public record, to determine whether to approve, modify, or deny the proposed project and specify any applicable environmental conditions or mitigation measures as part of the project approvals.

CEQA requires agencies to neither approve nor implement a project unless the project's significant environmental effects have been reduced to a less-than-significant level, essentially "eliminating, avoiding, or substantially lessening" the significant impacts, except when certain findings are made (CEQA Guidelines section 15091(a)).[2] If an agency approves a project that will result in the occurrence of significant adverse impacts that cannot be mitigated to less-than-significant levels, the agency must state the reasons for its action in writing, demonstrate that its action is based on the EIR or other information in the record, and adopt a statement of overriding considerations (CEQA Guidelines section 15092(b)(2)(B)).[3]

In conformance with CEQA and the CEQA Guidelines, this EIR provides objective information that addresses the environmental consequences of the project and identifies possible means of reducing or avoiding significant impacts, through either mitigation measures or feasible project

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[2] Section 21083, Public Resources Code, reference sections 21002, 21002.1, 21081, and 21081.6; *Laurel Hills Homeowners Association v. City Council* (1978), 83 Cal.App.3d 515; *Cleary v. County of Stanislaus* (1981), 118 Cal.App.3d 348; *Sierra Club v. Contra Costa County* (1992), 10 Cal.App.4th 1212; *Citizens for Quality Growth v. City of Mount Shasta* (1988), 198 Cal.App.3d 433.

[3] Section 21083, Public Resources Code, reference sections 21002, 21002.1, 21081 and 21159.26; *Friends of Mammoth v. Board of Supervisors* (1972), 8 Cal. App. 3d 247; *San Francisco Ecology Center v. City and County of San Francisco* (1975), 48 Cal. App. 3d 584; *City of Carmel-by-the-Sea v. Board of Supervisors* (1977), 71 Cal. App. 3d 84; *Laurel Hills Homeowners Association v. City Council* (1978), 83 Cal. App. 3d 515.

alternatives. The City must certify the Final EIR prior to acting on the project approval application for the proposed project. According to CEQA Guidelines section 15161, this is a project-level EIR. This most common type of EIR examines the environmental impacts of a project and focuses primarily on changes in the environment that would result from project development. This type of EIR examines all phases of a project, including planning, construction, and operation.

The CEQA Guidelines help define the role and standards of this EIR, as follows:

- **Informational Document.** An EIR is an informational document that informs public agency decision makers and the public of the significant environmental effect(s) of a project, identifies possible ways to minimize significant effects, and describes reasonable alternatives to the project. The public agency shall consider the information in the EIR, along with other information that may be presented to the agency (CEQA Guidelines section 15121(a)).
- **Degree of Specificity.** The degree of specificity required in an EIR will correspond to the degree of specificity involved in the underlying activity, as described in the EIR. An EIR for a development project will be more detailed in its discussion of specific effects than an EIR for the adoption of a local general plan or comprehensive zoning ordinance because the effects of construction can be predicted with greater accuracy (CEQA Guidelines section 15146(a)).
- **Standards for Adequacy of an EIR.** An EIR should be prepared with a sufficient degree of analysis that provides decision makers with the information needed to make a decision that intelligently takes account of the environmental consequences. An evaluation of the environmental effects of a project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in 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 (CEQA Guidelines section 15151).

As stated above, section 15382 of the CEQA Guidelines defines a significant effect on the environment. Therefore, in identifying the significant impacts of the proposed project, this EIR focuses on the substantial physical effects and the mitigation measures to avoid, reduce, or otherwise alleviate those effects.

E. REPORT ORGANIZATION

This Draft EIR is organized into the following sections:

- *Summary*: This chapter summarizes the EIR by providing a concise overview of the proposed project, including associated approvals, environmental impacts that would result from the project, mitigation measures identified to reduce or eliminate the impacts, and project alternatives.

- *Chapter 1—Introduction*: This chapter includes a discussion of the environmental review process, a summary of the comments received on the scope of the EIR, and the organization of the EIR.
- *Chapter 2—Project Description*: This chapter discusses the background and objectives of the proposed project, provides background data on the project location, describes the operational and physical characteristics of the project and the project variant, and identifies project approvals.
- *Chapter 3—Plans and Policies:* This chapter provides a summary of the plans, policies, and regulations of the City and County of San Francisco that are applicable to the proposed project.
- *Chapter 4—Environmental Setting and Impacts*: This chapter describes the existing setting, the project-level environmental impacts of the proposed project and the project variant, cumulative impacts, and mitigation measures (if applicable). Each environmental topic is discussed in a separate section within this chapter, as follows:

  4.A Cultural Resources
  4.B Transportation and Circulation
  4.C Noise
  4.D Air Quality
  4.E Wind

- *Chapter 5—Other CEQA Considerations*: This chapter provides specifically required analyses of the proposed project's effects, growth-inducing impacts, significant unavoidable impacts, areas of known controversy, and issues to be resolved.
- *Chapter 6—Alternatives*: This chapter evaluates five alternatives to the proposed project, including: Alternative A: No Project, Alternative B: Full Preservation Alternative, Alternative C: Partial Preservation Alternative 1, Alternative D: Partial Preservation Alternative 2, and Alternative E: Core Elements Alternative. This chapter also explains why various other alternatives that were considered were not carried forward for detailed evaluation.
- *Chapter 7—Report Preparers:* This chapter lists the authors who contributed to the EIR, including City personnel, EIR authors, and EIR consultants.
- *Appendices*: The following appendices are included as part of this document:
  - Appendix 1: Scoping Report (includes the NOP and comments received)
  - Appendix 2: Initial Study
  - Appendix 3: Standard Paving Materials in San Francisco's Public Rights-of-Way (Public Works Order 200369)

- Appendix 4: Standard Construction Measures for Public Works Projects and Draft Construction Contract Procedures
- Appendix 5: List of Past, Present, and Reasonably Foreseeable Projects in the Vicinity of the Project Corridor
- Appendix 6: Cultural Resources Supporting Information
- Appendix 7: Transportation Supporting Information
- Appendix 8: Noise and Vibration Modeling Materials
- Appendix 9: Air Quality Modeling Materials
- Appendix 10: Screening-Level Wind Assessment
- Appendix 11: Better Market Street Final Report (2013)

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2. PROJECT DESCRIPTION

A. PROJECT OVERVIEW

The project sponsor, San Francisco Public Works (Public Works), in coordination with project partners (the Citywide Planning Division of the San Francisco Planning Department (planning department) and the San Francisco Municipal Transportation Agency [SFMTA]), proposes to implement the Better Market Street Project (proposed project or project). The proposed project would redesign and provide a program of transportation and streetscape improvements to a 2.2-mile-long corridor.

As shown in Figure 2-1, p. 2-3, the project corridor encompasses primarily Market Street between Steuart Street and Octavia Boulevard. It includes portions of streets that intersect Market Street, four off-corridor intersections, and the entirety of Charles J. Brenham Place. The project corridor also includes the portion of Valencia Street between Market Street and McCoppin Street.

As described in detail below, the project would introduce changes to the roadway configuration as well as private vehicle access, traffic signals, surface transit (including San Francisco Municipal Railway– (Muni-) only lanes, stop spacing and service, stop locations, stop characteristics, and infrastructure), bicycle facilities, pedestrian facilities, streetscapes, commercial and passenger loading, vehicular parking, and utilities. The project would also change traffic configurations on adjacent streets that intersect Market Street to both the north and the south. Section F describes the project characteristics in detail.

B. PROJECT OBJECTIVES

The project sponsor and project partners developed the following objectives for the proposed project. The following also identifies the basic (i.e., most important) objectives:

Place: Make Market Street the signature sustainable street in San Francisco and the Bay Area by creating a memorable and active identity, with gathering spaces, the ability to promenade, a healthy urban forest, and a vibrant public life.

- Provide an accessible sidewalk that identifies Market Street as one of the city's pre-eminent ceremonial streets (basic objective);
- Correct the barriers that Market Street's existing design poses to accessibility, its lack of accommodation for bicycles, its problems arising from wide paved areas without any dedicated use, and its arboricultural deficiencies;[1]

[1] *Arboricultural deficiencies* refers to the poor health of the existing trees planted along Market Street.

- Maximize the reuse of underutilized street space to encourage the activation of public spaces; and
- Use high-quality materials fitting for the city's pre-eminent ceremonial street.

Mobility: Optimize the reliability, safety, efficiency, and comfort of all users of sustainable transportation modes (transit, walking, and cycling) while balancing their respective needs within the physical constraints of the public right-of-way.

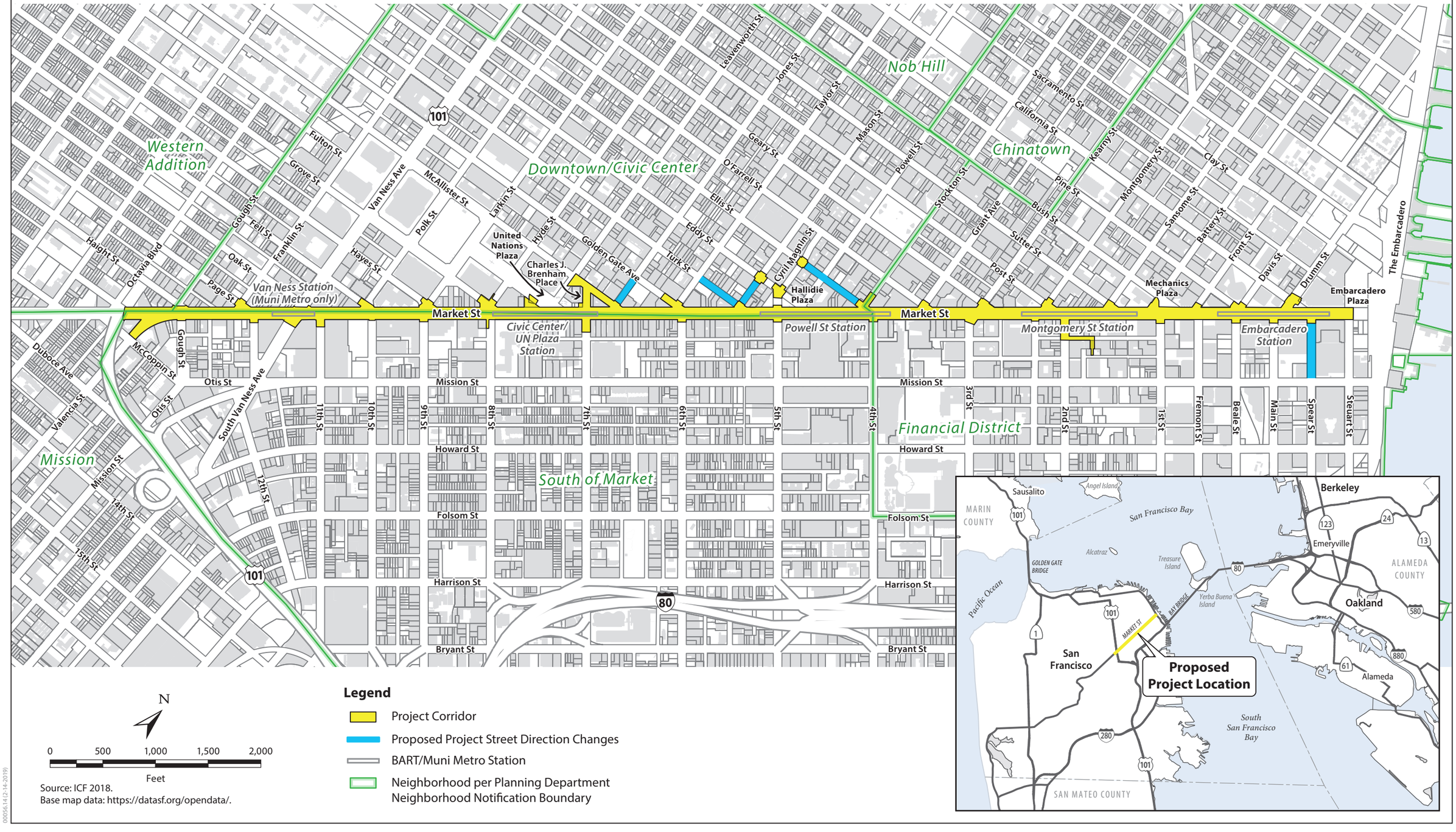
- Provide facilities that are designed to reduce the number of traffic fatalities, collisions, and severe injuries to the extent feasible (basic objective);
- Provide a bicycle facility that is designed to reduce the number of collisions involving bicycles, as much as feasible, from Steuart Street to Octavia Boulevard (basic objective);
- Reduce conflicts between transit, taxis, paratransit, commercial vehicles, private vehicles, bicyclists, and pedestrians to the extent feasible (basic objective);
- Provide an appropriate pedestrian throughway and improve (i.e., reduce) crossing distances;
- Optimize the surface public transit system's capacity and travel times in the project corridor and vicinity (basic objective); and
- Replace infrastructure when nearing the end of its useful life on this section of Market Street to keep people, goods, and City and County of San Francisco (City) services moving (basic objective).

Economic Development: Ensure that all improvements and plans are coordinated with urban redevelopment efforts to foster an economically productive, healthy, and resilient corridor.

- Integrate transportation improvements with the Mid-Market revitalization planning effort to improve the economic health and productivity of Market Street (basic objective);
- Provide commercial loading zones that do not impede or introduce new barriers to the movement of goods and people along Market Street; and
- Support planned housing and job growth in the project corridor, consistent with adopted land-use plans.

The project sponsor considered primarily the factors discussed below in the formulation of these objectives.

Market Street is the main artery of the Muni transit system, with most routes operating on or crossing Market Street. Market Street is among the slowest corridors in the Muni transit system (average speed approximately 5 to 6 miles per hour), due primarily to conflicts between different modes of transportation; insufficient boarding island length; close spacing; and heavy passenger volumes. In addition to the hundreds



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Better Market Street Project
Case No. 2014.0012E

Figure 2-1
Proposed Project Location

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of thousands of people riding transit, Market Street is used throughout the day by people walking, bicycling, and driving, with generally higher volumes during the p.m. peak hour. During that hour, the number of people walking, bicycling, and driving along different segments or blocks of Market Street ranges from 400 to 2,500, 100 to 630, and 300 to 2,500, respectively.

The entire length of Market Street is approximately 0.4 percent of San Francisco's total street miles but the site of 11 percent of the city's severe/fatal cyclist injuries and 6 percent of the city's severe/fatal pedestrian injuries. On average, one person is killed each year along the corridor. Market Street has three of the top-five intersections for cyclist-involved injury collisions (at Octavia, Gough and Fifth streets) and two of the top-five intersections for pedestrian-involved injury collisions (at Fifth and Seventh streets). As a result, Market Street is located on a high-injury network.[2] A 2015 study[3,4] by SFMTA concluded that the nature of the collisions suggests that the mixing of automobiles on a street that carries a large volume of bicyclists, pedestrians, and transit buses is contributory, because shared facilities pose conflicts between modes of transportation.

Pedestrian collisions occur most frequently at intersections with high pedestrian volumes. Intersections within the retail core of Market Street, between Fourth and Seventh streets, have the highest number of pedestrians and the most pedestrian-involved collisions, because higher pedestrian volumes conflict with higher traffic volumes. For low-vision and mobility-impaired pedestrians, existing brick sidewalks present additional challenges because they do not meet current City standards for compliance with Americans with Disabilities Act (ADA) standards for slip resistance, surface smoothness, and surface visual uniformity.

The lack of dedicated bicycle facilities along portions of Market Street can result in vehicles weaving into bus lanes to avoid bicyclists, which means that bicyclists must navigate over Muni streetcar rails or ventilation grates for Bay Area Rapid Transit (BART) while avoiding other vehicles. Bicyclists are sometimes caught behind dwelling buses or forced to share tight spaces with vehicles next to transit boarding islands.

Most transit collisions occur during the evening commute period when transit service is most frequent and pedestrian, bicycle, and vehicle traffic is highest along Market Street.

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[2] San Francisco Department of Public Health, using San Francisco Police Department and Statewide Integrated Traffic Records System between 2012 and 2016. Refer to transportation section for a breakdown of collisions.

[3] Trout, I., *Market Street Safety Collision Analysis* memorandum, San Francisco Municipal Transportation Agency, May 14, 2015.

[4] *Better Market Street – Existing Conditions and Best Practices*, Part 1: Existing Conditions, Section 2.8, Safety, December 7, 2011; Trout, I. (personal communication).

The search for on-street parking and loading areas, the availability of which is low, leads to conflicts between vehicles and bicyclists, double parking, and parking on the sidewalk. Curb lane blockages for right turns or commercial loading leads to conflicts between loading vehicles, other vehicles, and bicyclists. Further, delivery times are often unregulated, resulting in conflicts during peak periods.

The basic project objective pertaining to the replacement or upgrade of city infrastructure in the project corridor is intended to address the deficiencies of the various components of this infrastructure as they reach the end of their operational design lives. Infrastructure upgrades or replacements are needed for the F Market & Wharves historic streetcar [F-Line] tracks; overhead contact system (OCS) wires; OCS support infrastructure, including OCS poles; traction-power duct banks and substations; roadway pavement; utilities, including wastewater lines, water lines, Auxiliary Water Supply System (AWSS) lines, and San Francisco Public Utilities Commission (SFPUC) power lines; and existing signal infrastructure. Other considerations in the formulation of objectives include the more than 60 percent mortality rate for street trees on Market Street, due to a combination of factors, and the lack of activity and usage of the sidewalk space along segments of Market Street.

C. PROJECT BACKGROUND

The proposed project has been developed through careful consideration of design drivers (or key goals) and priorities within the city as well as input from an extensive public outreach process.

The proposed project was first considered in the early 2000s by the San Francisco County Transportation Authority (SFCTA), which focused initially on a series of near-term, low-cost improvements to Market Street to improve the user experience for transit users, bicyclists, and pedestrians while still accommodating necessary motor vehicle traffic.[5] This progressed into a "complete streets" project, with the goals of decreasing transit travel time, improving pedestrian circulation and safety, creating a safer and more inviting bicycle route, and accommodating necessary motor vehicle trips. The project sponsor, SFMTA, and the planning department also became involved during this conceptual preliminary stage. As the development process progressed and initial public comments were heard, the agencies concluded that it was important to address the long-term needs of the project corridor, in addition to near-term needs, to enhance safety and accessibility for all users of the roadway.

[5] San Francisco County Transportation Authority, *Market Street Action Plan*, February 24, 2004, *http://www.sfcta.org/transportation-planning-and-studies/current-research-and-other-projectsstudies/market-street-studie*s, accessed June 1, 2015. This document (and all other documents 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. 2014.0012E.

In consideration of existing operation of the project corridor and the public outreach process, several key design drivers were identified in December 2011, including improving mobility, enhancing access and the public-realm experience, reducing conflict and friction between travel modes, establishing a unique identity, and integrating actions with form, street, and function. These initial design drivers formed the basis for the conceptual designs that evolved into the proposed project.[6]

PHASE I: PUBLIC VISIONING

Formal public outreach for the project's conceptual design began in early 2011 as part of phase I. Phase I included a public visioning process and conceptual planning and design. Participants from all over the city, including stakeholders from immediately adjacent neighborhoods, provided broad input through a series of coordinated workshops, online comments, social media, and other outreach venues. Three rounds of public outreach workshops and webinars were conducted from May 2011 to July 2013. Public notices for the workshops and webinars were distributed citywide. The public notices included, but were not limited to, press releases; postcards and flyers (in several languages); public service announcement videos, which aired on SFGovTV; more than 1,000 hand-distributed postcards; multi-language bus posters placed in bus shelters on Market Street; Better Market Street email newsletter blasts distributed to more than 5,000 people per round; notices to property owners along Market Street; workshop announcements posted through social media; and announcements and updates provided on the Better Market Street website at *www.bettermarketstreetsf.org*. A Community Advisory Committee was established during outreach in this phase to provide feedback between the project team (i.e., the project sponsor, SFMTA, and the planning department) and local residents, business owners, and community representatives. An expanded Community Advisory Committee has been selected for outreach in phase II (discussed further below).

The first round of public outreach in 2011 included a series of public workshops and webinars, as well as public participation surveys, that focused on building momentum for the proposed project, soliciting input on perceptions of Market Street, and discussing the vision and goals and how the public can effectively engage in the development process. A second round of public workshops and webinars in July 2012 showcased the proposed improvements along Market Street and collected public feedback. The purpose of the second round was to continue to engage the public, present updated information, present improvements suggested for the design options, and outline specific impacts and trade-offs for themes. Major themes included concepts for bicycle facilities, public space, and efficient management of public and

[6] Perkins+Will Consultant Team, *Integrated Findings & Design Drivers, Better Market Street Existing Conditions & Best Practices*, December 7, 2011.

private transportation. Major concerns raised by participants included safety along Market Street for pedestrians and bicyclists and the overall sense of security along the corridor. A third round of workshops in July 2013 discussed the conceptual design proposals, highlighted conceptual designs that came directly from public feedback in the prior two rounds, and demonstrated the trade-off decisions to be considered in the conceptual design. A Mission Street option also was introduced during the third round of public workshops in the fall of 2013 to address constraints associated with providing adequate space for all users of Market Street. Through the community outreach process, several design priorities were established in coordination with the proposed project's goals and publicly identified design drivers. Alternatives were further informed by information gathered as part of the City's Vision Zero policy (adopted in 2014) and the related ongoing program. Vision Zero further pinpointed high-injury corridors throughout San Francisco and identified the entire 4.6-mile length of Market Street as having high rates of cyclist and pedestrian injuries, especially severe injuries.

Based on the design priorities and design drivers, such as improving pedestrian and bicyclist mobility and safety and improving transit speed, reliability, and capacity, 17 potential project corridor design concepts were identified for consideration. The 17 design concepts were evaluated by the interagency team at that time (the project sponsor, SFMTA, the planning department, San Francisco County Transportation Authority, and SFPUC), based on their consistency with the proposed project's goals and compatibility with community-identified design priorities. Of the 17 design concepts evaluated, three were selected to move forward in the design process. The remaining 14 design concepts substantially conflicted with the proposed project's goals and design priorities and were removed from further consideration (see Appendix 11 for further details).[7] Using the three design concepts identified during phase I, the project team developed three options, including two design concepts, for the project corridor. These were the subject of the initial study prepared for the proposed project in 2016.

PHASE II: ENVIRONMENTAL REVIEW AND PRELIMINARY ENGINEERING

In January 2015, the planning department issued a notice of preparation (NOP) for an environmental impact report (EIR) as well as a notice for a public scoping meeting. The notices were circulated to each responsible and trustee agency to indicate the intention of the environmental planning division of the planning department to prepare an EIR for the proposed project. In accordance with chapter 31 of the San Francisco Administrative Code, notices were published in the newspaper, circulated to owners of all real property, and, to the extent practicable, distributed to residential occupants within 300 feet of all exterior boundaries of the project corridor. Notices were also distributed to organizations on the planning department's neighborhood organization list and individuals who requested

[7] *Better Market Street Final Report*, August 2013; San Francisco Public Works et al.

notification. The notice of availability for the NOP was distributed to more than 6,500 addresses. Copies of the NOP were placed in the main library of the San Francisco Public Library system. The notice of availability for the NOP was provided in English, Spanish, Chinese, and Filipino.

Pursuant to California Public Resources Code section 21083.9 and the California Environmental Quality Act (CEQA), a public scoping meeting was conducted on Wednesday, February 4, 2015, at 5:30 p.m. at 1455 Market Street. Oral and written comments concerning the scope of the EIR were accepted at this meeting. Written comments also were accepted at the planning department until February 13, 2015. Twenty-two people attended the scoping meeting. Eight written comment letters (included in Appendix 1) were submitted, identifying concerns relative to roadway configuration, private vehicle access, traffic signals, surface transit, pedestrian/bicycle facilities, and commercial and passenger loading.

The notice of availability for the initial study as well as the initial study prepared for the proposed project were published on March 30, 2016. The initial study examined the project to identify its potential effects on the environment (see Appendix 2). For each item on the initial study checklist, the evaluation considered the impacts of the proposed project both individually and cumulatively. The initial study found that the following environmental factors would result in potentially significant impacts and therefore would be discussed in the EIR:

- Cultural resources
- Transportation and circulation
- Noise and vibration
- Air quality
- Wind

As the environmental review phase progressed, subsequent to preparation of the initial study, three options, as well as the two design concepts, were refined into a single proposal (the proposed project considered in this EIR). The refinement occurred as a result of an evaluation of the feasibility of the options and an analysis to confirm that each option would meet the project objectives by the project sponsor, SFMTA, and the planning department. Through that evaluation, the project sponsor and SFMTA identified the following key issues, which limit the feasibility of all three options:

- Safety concerns regarding private vehicle operation on Market Street.
- Substantial delays to surface transit.
- Protection of bicyclists from vehicle conflicts.
- Restriction or elimination of commercial and passenger loading on Market Street.
- Removal of parking spaces on Mission Street.

Chapter 6, *Alternatives*, further describes the development and screening process for the alternatives, including a discussion of the alternatives and design options evaluated in the initial study, along with other alternatives considered but rejected from further analysis. Changes to the proposed project that occurred as a result of the refinement process, described above, and since release of the initial study include the following:

- Eliminating the Mission Street Alternative, which included plans for enhanced bicycle facilities and the addition of a cycle track in both directions on Mission Street.
- Adding a sidewalk-level cycle track, a bicycle facility that is physically separated from motor traffic and distinct from pedestrian use of the sidewalk, for use primarily by bicyclists.
- Changing private vehicle access restrictions, including turn restrictions onto and from Market Street.
- Eliminating most of the modifications to United Nations and Hallidie plazas.
- Adding one variant to the proposed project: the Western Variant (described in Section G).

At least 44 events were held with various stakeholder groups between 2014 and 2018 as part of the environmental review phase up through publication of this Draft EIR, including two public meetings held in March 2018 to present the refined proposal to the public.

D. PROJECT SITE

The proposed project is located within and/or along the boundary of several northeast-quadrant neighborhoods of San Francisco. As shown in Figure 2-1, p. 2-3, involved neighborhoods include the Western Addition, Mission, Downtown/Civic Center, South of Market (SoMa), and the Financial District. The 2.2-mile project corridor encompasses primarily Market Street between Steuart Street and Octavia Boulevard. The project corridor includes portions of streets that intersect Market Street, four off-corridor intersections, and the entirety of Charles J. Brenham Place. The project corridor also includes the portion of Valencia Street between Market Street and McCoppin Street.

The project corridor is entirely public land, and the majority of the various proposed project elements would be implemented within the operational public right-of-way, which is largely under the jurisdiction of the project sponsor and SFMTA. The project sponsor maintains authority over excavation in the right-of-way, street design, and the official grade of streets within San Francisco. Section 8A.102 of the San Francisco Charter grants SFMTA the exclusive authority to adopt regulations that control the flow and direction of motor vehicle, bicycle, and pedestrian traffic. It also grants SFMTA the authority to design, select, locate, install, operate, maintain, and remove official traffic control devices, signs, roadway features, and pavement markings that control the flow of traffic on streets and highways within City jurisdiction. Other proposed project elements would be implemented on public land under the jurisdiction of other public agencies (e.g., California Department of Transportation for Van Ness Avenue).

E. PROJECT SETTING

The existing functional and physical characteristics of the project corridor, including land use, transportation and circulation, and streetscape elements, were thoroughly described in the *Better Market Street Existing Conditions & Best Practices* documents[8] prepared for the proposed project in 2011. These characteristics are briefly summarized below.

Market Street is a major city street and a significant regional destination, functioning as the backbone of San Francisco's public transportation system as well as an important element of BART's, AC Transit's, and Golden Gate Transit's regional transportation networks, among others. Market Street is also a significant bicyclist commute route and pedestrian corridor as well as a major regional retail destination.

The Market Street portion of the project corridor can be further divided into six key districts with distinct land uses, circulation characteristics, and physical forms. These are:[9]

- Financial District (Drumm Street to Kearny Street)
- Union Square Shopping District (Montgomery Street to Taylor Street)
- Yerba Buena Convention/Arts District (New Montgomery Street to Fifth Street)
- Tenderloin Residential District (Mason Street to Larkin Street)
- Civic Center District (Jones Street to Franklin Street)
- Hayes Valley (Van Ness Avenue to Buchanan Street)

Commercial uses dominate along Market Street, with few residential uses in most of the districts. The majority of Muni and BART riders travel either to the Civic Center or the Financial District, areas that have the highest employment density in the city. Although Market Street is predominantly a transit- and pedestrian-oriented street with large volumes of bicycle traffic, it also has considerable automobile cross traffic. At its eastern end, Market Street is affected by peak flows of automobiles traveling to and from the Bay Bridge. The contrasting grid layout and block structure east and west of Market Street complicate traffic patterns and pedestrian movements.

In general, four travel lanes exist on Market Street between Van Ness Avenue and Main Street. Between Main and Steuart streets there are three travel lanes, west of Van Ness Avenue, Market Street widens to as many as seven travel lanes to accommodate left-turn lanes that lead north onto Franklin Street or south onto Valencia Street.

Valencia Street between Market and McCoppin streets has three travel lanes, one of which is in the southbound direction, and one parking lane in each direction.

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[8] Perkins + Will, *Better Market Street Existing Conditions & Best Practices*, December 7, 2014. Available: http://www.bettermarketstreetsf.org/about-reports-existing-conditions.html. Accessed: May 1, 2018.

[9] See Appendix 2 (Initial Study), Figure 6, for a depiction of these districts.

HISTORIC BUILT ENVIRONMENT

The built environment of Market Street consists of many properties that are considered historical resources under CEQA, including cultural landscapes, historic districts, individual buildings, structures, and objects. Although the majority of these historical resources date to the period of reconstruction of San Francisco following the 1906 earthquake, Market Street was first developed in 1847. The periods of significance for the historical resources along Market Street that are analyzed herein range from 1890 to 1990. The historic built environment includes the eligible Market Street Cultural Landscape District, which includes streetscape components such as the sidewalk, roadway, and plaza areas in the public right-of-way that were designed as part of the Market Street Redevelopment Plan designed by landscape architect Lawrence Halprin and completed in 1979.

Several other historic and conservation districts intersect with or are adjacent to the project corridor:

- Civic Center Landmark District (includes the Civic Center National Historic Landmark, Civic Center National Register, and Civic Center Article 10 Landmark districts)
- Market Street Theatre and Loft National Register Historic District
- Uptown Tenderloin National Register Historic District
- Market Street Masonry Historic District (City of San Francisco Article 10 local designation)
- New Montgomery-Mission-Second Street Conservation District (City of San Francisco Article 11 local designation)
- Kearny-Market-Mason-Sutter Conservation District (City of San Francisco Article 11 local designation)
- LGBTQ Tenderloin Historic District (eligible for listing in the California Register of Historic Resources)
- San Francisco Auxiliary Water Supply System (eligible for listing in the National Register of Historic Places and California Register of Historic Resources)
- San Francisco Cable Cars National Historic Landmark

As discussed in greater detail in Section 4.A, *Cultural Resources*, and Appendix 6, four of these districts have local designations, nine are listed in or eligible for listing in the California Register of Historical Resources (CRHR), and five are listed in or eligible for listing in the National Register of Historic Places (NRHP).

United Nations Plaza, a contributing feature of the Market Street Cultural Landscape District, is also identified as an individually eligible historical resource, composed of landscape features associated with the Market Street Redevelopment Plan designed by landscape architect Lawrence Halprin.

Existing historic utilities and shoreline markers are shown in Figure 2-2, p. 2-15. The Path of Gold light standards and utility boxes, AWSS, and Golden Triangle light standards include a series of related features that comprise citywide utility systems. Each of these systems is also an eligible historic resource, and each overlaps with the project corridor but also extends beyond the project corridor. The Path of Gold light standards are designated an article 10 landmark by the City of San Francisco; this includes all light standards from The Embarcadero to Castro Street. The Utilities subsection below further describes the Path of Gold light standards and utility boxes and AWSS. The Pedestrian Facilities and Streetscapes subsection below describes the Golden Triangle light standards.

Lastly, 41 properties (buildings, structures, and objects) within the historic resources CEQA study area (discussed in Section 4.A, *Cultural Resources*) are identified as individually eligible historical resources. Of these, 32 are buildings; the remainder are structures or objects (such as monuments or markers).

Of the 41 properties, 31 have local designations, 39 are documented as listed in or eligible for listing in the CRHR, and 29 are documented as listed in or eligible for listing in the NRHP.

The historical buildings adjacent to Market Street range from two stories to 32 stories, with the majority of buildings being between two and seven stories, and the greatest frequency being seven-story buildings. The architectural styles associated with these buildings, structures, and objects vary, but the majority are characterized as Renaissance Revival, Classical Revival, Beaux-Arts, or Corporate Modern.

PRIVATE VEHICLE ACCESS

Market Street runs diagonally across the city in the southwest/northeast directions at the boundary where two street grids intersect. North of Market Street, streets run north–south and east–west; south of Market Street, streets run northwest/southeast and southwest/northeast. Market Street is considered to run east–west.

South of Market Street, streets that run in the northwest/southeast directions are generally considered north–south streets (e.g., Valencia, Gough Street, South Van Ness Avenue, 10th, First, Fremont, Steuart streets), whereas streets that run in the southwest/northeast directions are generally considered east–west streets (e.g., Mission Street, Howard, Folsom streets). Except for the transit-only lanes (discussed below in the *Transit* section) and the restrictions presented below, private vehicles are currently allowed to travel on Market Street.

Figure 2-4, p. 2-43, shows an existing typical mid-block cross section of Market Street. Existing private vehicle restrictions within different project corridor sub-sections are provided below (from east to west). Figure 2-5, p. 2-47, shows vehicle circulation in the vicinity of the project corridor.

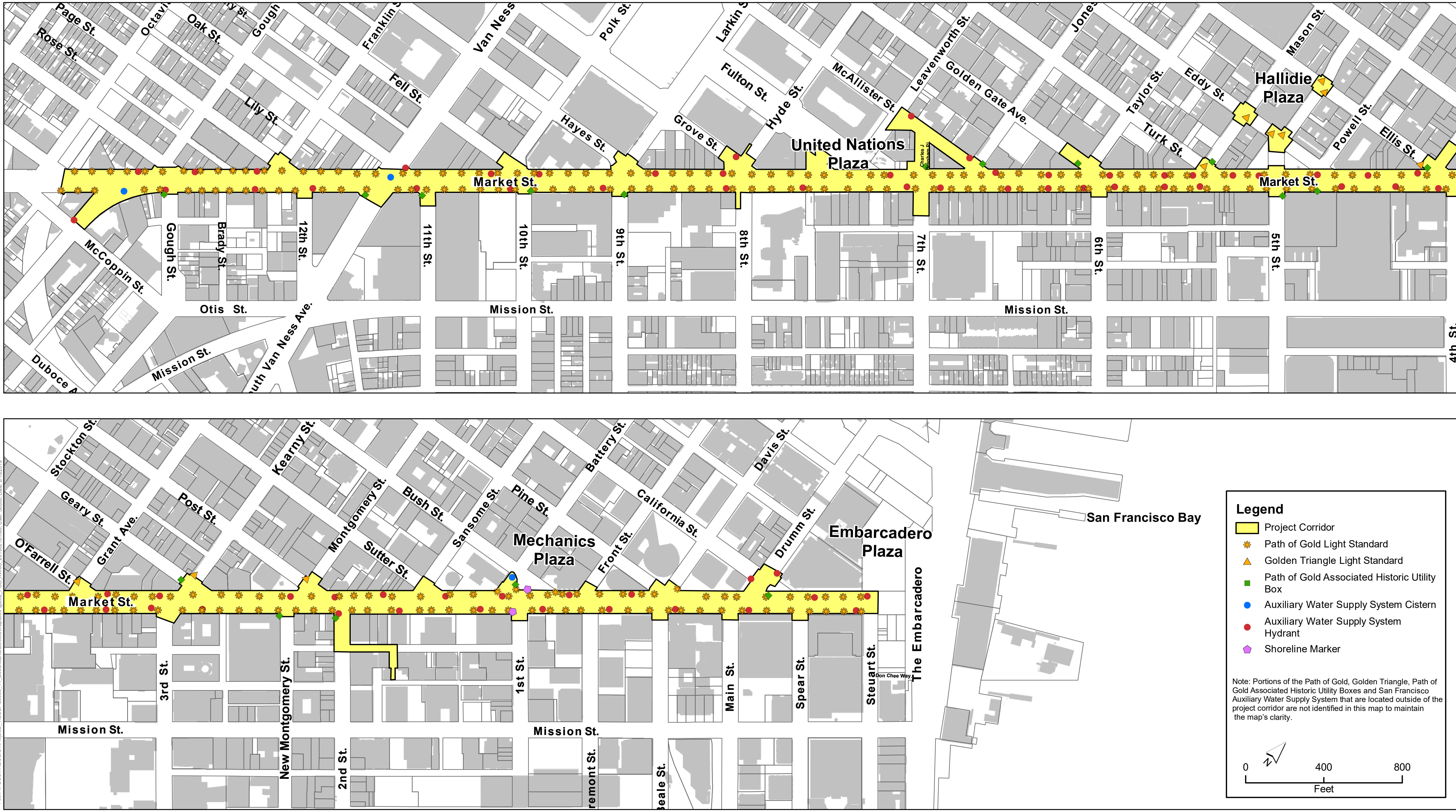
Steuart Street to Beale Street. Left turns from Market Street are prohibited between Spear and Davis/Beale streets, although westbound Muni vehicles and taxis may turn left onto Spear Street. The eastbound left turn onto Drumm Street is currently allowed.

Beale Street to Third Street. Left turns from Market Street are prohibited between Davis/Beale and Third streets. Vehicles traveling northbound on Fremont Street are prohibited from turning left onto Market Street. Muni is exempt from the left-turn restrictions along Market Street at the following locations: eastbound at Sansome Street, westbound at Second Street, and eastbound at Kearny and Sutter streets (also includes taxis part time).

Third Street to Fifth Street. Left- and right-turn restrictions are in effect on all cross-streets north and south of Market Street that prohibit turns onto Market Street. In addition, vehicles may not turn left from Market Street onto any intersecting street. In addition there is a private-vehicle turn restriction from westbound (outbound) Market Street to northbound Grant Avenue and O'Farrell Street. Transit, taxis, paratransit, commercial vehicles, bicycles, and emergency vehicles are exempt from the private-vehicle turn restrictions. Muni is exempt from the left-turn restriction on Market Street at the following location: westbound at Fourth Street.

Fifth Street to Eighth Street. On eastbound Market Street, private vehicles in the curb lane are required to turn right at Sixth Street. In addition, left- and right-turn restrictions are in effect on most cross streets that prohibit turns onto Market Street. Exceptions include private vehicles traveling southbound on Jones Street which may make a right turn onto westbound (outbound) Market Street, private vehicles traveling eastbound on McAllister Street which must make a right-turn onto westbound Market Street, and private vehicles traveling southbound on Charles J. Brenham Place are required to make a right turn onto westbound Market Street. Private vehicles traveling on Market Street are prohibited from making left turns. Muni is exempt from the left-turn restriction on Market Street at the following location: westbound at Sixth Street. Transit, taxis, paratransit, commercial vehicles, bicycles, and emergency vehicles are exempt from the private-vehicle turn restrictions.

Eighth Street to 12th Street. Left turns from Market Street are prohibited between Eighth and 12th streets in both the eastbound (inbound) and westbound (outbound) directions. Muni and taxis are exempt from the left-turn restriction on Market Street at the following location: westbound at 11th Street. On eastbound (inbound) Market Street, private vehicles in the curb lane are required to turn right at 10th Street. Vehicles traveling southbound on Hyde Street and Van Ness Avenue are prohibited from making a left turn onto eastbound (inbound) Market Street. Vehicles traveling eastbound on Fell Street are prohibited from turning left onto eastbound (inbound) Market Street. Vehicles traveling northbound on South Van Ness Avenue and 12th Street are prohibited from making left turns onto westbound (outbound) Market Street.



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Source: Parcels, City and County of San Francisco 2014; Streets, City and County of San Francisco 2014; Building Footprints, City and County of San Francisco 2011; Project Corridor, San Francisco Public Works 2018; Path of Gold and Auxiliary Water Supply System, City and County of San Francisco 2018; Golden Triangle and Path of Gold Associated Historic Utility Boxes, ICF 2019.

Figure 2-2
Existing Historic Utilities and Shoreline Markers within the Project Corridor

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Twelfth Street to Octavia Street. Left turns from Market Street are prohibited in both directions on Market Street between 12th Street and Octavia Boulevard, with the exception of the double left-turn lanes from eastbound (inbound) Market Street onto northbound Franklin Street and the single left-turn lane from westbound Market Street onto southbound Valencia Street. Left turns onto westbound (outbound) Market Street are prohibited for private vehicles traveling northbound on Brady, Gough, and Valencia streets.

TRANSIT

Red transit-only center lanes exist between Third Street and Van Ness Avenue in the westbound (outbound) direction and between 12th and Third streets in the eastbound (inbound) direction. Transit-only lanes are reserved for surface public transit, taxis, and emergency vehicles 24 hours a day, 7 days a week. Within the entirety of the project corridor, the transit-only center lanes include streetcar tracks in both directions.

Within the Market Street portion of the project corridor, Muni operates 23 bus routes and the F-Line during the evening peak hour. Of these, five trolleybuses and 10 motor coaches travel on Market Street for more than one block; the remainder simply cross Market Street, travel a very short distance, or do not stop on Market street. Most of these routes operate throughout the day, and most serve at least one of 17 curbside stops (eight inbound, nine outbound) and 23 center boarding island stops (12 inbound, 11 outbound) within the project corridor. Existing curbside stops range from approximately 100 to 120 feet in length. Existing boarding island stops are approximately 100 feet in length and approximately 6.5 feet in width. These center boarding islands do not meet current ADA standards, and most do not include wheelchair ramps that are compatible with both buses and F-Line streetcar vehicles. In addition to the daytime bus routes, Muni operates two late-night bus routes on Market Street. Figure 2-6, p. 2-53, shows the existing Muni transit stop spacing within the project corridor.

Amtrak Thruway coaches also travel eastbound on Market Street, serving a stop between Powell and Fourth streets. During late-night hours, SamTrans route 397 and AC Transit route 800 also run on Market Street between Van Ness Avenue and 11th Street and Octavia Boulevard and Beale Street, respectively. AC Transit route 800 has several stops along Market Street. Daytime AC Transit Transbay routes terminate at the Salesforce Transit Center and do not continue onto Market Street. SamTrans regional service runs on Mission Street. Golden Gate Transit routes cross Market Street but do not run along Market Street.

BICYCLE FACILITIES

Figure 2-7, p. 2-57, shows the bicycle facilities within and near the project corridor. Market Street has dedicated street-level bicycle facilities.

From the western end of the project corridor, there are protected bikeways (*class IV*) in each direction, extending easterly to Eighth Street. These are horizontally separated from traffic and, in some locations, delineated with safe-hit posts.[10] In one portion of this area, eastbound between Gough and 12th streets, the bikeway is also vertically separated from the roadway grade by approximately 3 to 4 inches, with the raised section bounded by either a concrete mountable curb (Gough Street to approximately 100 feet east of Brady Street) or a concrete vertical curb (from approximately 100 feet east of Brady Street to approximately 80 feet west of Franklin Street).

Sharrows[11] are painted in the curb lanes at all other locations on Market Street to indicate that bicycles and vehicles share these lanes (*class III* facility).

Approximately 10 Ford GoBike stations are located along Market Street. Bicycle racks have also been installed on most blocks along Market Street. Between Market and McCoppin streets, Valencia Street has existing bicycle lanes (*class II*) in each direction.

PEDESTRIAN FACILITIES AND STREETSCAPES

Existing sidewalks on Market Street are generally wider (between 25 and 35 feet) east of Van Ness Avenue and narrower (closer to 15 feet) west of Van Ness Avenue. Sidewalks are constructed of red bricks and have a granite curb, generally 18 inches wide, to separate them from the roadway. Many sidewalk crossings do not have ADA-compliant curb ramps.

A number of objects are located on the existing sidewalks, including trees, signage, newspaper kiosks and boxes, flower stands, public art, bicycle racks, self-cleaning bathrooms, advertising signs, bollards with chains at several intersections, AWSS hydrants, and two sets of historic light standards (the Path of Gold and Golden Triangle light standards, as detailed below).

For most of the project corridor, a single row of deciduous street trees (*Platanus acerifolia*, or London plane tree) is included within the existing sidewalks on either side of the street. Some portions of the corridor, where sidewalks are widest, have a double row (for example, between Fifth and Sixth Streets, on the north side of Market Street between Drumm Street and Davis Street, plus others).

Figure 2-2, p. 2-15, shows the existing locations of the 236 Path of Gold light standards within the project corridor. The Path of Gold light standards consist of decorative 33-foot-high light poles with a three-part ("trident") top, with each prong containing a light globe. A total of 327 Path of Gold light standards are located along both sides of Market Street between Steuart Street and Collingwood Street (outside the western limits of the project corridor). Both in and out of the

[10] Safe-hit posts are flexible polyethylene posts with portable bases. Safe-hit posts are used to delineate and separate specific zones, such as bike lanes.

[11] Sharrows are shared lane markings that indicate a shared lane environment for bicycles and automobiles.

project corridor, the standards are approximately 11 to 23 feet from the property line. East and west of Van Ness Avenue, the standards are approximately 5 and 12 feet, respectively, from the curbline along Market Street. The standards are approximately 100 feet apart on the north and south sides of Market Street throughout the project corridor. This alignment was established when the standards were moved to their current locations in 1976 as part of the Market Street Redevelopment Plan. The alignment varies in areas where subsequent changes necessitated the removal or movement of individual standards that were in conflict with other street furnishings, curblines, and related features in the furnishing zone. The relationship of the standards to the property lines differs because of the varying width of the sidewalk, which is narrowest (11 feet) at the western portion of the project corridor; it widens consistently toward the eastern end of the project corridor to 27 feet. The standards are generally grouped in multiple block segments (from two to 14 blocks long) of consistent widths parallel to the adjacent property lines. The longest consistent segment is from Seventh Street to Steuart Street.

Also present near the north side of the project corridor are several Golden Triangle light standards. In contrast to the trident or three-pronged top of the Path of Gold light standards, each Golden Triangle light standard has a two-pronged top with two light globes. A total of 189 Golden Triangle light standards remain standing, located generally between Mason, Market, and Sutter streets. Installed in 1917 and 1918, many of the Golden Triangle light standards have been relocated from their original sites.[12] Figure 2-2, p. 2-15, shows the existing locations of the Golden Triangle light standards within the project corridor.

COMMERCIAL AND PASSENGER LOADING

As shown in Figure 2-8, p. 2-67, Market Street has a limited number of designated on-street commercial and passenger loading bays, some with or near curb cuts. Within the project corridor, there are 23 existing loading bays on Market Street between Steuart Street and Octavia Boulevard, 20 of which are for commercial loading only; three are for a mix of passenger and commercial loading. Commercial loading bays on Market Street are restricted to commercial vehicles with six wheels or more. They have a 30-minute time limit but are unmetered. Paratransit vehicles may use all loading bays along Market Street. In current practice, paratransit vehicles load from the bicycle and travel lanes along much of Market Street. The length of the existing loading bays ranges between 40 and 173 feet. There are 11 bays on the north side of the street and 12 bays on the south side of the street. On-street commercial loading spaces are also provided on streets north and south of Market Street to allow commercial vehicles (typically trucks and service vehicles) to park along the curb to unload or load goods. In addition, there is one loading bay on the west side of Valencia Street.

[12] *Geary Bus Rapid Transit Project Historic Resources Inventory and Evaluation Report,* JRP Historical Consulting, 2016. On file with the San Francisco County Transportation Authority.

VEHICULAR PARKING

Existing on-street parking is not permitted on Market Street east of Octavia Boulevard, with the exception of six metered parking spaces on the north side of Market Street between Steuart and Spear streets. Existing on-street metered parking is available on adjacent cross streets.

Existing on-street parking is available on both sides of the segment of Valencia Street between Market and McCoppin streets.

UTILITIES

The existing public utility infrastructure beneath Market Street includes the following: wastewater lines; water lines; AWSS lines (discussed in detail below); Muni traction power duct banks; electric lines for traffic signals, and Path of Gold light standards; and San Francisco Department of Technology fiber optic lines. Wastewater infrastructure is predominantly a single wastewater line down the center of the street, with the exception of locations within a BART station footprint where the center line was replaced with twin lines running under the sidewalk. The wastewater system collects both sewage and stormwater. Typically, water, AWSS, traction power, traffic signals, and San Francisco Department of Technology lines are all under the curbside lane of the roadway. Street light conduits are typically under the sidewalk, in alignment with the Path of Gold light standards.

The existing public utility infrastructure above Market Street includes the OCS wires, which crisscross Market Street and connect to poles located along the sidewalks.

The existing private utility infrastructure beneath Market consists of the following: Pacific Gas and Electric Company (PG&E) gas, electric, and fiber optic lines; AT&T lines; Verizon lines; and Clearway Energy (formerly NRG Energy Center San Francisco)[13] steam lines. Typically, all private utility infrastructure is located under the curbside lane of the roadway, with the exception of PG&E electric lines, which are under both the curbside lane of the roadway and the sidewalk.

Sub-sidewalk basements, which extend into the public right-of-way from buildings, are located along Market Street and are private.

Fire hydrants, including the large AWSS fire hydrants that were installed following the 1906 earthquake, are also located within the project corridor. Figure 2-2, p. 2-15, shows the existing locations of the AWSS cisterns and hydrants within the project corridor.

The AWSS is a high-pressure fire suppression water supply system comprised of numerous buildings, structures, and objects located throughout San Francisco. The elements that make up the AWSS include the Twin Peaks Reservoir, two water pump stations, two storage tanks,

[13] Steam lines are used by Clearway Energy to supply steam to buildings in a 2-square-mile area within downtown San Francisco.

approximately 1,600 fire hydrants, sub-surface distribution pipes, gate valves, and approximately 200 underground cisterns. The components of the system are designed to create redundancies in the City's fire suppression water supply. The AWSS was determined eligible for listing in the CRHR and the NRHP. Within the project corridor, approximately 65 AWSS hydrants, as well as the associated sub-surface distribution pipes and gate valves, line both sides of Market Street. The hydrants are constructed of iron and are 16 to 18 inches in diameter; the uppermost component of each hydrant, known as its bonnet, is painted according to its elevation and water source within the AWSS. The project corridor also includes three underground cisterns. The only components of the cisterns that are visible from the street are their associated cast iron utility covers that read "SFFD CISTERN."

The Civic Center and Downtown traction power substations are located at United Nations Plaza and along Stevenson Street, respectively. The substations feed the underground traction power duct banks that power the OCS. The traction power system supplies power to SFMTA's electric vehicles (including Presidents Conference Committee and other historic streetcars, trolleybuses, and light-rail vehicles) from the OCS trolley wire. The traction power duct banks are continuous runs of electrical conduit that have been encased in cast concrete, forming a rectangular block.

F. PROJECT CHARACTERISTICS

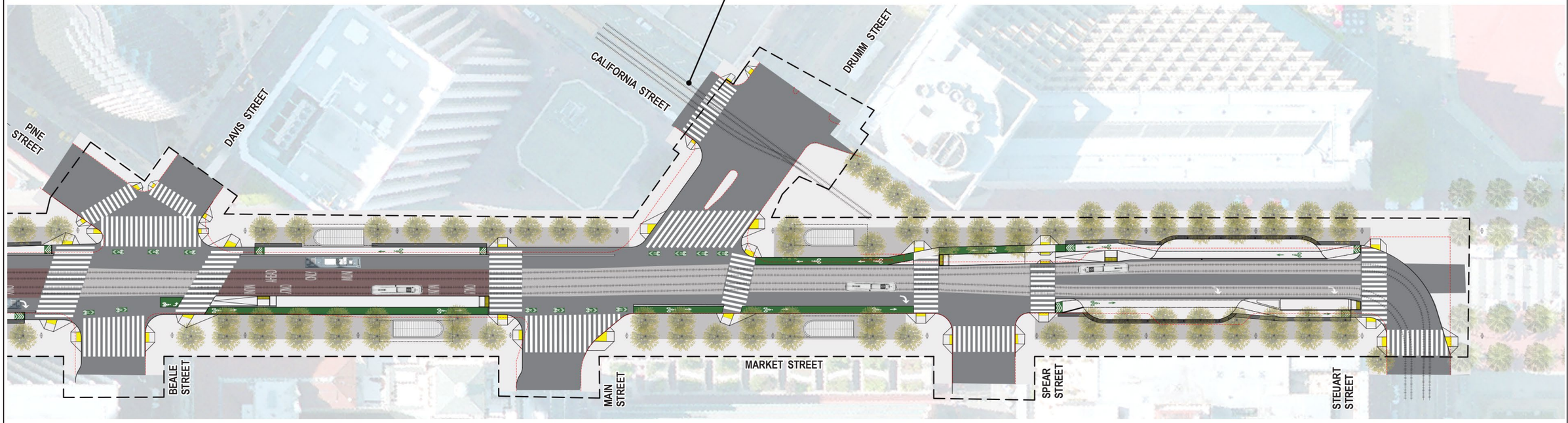
The proposed project consists of a coordinated program of transportation and streetscape improvements that would reallocate street space by prioritizing bicyclists, pedestrians, and transit over private vehicular uses; redesign Market Street; and add a new F-loop on the F-Line at Charles J. Brenham Place. Components of the project, discussed in detail below and depicted in Figure 2-3 (sheets 1–10), pp. 2-23 through 2-41, include modifications to and/or new:

- Roadway configurations
- Private vehicle access
- Traffic signals
- Surface transit facilities (including Muni-only lanes, stop spacing and service, stop locations, stop characteristics, track and OCS locations, and infrastructure)
- Bicycle facilities
- Pedestrian facilities
- Streetscapes
- Commercial and passenger loading
- Vehicular parking
- Utilities

ROADWAY CONFIGURATION

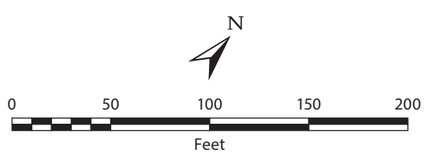
Figure 2-4, p. 2-43, shows a typical mid-block cross section of Market Street with implementation of the proposed project. In general, the proposed project would continue to provide four travel lanes on Market Street, with two center lanes and two curb lanes between Franklin and Beale streets. West of Franklin Street, more than four lanes would be provided. Between Beale and Spear streets, three lanes would be provided; east of Spear Street, two lanes would be provided.

The width of the center vehicular travel lanes would remain approximately the same as under existing conditions. The proposed project would narrow the curb lane by approximately 2 to 2.5 feet east of Eighth Street; west of Eighth Street, the curb lane would remain the same width in most places. As described below, new sidewalk-level bikeways would be installed in each direction on Market Street between the curbside lanes and sidewalks, and a new street-level parking-protected bikeway would be installed on Valencia Street between Market and McCoppin streets. Some intersections would also be reconfigured, and new bulb-outs would be added in some locations.



Notes:

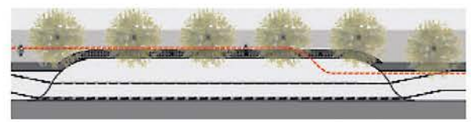
- Substations that would be upgraded as part of the proposed project are located within the project corridor but are not identified in this figure for security purposes.
- This figure illustrates proposed transportation and streetscape improvements that would occur slightly outside of the project corridor (e.g., traffic striping and turn restrictions); these proposed improvements would not involve ground disturbance.
- This figure does not illustrate some project-related activities that would result in changes to existing cultural resources (e.g., relocating and rehabilitating underground Auxiliary Water Supply System lines). Refer to Section F of Chapter 2, *Project Description*, for a detailed discussion.



Source: San Francisco Public Works, 2019.

Legend

- Project Corridor (area of ground disturbance)
- Existing curb
- SIDEWALK
  - Buffer
  - Furnishings Zone
  - Pedestrian Through Zone
- Sidewalk-level Bikeway
- Street-level Bicycle Lane
- Path of Gold (partially restored, reconstructed, and realigned)
- Crosswalk
- BART/Muni Metro Portal
- Streetcar
- Bus
- Sidewalk Planting Area
- Muni-only Lanes (center lanes east of Third Street, eastbound lane between 12th and Gough streets, & southbound lane on Charles J. Brenham Place)
- Curb Ramp
- Street Tree (*Platanus* monoculture replaced with trees screened for use by the Public Works Bureau of Urban Forestry)
- Streetcar Tracks


Loading Zone


Curbside Transit Stop

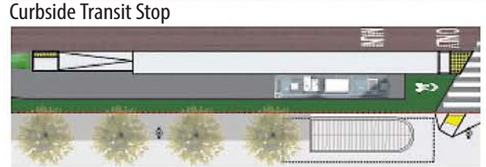

Center Transit Boarding Island

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Figure 2-3
Proposed Project Transportation and Streetscape Improvements (Sheet 1 of 10)

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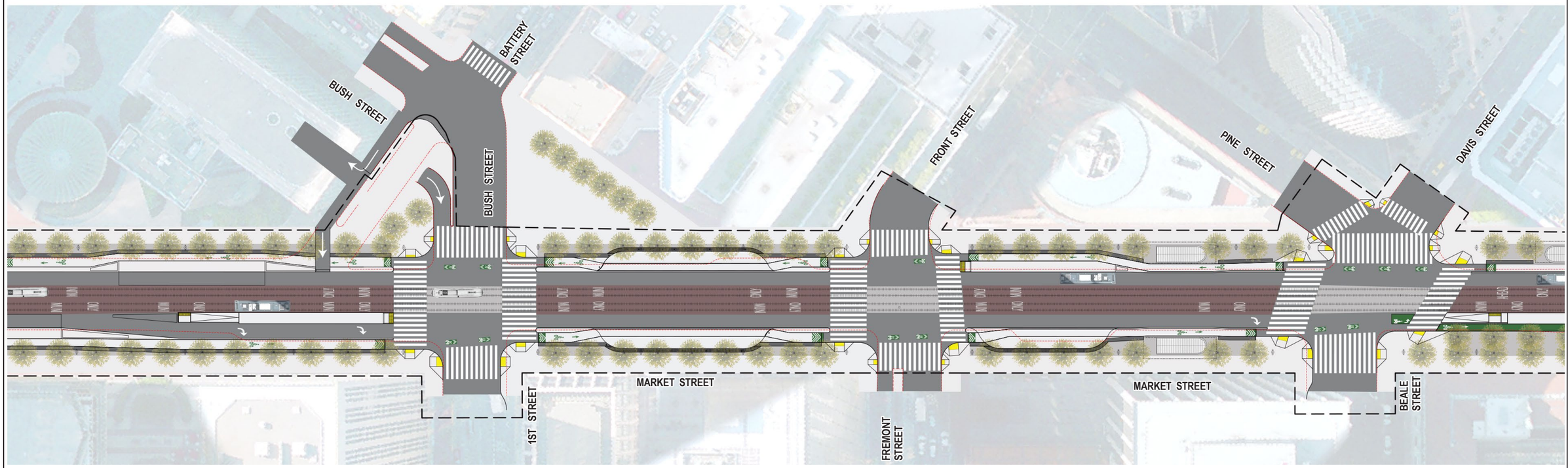

Notes:

- Substations that would be upgraded as part of the proposed project are located within the project corridor but are not identified in this figure for security purposes.
- This figure illustrates proposed transportation and streetscape improvements that would occur slightly outside of the project corridor (e.g., traffic striping and turn restrictions); these proposed improvements would not involve ground disturbance.
- This figure does not illustrate some project-related activities that would result in changes to existing cultural resources (e.g., relocating and rehabilitating underground Auxiliary Water Supply System lines). Refer to Section F of Chapter 2, *Project Description*, for a detailed discussion.

N

0 50 100 150 200

Feet

Source: San Francisco Public Works, 2019.

Legend

- Project Corridor (area of ground disturbance)
- Existing curb
- SIDEWALK
  - Buffer
  - Furnishings Zone
  - Pedestrian Through Zone
- Sidewalk-level Bikeway
- Street-level Bicycle Lane
- Path of Gold (partially restored, reconstructed, and realigned)
- Crosswalk
- BART/Muni Metro Portal
- Streetcar
- Bus
- Sidewalk Planting Area
- Muni-only Lanes (center lanes east of Third Street, eastbound lane between 12th and Gough streets, & southbound lane on Charles J. Brenham Place)
- Curb Ramp
- Street Tree (*Platanus* monoculture replaced with trees screened for use by the Public Works Bureau of Urban Forestry)
- Streetcar Tracks

Loading Zone

Curbside Transit Stop

Center Transit Boarding Island

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Better Market Street Project
Case No. 2014.0012E

Figure 2-3
Proposed Project Transportation and Streetscape Improvements (Sheet 2 of 10)

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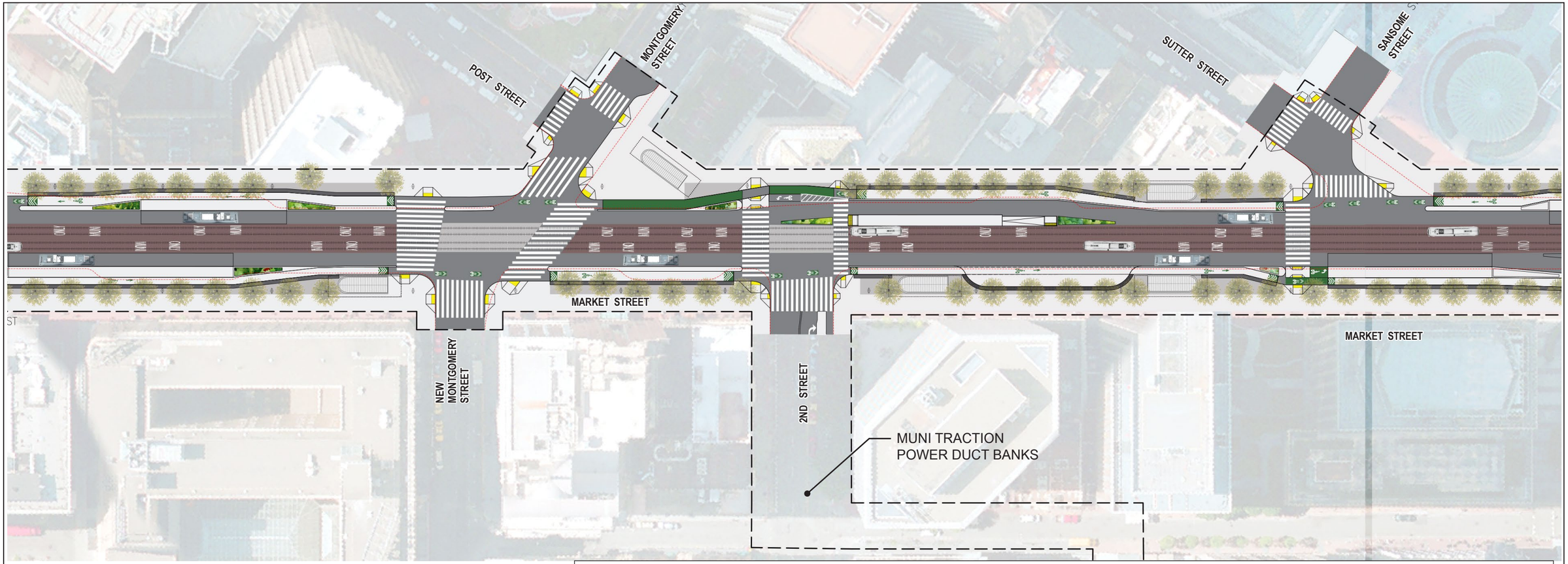

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N

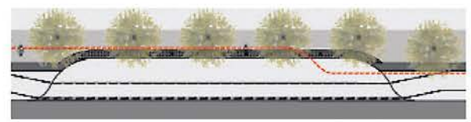
0 50 100 150 200

Feet

Source: San Francisco Public Works, 2019.

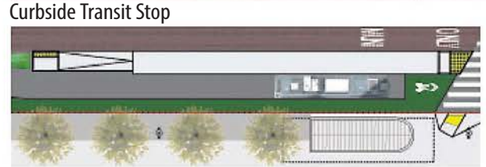
Legend

- Project Corridor (area of ground disturbance)
- Existing curb
- SIDEWALK
  - Buffer
  - Furnishings Zone
  - Pedestrian Through Zone
- Sidewalk-level Bikeway
- Street-level Bicycle Lane
- Path of Gold (partially restored, reconstructed, and realigned)
- Crosswalk
- BART/Muni Metro Portal
- Streetcar
- Bus
- Sidewalk Planting Area
- Muni-only Lanes (center lanes east of Third Street, eastbound lane between 12th and Gough streets, & southbound lane on Charles J. Brenham Place)
- Curb Ramp
- Street Tree (*Platanus* monoculture replaced with trees screened for use by the Public Works Bureau of Urban Forestry)
- Streetcar Tracks



Loading Zone

Curbside Transit Stop



Center Transit Boarding Island

00056.14 (2-22-2019)

Better Market Street Project
Case No. 2014.0012E

Figure 2-3
Proposed Project Transportation and Streetscape Improvements (Sheet 3 of 10)

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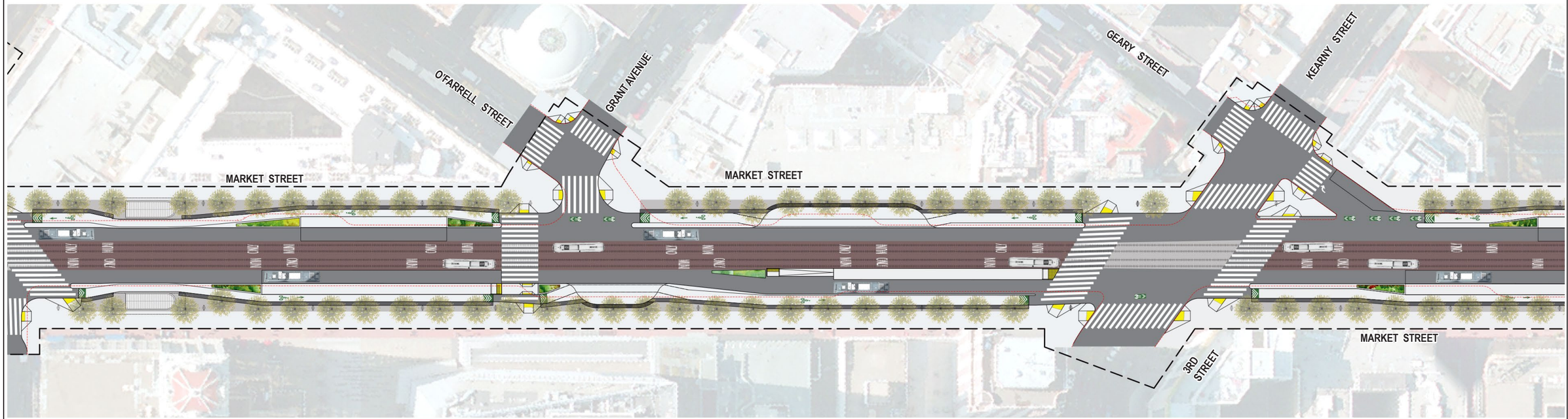

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N

0 50 100 150 200

Feet

Source: San Francisco Public Works, 2019.

Legend

- Project Corridor (area of ground disturbance)
- Existing curb
- SIDEWALK
  - Buffer
  - Furnishings Zone
  - Pedestrian Through Zone
- Sidewalk-level Bikeway
- Street-level Bicycle Lane
- Path of Gold (partially restored, reconstructed, and realigned)
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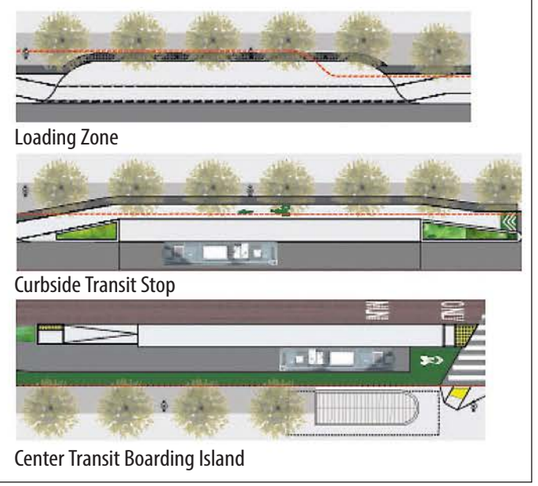

00056.14 (2-22-2019)

Better Market Street Project
Case No. 2014.0012E

Figure 2-3
Proposed Project Transportation and Streetscape Improvements (Sheet 4 of 10)

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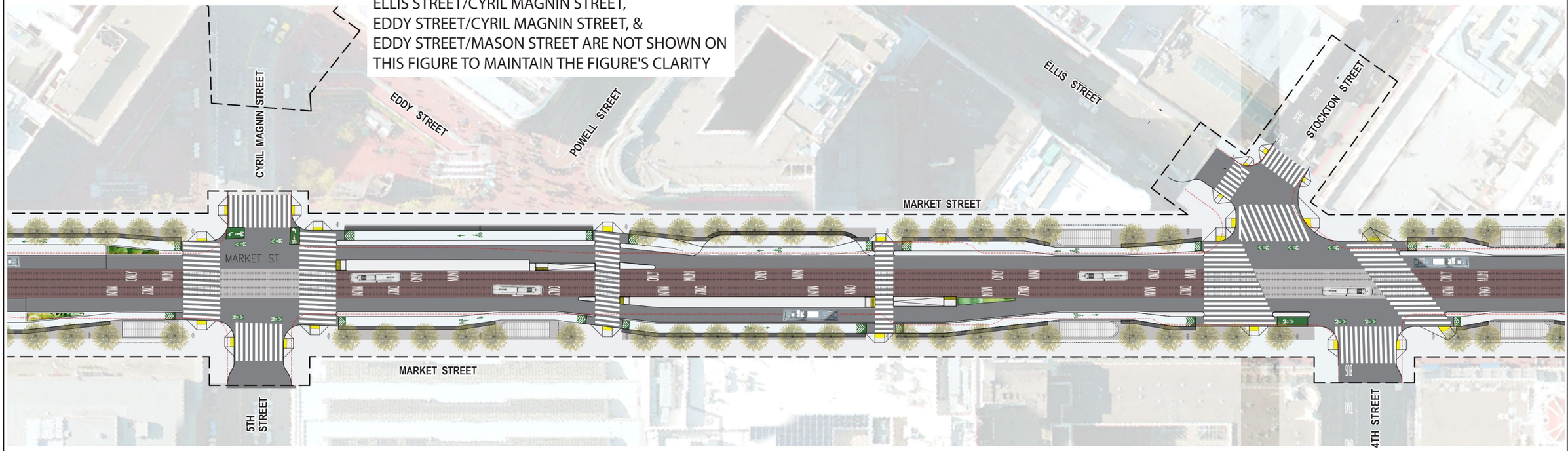
OFF-CORRIDOR TRAFFIC CHANGES AT ELLIS STREET/CYRIL MAGNIN STREET, EDDY STREET/CYRIL MAGNIN STREET, & EDDY STREET/MASON STREET ARE NOT SHOWN ON THIS FIGURE TO MAINTAIN THE FIGURE'S CLARITY



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N

0 50 100 150 200

Feet

Source: San Francisco Public Works, 2019.

Legend

- Project Corridor (area of ground disturbance)
- Existing curb
- SIDEWALK
  - Buffer
  - Furnishings Zone
  - Pedestrian Through Zone
- Sidewalk-level Bikeway
- Street-level Bicycle Lane
- Path of Gold (partially restored, reconstructed, and realigned)
- Crosswalk
- BART/Muni Metro Portal
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- Bus
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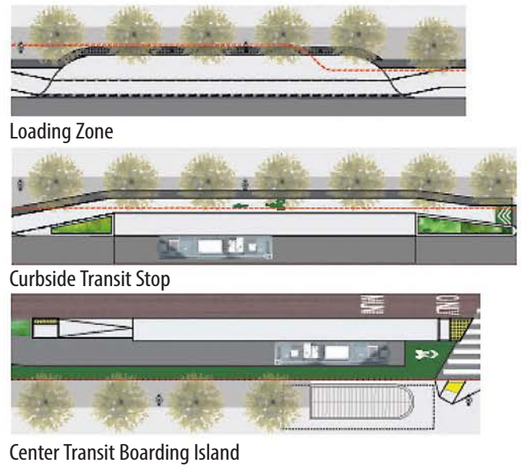

00056.14 (2-22-2019)

Better Market Street Project
Case No. 2014.0012E

Figure 2-3
Proposed Project Transportation and Streetscape Improvements (Sheet 5 of 10)

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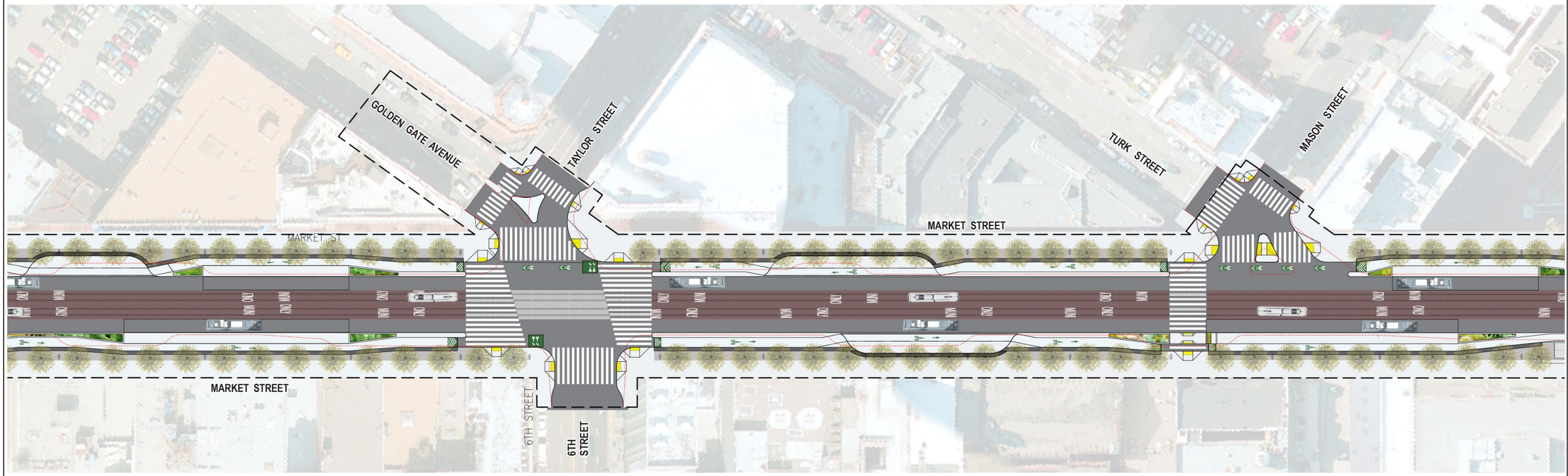

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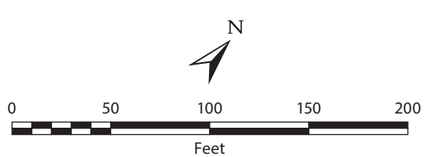

Source: San Francisco Public Works, 2019.

Legend

- Project Corridor (area of ground disturbance)
- Existing curb
- SIDEWALK
  - Buffer
  - Furnishings Zone
  - Pedestrian Through Zone
- Sidewalk-level Bikeway
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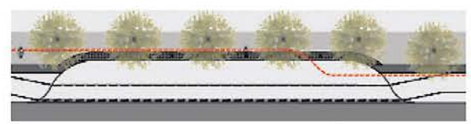
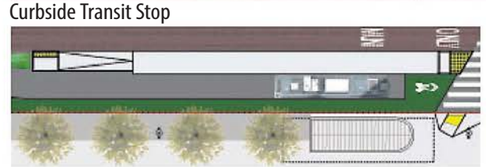

Loading Zone


Curbside Transit Stop


Center Transit Boarding Island

00056.14 (2-22-2019)

Figure 2-3
Proposed Project Transportation and Streetscape Improvements (Sheet 6 of 10)

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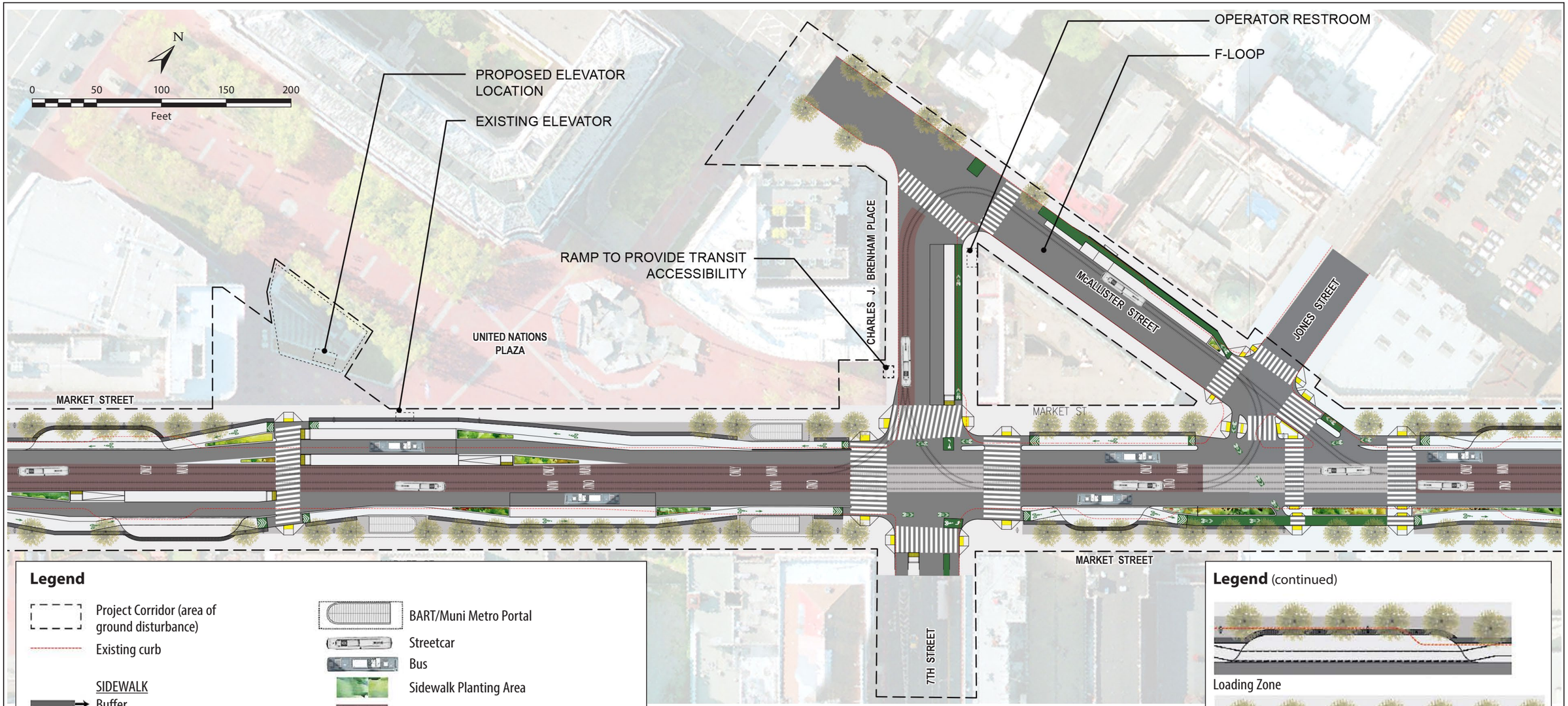

Legend

- Project Corridor (area of ground disturbance)
- Existing curb
- SIDEWALK
  - Buffer
  - Furnishings Zone
  - Pedestrian Through Zone
- Sidewalk-level Bikeway
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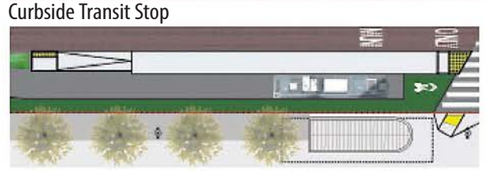
Source: San Francisco Public Works, 2019.

Legend (continued)

Loading Zone

Curbside Transit Stop



Center Transit Boarding Island

00056.14 (2-22-2019)

Better Market Street Project
Case No. 2014.0012E

Figure 2-3
Proposed Project Transportation and Streetscape Improvements (Sheet 7 of 10)

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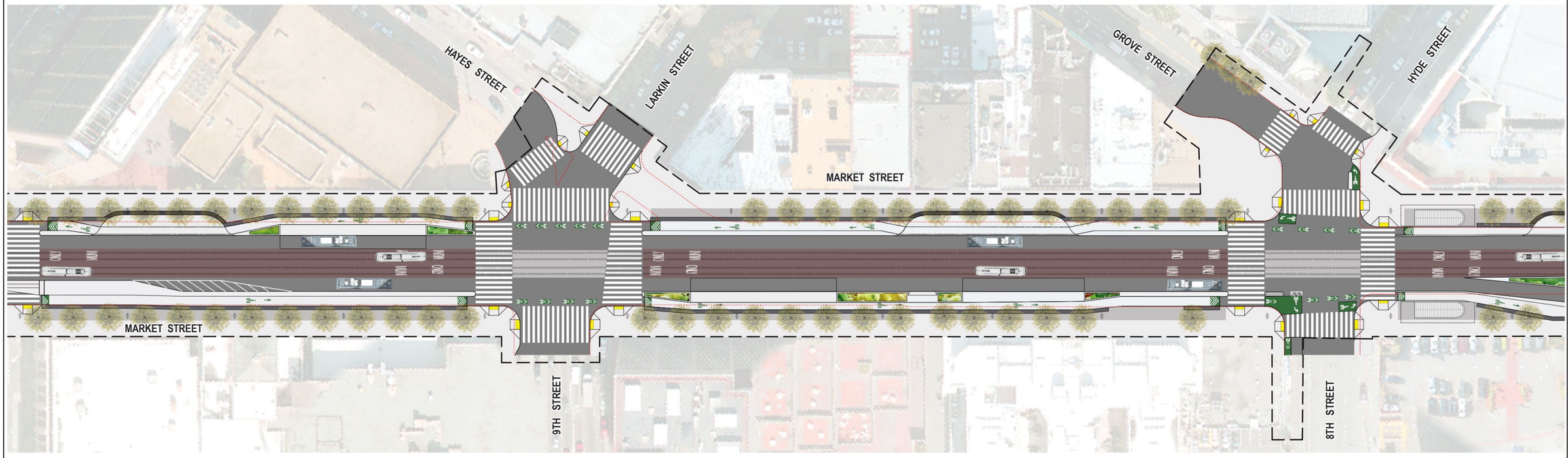

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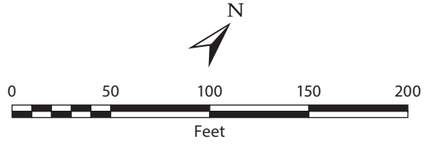

Source: San Francisco Public Works, 2019.

Legend

- Project Corridor (area of ground disturbance)
- Existing curb
- SIDEWALK
  - Buffer
  - Furnishings Zone
  - Pedestrian Through Zone
- Sidewalk-level Bikeway
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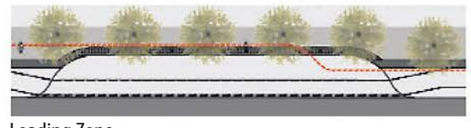
- Streetcar Tracks


Loading Zone


Curbside Transit Stop


Center Transit Boarding Island

00056.14 (2-22-2019)

Figure 2-3
Proposed Project Transportation and Streetscape Improvements (Sheet 8 of 10)

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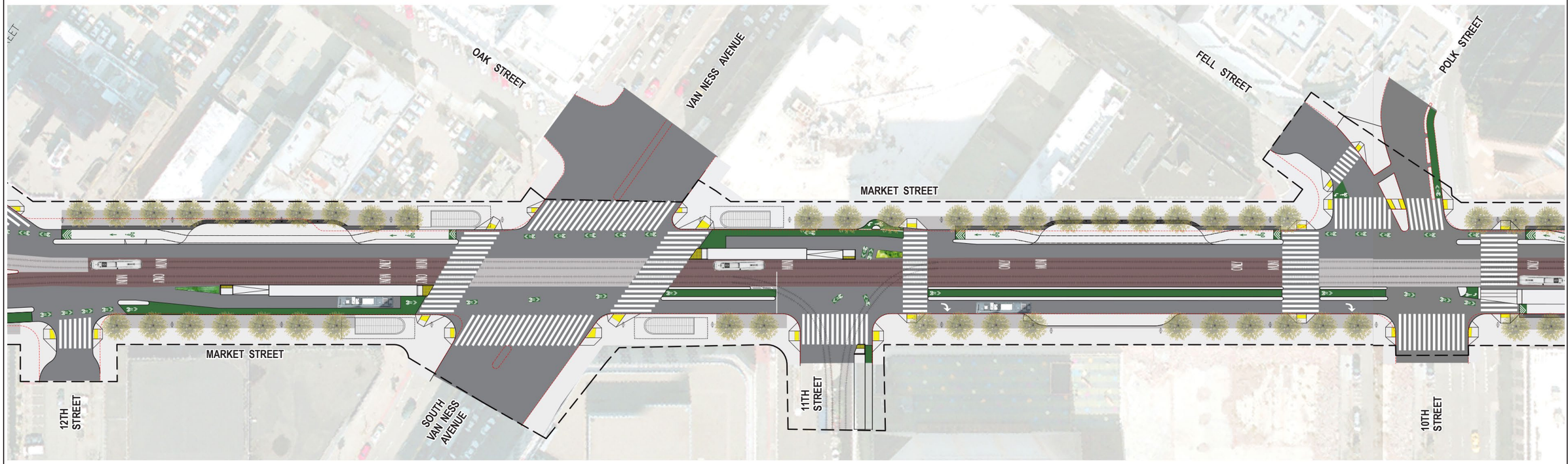

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N

0 50 100 150 200

Feet

Source: San Francisco Public Works, 2019.

Legend

- Project Corridor (area of ground disturbance)
- Existing curb
- SIDEWALK
  - Buffer
  - Furnishings Zone
  - Pedestrian Through Zone
- Sidewalk-level Bikeway
- Street-level Bicycle Lane
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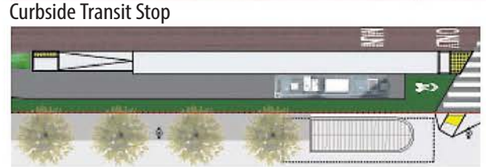
- Streetcar Tracks

Loading Zone

Curbside Transit Stop



Center Transit Boarding Island

00056.14 (2-22-2019)

Better Market Street Project
Case No. 2014.0012E

Figure 2-3
Proposed Project Transportation and Streetscape Improvements (Sheet 9 of 10)

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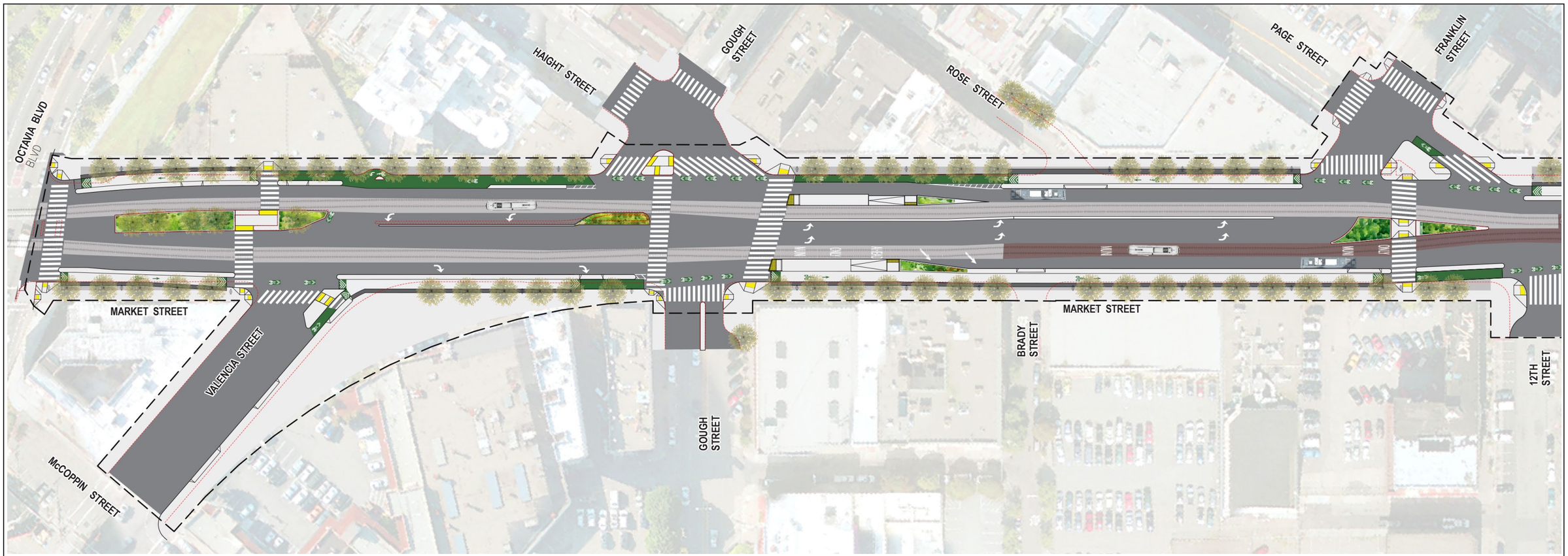

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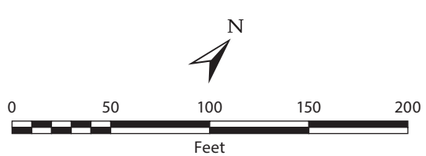

Source: San Francisco Public Works, 2019.

Legend

- Project Corridor (area of ground disturbance)
- Existing curb
- SIDEWALK
- Buffer
- Furnishings Zone
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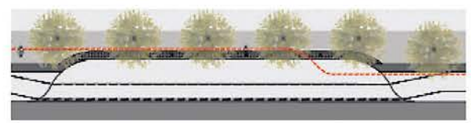
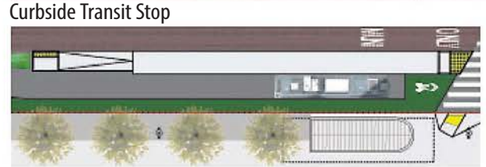

Loading Zone


Curbside Transit Stop


Center Transit Boarding Island

00056.14 (2-22-2019)

Better Market Street Project
Case No. 2014.0012E

Figure 2-3
Proposed Project Transportation and Streetscape Improvements (Sheet 10 of 10)

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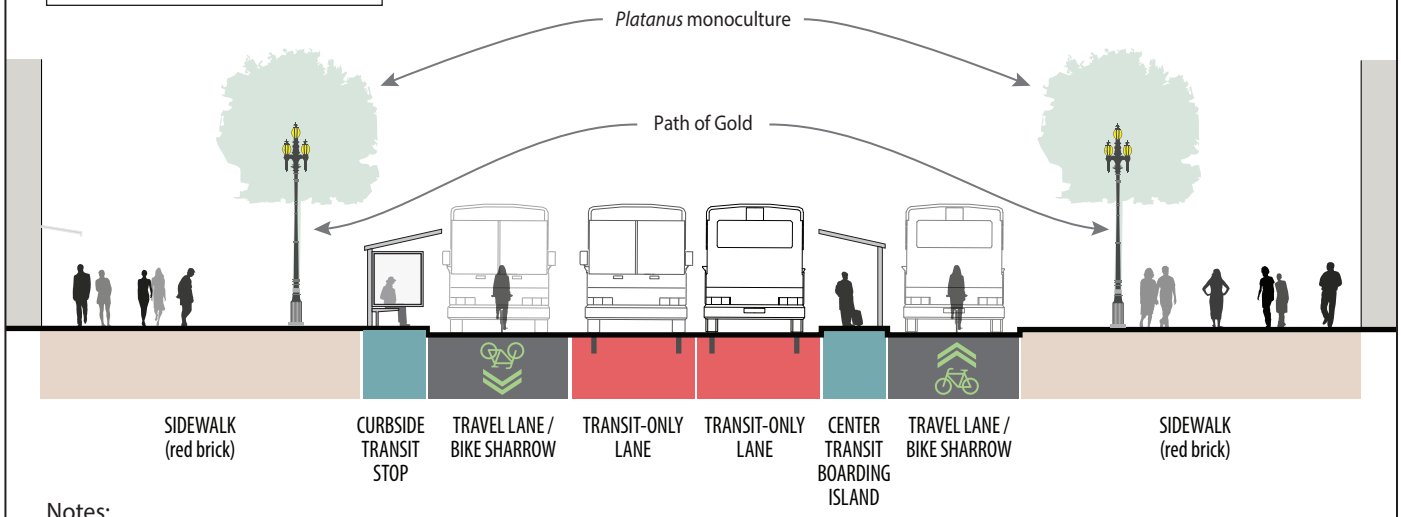
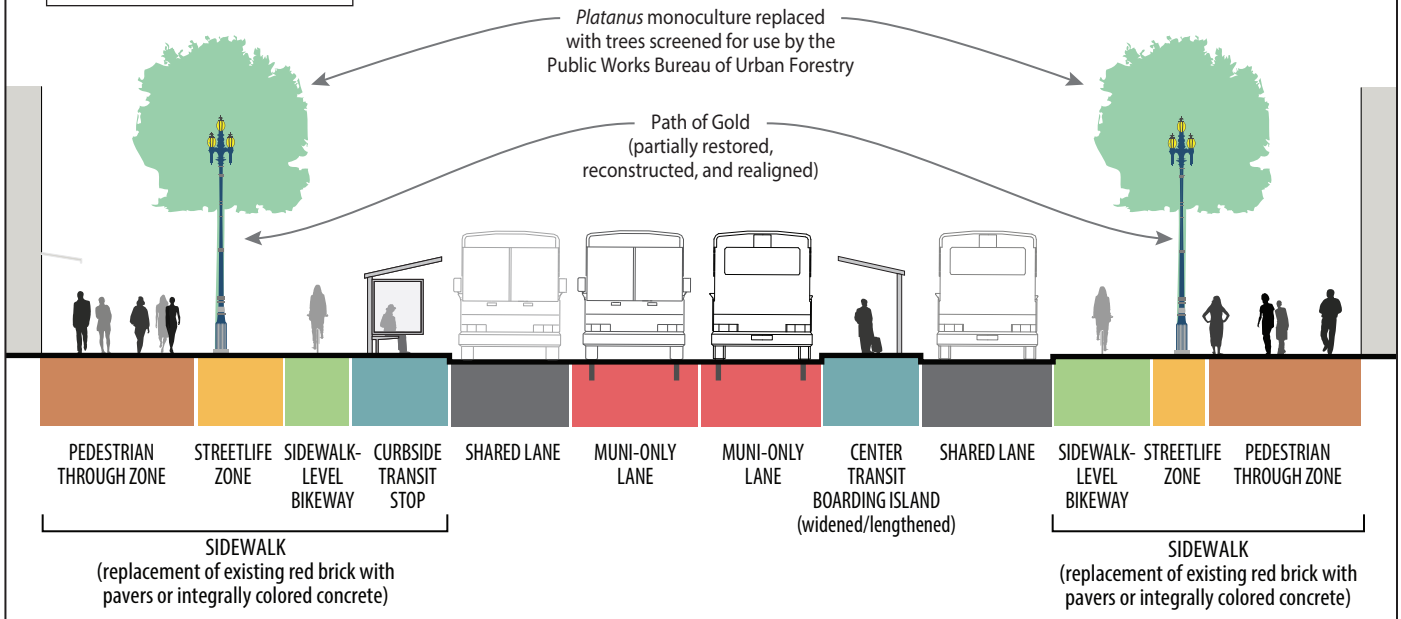
Existing Conditions



Notes:

- Cross section shows typical existing condition east of 8th Street.
- Transit-only lanes allow public transit, taxis, and emergency vehicles.
- Travel lanes allow public transit, taxis, emergency vehicles, and private vehicles.
- Sharrows are shared lane markings that indicate a shared lane environment for bicycles and automobiles.

Proposed Project



Notes:

- Cross section shows typical proposed project conditions east of 8th Street.
- Pedestrian through zone is the area intended for pedestrians on sidewalks.
- Streetlife zones would create a buffer between the pedestrian through zone and the sidewalk-level bikeway and provide space for various features (e.g., street trees, street furniture).
- At all times, shared lanes would permit public transit vehicles, emergency vehicles, taxis, paratransit vehicles, bicycles, and commercial vehicles (although commercial vehicle loading would only be permitted on Market Street during off-peak hours).
- Muni-only lanes would permit Muni buses and streetcars and emergency vehicles only. Taxis, paratransit vehicles, bicycles, and all other vehicles (including vehicles operated by other transit agencies) would be excluded from Muni-only lanes at all times.

Source: San Francisco Public Works, 2018.

Not to Scale

00056.14 (1-28-2019)

Better Market Street Project
Case No. 2014.0012E

Figure 2-4
Existing and Proposed Project Typical Mid-Block Cross Section of Market Street

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The project would change traffic configurations on portions of the following adjacent streets that intersect Market Street, listed from east to west:

- Steuart Street
- Spear Street
- Drumm Street
- Main Street
- Davis Street
- Fremont Street
- Bush Street
- Battery Street
- Second Street
- Post Street
- Montgomery Street
- Ellis Street
- Mason Street
- Turk Street
- Jones Street
- Charles J. Brenham Place
- Hyde Street
- Grove Street
- Ninth Street
- Polk Street
- Fell Street
- 11th Street
- 12th Street
- Page Street

PRIVATE VEHICLE ACCESS

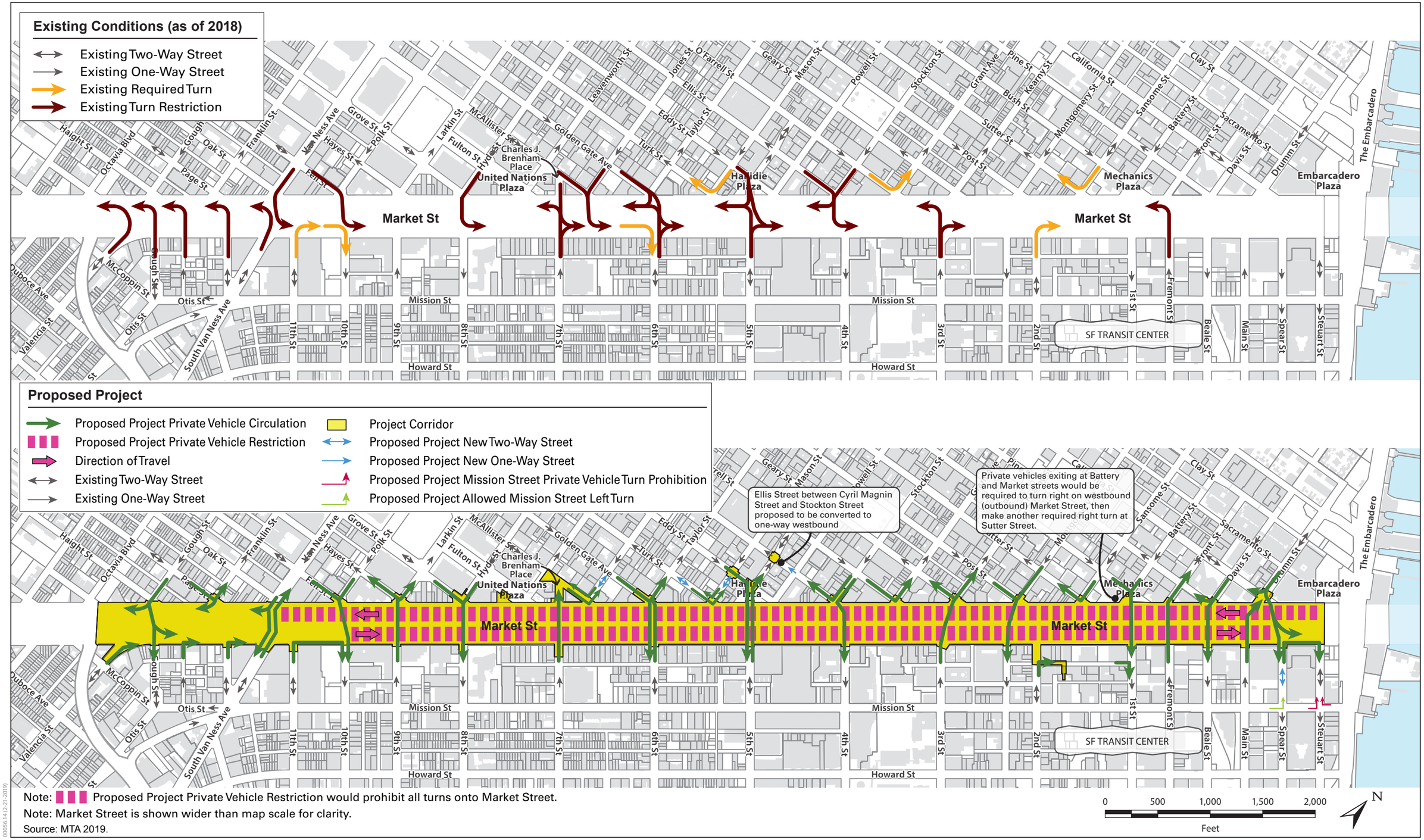
The proposed project would restrict all private vehicle access to Market Street along most of the project corridor between Steuart Street and Van Ness Avenue westbound (outbound) and between 10th and Main streets eastbound (inbound). Transportation network company vehicles (e.g., Uber and Lyft) are considered private vehicles and thus would be restricted from the above segments of Market Street. Taxis and commercial vehicles (see commercial and passenger loading discussion below for restrictions) would be permitted on the entire length of Market Street within the project corridor, except for eastbound (inbound) between Beale and Main streets. Existing required right-turn and left-turn regulations on Market Street would remain.

Under the proposed project, drivers of private vehicles would be diverted off of Market Street to other streets in the area through a series of circulation changes. These changes to vehicle circulation are described below by sub-section on Market Street. Figure 2-5, on the following page, shows the proposed changes to vehicle circulation in the vicinity of the project corridor.

Steuart Street to Beale Street. The block of Market Street between Beale and Main streets would be restricted in the eastbound (inbound) direction to transit vehicles, bicycles, emergency vehicles, and paratransit only. The proposed project would include turn restrictions for private vehicles at the intersection of Steuart and Mission streets to prevent private vehicles from driving north on Steuart Street. Turns would also be prohibited onto Market Street from Davis Street, Drumm Street (only in the southbound right-turn direction), and Main Street. Right turns would be required at northbound Spear Street at Market Street. In addition, Spear Street between Market and Mission streets would be converted to a two-way street.

Beale Street to Third Street. Turns would be prohibited onto Market Street from Montgomery Street/Post Street, Second Street, Bush Street/Battery Street, and Fremont Street. The southbound right turn from Battery/Bush streets onto Market Street would be prohibited for all vehicles (except emergency vehicles). Right turns would be required at northbound Second Street at Stevenson Street.

The project would prioritize vehicular egress from the One Bush building over transit on westbound (outbound) Market Street between Battery and Sutter streets. The One Bush building has a below-grade parking garage, the entrance to which is at the intersection of Bush and Battery streets and accessible from either street. The garage has two exits, one located near the intersection of Bush and Market streets and the other located at Battery and Market streets. Under existing conditions, vehicles exiting at Bush and Market streets are required to cross Market Street, then continue onto First Street (no right turn is permitted). This garage exit has a 6-foot, 8-inch height restriction, which means that not all vehicles are able to use it. Vehicles exiting at Battery and Market streets, which has a 9-foot height restriction, must turn right on



Note: Proposed Project Private Vehicle Restriction would prohibit all turns onto Market Street.
Note: Market Street is shown wider than map scale for clarity.
Source: MTA 2019.

00056.14 (2-21-2019)

Better Market Street Project
Case No. 2014.0012E

Figure 2-5
Existing and Proposed Project Vehicle Circulation

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Market Street under existing conditions. The proposed project would retain both garage exits (without a signal). Private vehicles exiting at Battery and Market streets would be required to turn right on westbound (outbound) Market Street, then make another required right turn at Sutter Street. In addition, the proposed project would close the Battery Street bridge between Bush and Market streets to vehicles and pave it for pedestrian use.

Third Street to Fifth Street. Ellis Street would become a one-way street westbound (outbound) between Market and Cyril Magnin streets. In addition to this project-related change, turns would continue to be prohibited onto Market Street from Fifth Street/Cyril Magnin Street/Eddy Street, Stockton Street, O'Farrell Street, and Third Street. In addition, left turns would continue to be required at eastbound (inbound) O'Farrell Street onto Grant Avenue.

Fifth Street to Eighth Street. The following one-way streets would be converted to two-way streets: Jones Street between McAllister Street and Golden Gate Avenue, Turk Street between Taylor and Market streets, and Mason Street between Market and Eddy streets. The project would prohibit turns onto Market Street from McAllister/Jones streets, adding to existing turn prohibitions onto Market Street from Seventh Street, Golden Gate Avenue/Sixth Street, and Mason Street. Right turns would continue to be required for private vehicles on eastbound (inbound) Market Street at Sixth Street. The project would force right turns from southbound Jones Street onto McAllister Street, adding to the existing forced right turn onto Turk Street from southbound Mason Street. In addition, left turns would be required at McAllister Street and at Turk Street.

Eighth Street to 12th Street. Turns would be prevented onto Market Street from northbound Ninth Street, although southbound vehicles on Van Ness Avenue would still be allowed to turn right. The project would also restrict turns onto Market Street from southbound Polk Street/Fell Street. With the project, right turns would continue to be required from northbound 11th Street onto Market Street and eastbound Market Street onto 10th Street. Left turns onto Market Street from southbound Grove/Hyde streets would continue to be prohibited, and right turns would be prohibited with the proposed project.

Octavia Street to 12th Street. The project would prevent left turns from Page Street onto eastbound Market Street. From northbound 12th Street, the project would require right turns onto Market Street and eliminate the currently allowable left turn onto Page Street.

These restrictions would be in place 24 hours per day, 7 days per week. Therefore, the curbside lanes along these segments would generally be shared by transit (including paratransit) vehicles, taxis, and other permitted vehicles. Drivers would be alerted to the vehicle restrictions through a variety of means, including education, wayfinding (e.g., signage), coordination with navigation application platforms, and enforcement.

TRAFFIC CONTROLS

The proposed project would include signal timing changes, traffic control modifications, and relocation of signal equipment. Modifications would include replacement traffic signals (including preemption-equipped signals),[14] replacement pedestrian countdown signals, new turn signals, stop signs, and bicycle signals. There would be a complete upgrade of all signal infrastructure, including the "lollipop" signals installed in the late 1960s with the Market Street Redevelopment Plan, on Market Street between Octavia and Steuart streets. The upgrades would provide new poles, conduits, accessible pedestrian signal buttons, vehicle/pedestrian/bicycle signals, signal cabinets, and interconnects. In addition, the project would install two new signals at 11th and Market streets and at Steuart and Market streets.

Traffic signal modifications would occur at eight intersections (Golden Gate Avenue/Jones Street, Eddy Street/Mason Street, Turk Street/Taylor Street, McAllister Street/Charles J. Brenham Place, Ellis Street/Powell Street, Ellis Street/Cyril Magnin Street, Drumm Street/California Street, and Eddy Street/Cyril Magnin Street) to accommodate new two-way/one-way changes. Upgrades could also occur if existing signal heads, controllers, conduits, and cabinets do not meet City standards. In addition, the project would include installation of additional closed-circuit television (CCTV) cameras at intersections along the corridor. The CCTV cameras are used by MTA's Transportation Management Center (TMC) when there are collisions or unplanned events to monitor nearby traffic queues and allow TMC personnel to dispatch traffic enforcement officers to locations as needed. The project would add signage and traffic striping to reinforce the turn restrictions and provide clear demarcation for vehicles, transit, bicycles, loading, and parking.

TRANSIT

The proposed project would include multiple changes to surface transit on Market Street within the project corridor to prioritize transit. Existing transit-only center lanes[15] on Market Street would be converted to Muni-only lanes[16] (as indicated in the *Muni-Only Lanes* discussion below). The proposed project would also include construction of a new F-loop on the F-Line along McAllister Street and Charles J. Brenham Place. Descriptions of Muni-only lanes, stop

[14] Preemption signals are traffic lights that have been equipped with special infrared receiving devices. Preemption signals can be changed when a signal is sent from a special transmitter in a vehicle. In most applications, traffic signal preemption is limited to emergency vehicles; however, it is also possible for buses to preempt the signal to allow for more effective movement of transit services. Normally, a vehicle equipped with a preemption device will use it when approaching a red signal to change the signal to green.

[15] Transit-only lanes allow public transit, taxis, and emergency vehicles.

[16] Muni-only lanes would be reserved for Muni buses and streetcars and emergency vehicles only.

spacing and service (including the F-loop), stop location, stop characteristics, and infrastructure are provided below. Daytime AC Transit, SamTrans, and Golden Gate Transit services are expected to continue using parallel and intersecting streets.[17]

The proposed project would not make changes to BART or Muni Metro lines in the subway beneath Market Street.

MUNI-ONLY LANES

The proposed project would generally convert the existing center lanes on Market Street from *transit*-only to *Muni*-only. East of Third Street, the proposed project would convert the existing center lanes on Market Street from general purpose lanes to Muni-only lanes. Between 12th and Gough streets, the eastbound lane would be converted from a general purpose lane to a Muni-only lane. A new Muni-only lane would be created on southbound Charles J. Brenham Place in association with the proposed F-loop.

Muni-only lanes would permit only Muni and emergency vehicles at any time in the eastbound (inbound) direction between Gough and Drumm streets and in the westbound (outbound) direction between Van Ness Avenue and Beale Street. Taxis, paratransit vehicles, bicycles, and all other vehicles (including vehicles operated by other transit agencies) would be excluded from Muni-only lanes at all times.

MUNI TRANSIT STOP SPACING AND SERVICE

Figure 2-6, p. 2-53, shows the proposed Muni transit stop spacing within the project corridor. Modified transit stop spacing and new stop locations would be included under the proposed project to provide both rapid service for some lines (i.e., 5, 5R, 9, 9R, 7X, as well as the F-Line) as well as local service through local bus routes (i.e., 2, 6, 7, 19, 21, 31, 38, 38R, L Owl, N Owl). In addition, bus routes 14, 14R, and 14X would continue to have drop-off-only stops at Market and Steuart streets; bus routes 81X, 30X, 10, and 12 would continue to run on Market Street but would not stop.

The proposed project would implement a counterclockwise F-Line track loop (F-loop). New F-loop tracks would be constructed in the roadway to give F-Line surface-running streetcars additional opportunities to switch from running westbound (outbound) to running eastbound (inbound) using the new loop and vice versa.

The F-loop would travel in the existing westbound lane on McAllister Street and the existing southbound lane on Charles J. Brenham Place. The F-loop is depicted in Figure 2-3, p. 2-23.

[17] AC Transit is expected to continue its overnight bus service (Route 800, which includes several stops on Market Street) and therefore would be permitted to use the curb lanes.

With construction of the F-loop, a new F-Short line would be implemented to provide service between the F-loop and Fisherman's Wharf. Hours of operation for the new F-Short line would be from 7 a.m. to 7 p.m. daily. Table 2-1, below, shows existing and proposed F-Line service plus the proposed new F-Short service. As shown in the table, F-Short service would be provided as often as every 10 minutes (six streetcars per hour) during peak hours. Therefore, the combination of the existing F Market & Wharves streetcar line and the new F-Short streetcar line between the F-loop and Fisherman's Wharf would provide streetcar service as often as every 5 minutes.

TABLE 2-1. EXISTING AND PROPOSED PROJECT F-LINE SERVICE (PEAK HOUR)

	Existing		Proposed Project[2]	
Route	**Frequency (minutes)**	**Streetcars/Hour (one-way)**	**Frequency (minutes)**	**Streetcars/Hour (one-way)**
F Market & Wharves historic streetcar (F-Line)	7.5	8	7.5-10[3]	6-8
F-Short[1]	—	—	10	6

Notes:

[1] No service is shown for the F-Short under the existing condition because the F-loop does not exist without the proposed project.

[2] Transit service frequency could change due to changing operating resources and a variety of other factors. The frequencies shown are best representations of anticipated future service and could vary.

[3] The frequency of F-Line service west of the F-Loop is anticipated to be approximately 7.5 minutes in each direction during the peak-hour; the frequency of F-Line service continuing east past the F-Loop would be approximately 10 minutes in each direction during the peak-hour.

Source: SFMTA 2018

All F-loop movements would be controlled by traffic signals; F-loop turn movements would have dedicated signal phases, holding all conflicting traffic movements while the streetcar completes its movement. The F-loop intersections would have special train signals, alerting F-Line operators as to which way the track switch is set and whether they have the right-of-way (i.e., the green light for the general traffic). Bicycle signals and "TRAIN COMING" blank-out signs would also be installed to emphasize the F-Line movements and warn other street users about the train.

The F-loop would be in addition to the streetcar tracks in the travel lanes of 11th Street between Market and Mission streets that currently allow streetcars to turn around and layover. The proposed project would not affect these tracks.

MUNI TRANSIT STOP LOCATION AND CHARACTERISTICS

Figure 2-6, on the following page, shows existing and proposed Muni transit stops within the project corridor. As with existing conditions, transit would be served by a mix of center transit boarding islands and curbside transit stops. The proposed modifications to each are

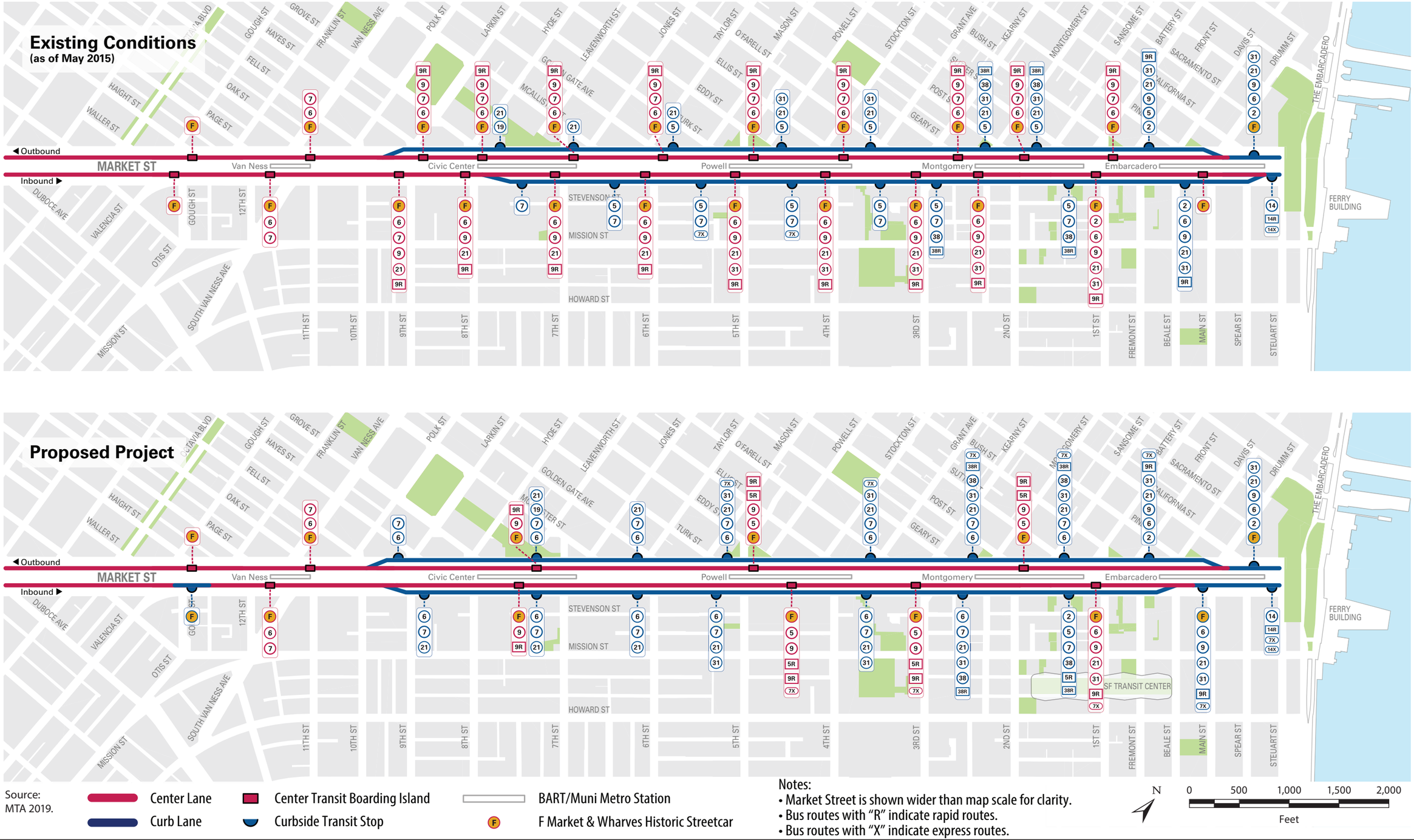

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Figure 2-6
Existing and Proposed Project Muni Transit Stop Spacing

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discussed below. Real-time transit information signs, bus stop signs, advertisements, and transit shelters would be included at transit stops along the corridor, and some stops may include CCTV cameras.

The proposed project would increase the length and width of existing center transit boarding islands to meet ADA standards and better accommodate existing and anticipated future increases in Muni passenger volumes. Some existing center transit boarding islands would be removed or relocated. On remaining islands, the project would construct ramps for people with disabilities to access the F-Line. Specifically, the project would increase the length of islands to up to 210 feet (compared with 110 to 120 feet for typical existing islands). The project would increase island width up to a total of 9.1 feet (compared with 6.5 feet for typical existing islands). Access to the islands would continue to be via marked crosswalks. The project would include the installation of railings between the boarding lane and the curbside travel lane. Furthermore, the project would construct new islands on Charles J. Brenham Place (northbound only, for Golden Gate Transit), McAllister Street (westbound only), 11th Street, and Seventh Street.

Curbside transit stops would be maintained and upgraded with railings to provide separation from new sidewalk-level bikeways. (As shown in Figure 2-4, p. 2-43, the new sidewalk-level bikeways would be constructed between curbside transit stops and the pedestrian through zone, the area intended for pedestrians on sidewalks.) Access to curbside transit stops would be via marked crosswalks. Curbside transit stops in the inbound direction, east of McAllister Street, would be able to accommodate either two or three 60-foot Muni buses. Proposed curbside transit stops would be a minimum of 8 feet wide.

At Charles J. Brenham Place, the project would install a ramp (or "mini-high") on the southbound curbside transit stop to provide transit accessibility for people with disabilities.

INFRASTRUCTURE

To maintain a state of good repair,[18] the proposed project would replace all existing streetcar tracks on Market Street with new tracks that would be a combination of direct-fixation track and tie-and-ballast track.[19] The proposed project would also make minor adjustments to the locations of existing streetcar tracks at limited locations and replace the traction power system and OCS (i.e., overhead wires). As detailed above, the proposed project also would include construction of the F-loop (with direct-fixation track) to enable new F-Short streetcar service.

[18] State of good repair is a term employed by the Federal Transit Administration relating to transit infrastructure; it is achieved by having well maintained, reliable transit infrastructure to provide safe, dependable and accessible transit service.

[19] Direct-fixation track is a configuration where the rail is fastened directly to a concrete bed (invert) without the use of ballast.

The proposed project would either retain or relocate the existing BART/Muni elevator at the Civic Center station on the north side of Market Street near United Nations Plaza. One potential relocation site is within an existing BART/Muni staircase and escalator area in United Nations Plaza, approximately 80 feet west of the existing elevator.

The proposed project would upgrade the Civic Center and Downtown traction power substations to be in compliance with current codes. The upgrades to both substations would provide state-of-good-repair replacements for traction power equipment, an internal part of the substations.

Access to the Civic Center traction power substation would require an approximately 12- by 15-foot shaft, two to three stories deep, from the surface of United Nations Plaza to an existing hatch in the roof of the substation. Three existing roof panels, which are designed for removal, would be lifted out with a mobile crane to access equipment in the substation. Existing streetscape features and paving materials affected by utility trenching or exposing the access shaft within United Nations Plaza would be retained or replaced (if necessary), in compliance with the Secretary of the Interior's Standards, after the project upgrades at the Civic Center traction power substation have been completed.

The Downtown substation is accessible from Stevenson Street. All work associated with the proposed Downtown substation upgrade would occur entirely within the existing structure. The exterior of the structure would not be changed.

OCS pole locations would be adjusted to accommodate roadway reconfiguration, transit boarding islands, loading zones, bicycle lanes, and shifts in track alignments. New OCS poles would be installed in association with the new F-loop. Further, additional OCS wires between 10th and 8th streets would be included to accommodate curb-lane trolleybus operations. On some streets adjacent to Market Street, existing OCS wires are anchored to buildings in locations where trolley poles cannot be feasibly installed. In several such locations, OCS wires are anchored to buildings by eyebolts. The project would replace some existing eyebolts and add eyebolts in locations where they do not currently exist. In most locations, the Path of Gold light standards support OCS wires. The existing Path of Gold light standards would be removed, partially restored, reconstructed, and realigned as described below in the section titled *Path of Gold Light Standards and OCS Trolley Poles*.

BICYCLE FACILITIES

Figure 2-7, on the following page, shows the existing and proposed bicycle facilities within the project corridor. Figure 2-4, p. 2-43, depicts a cross section of the proposed bicycle facilities.

Notes:

- Market Street is shown wider than map scale for clarity.

Bikeway Definitions:

- Class II Bicycle Facility – Bike Lane
- Class III Bicycle Facility – Bike Route
- Class IV Bicycle Facility – Separated Bikeway

Legend

- Project Corridor
- Existing Class II Bicycle Facility
- Existing Class III Bicycle Facility
- Existing Class IV Bicycle Facility
- Proposed Project Sidewalk-Level Bikeway (Class IV Bicycle Facility)

0 500 1,000
Feet

Source: Parisi Transportation Consulting 2018.
Other sources: Streets: City and County of San Francisco 2014

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Figure 2-7
Existing and Proposed Project Bicycle Facilities

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The project would implement raised bikeways (at sidewalk level), approximately 5 to 8 feet wide, in each direction on Market Street between the curb lanes and pedestrian through zone.

The new bikeways would generally be separated from the adjacent curb lane by a 1- to 4-foot-wide buffer, except where proposed loading zones would be located. The buffer would include a standard 6-inch curb (providing grade separation) and regulatory signage, fire hydrants, planted areas, and other vertical obstructions to prevent vehicles from pulling into the bikeway. In one location, at the One Bush building, vehicles exiting the One Bush garage onto Market Street would have to cross the bikeway.

The new bikeway would be separated from the pedestrian through zone by 4- to 10-foot-wide furnishing zones and Streetlife Zones. As noted below, the proposed project would provide a distinct paving pattern or material to help identify the designated space for bicyclists. Bikeways at a transit stop or paratransit loading zone would have a minimum width of 5 feet.[20]

On the pedestrian through zone side of the bikeway, furnishings, signage, bicycle racks, and other vertical obstructions in the furnishing zones and Streetlife Zones would buffer bikeways from pedestrian through zones. In addition, there would be a 1- to 3-foot-wide ADA-compliant feature separating the through zone and the bikeway to ensure that people with limited vision would be able to avoid accidentally crossing into the bikeway.

Bicycle signals and two-stage left-turn queue boxes, as appropriate, would be installed at most intersections. Leading bicycle signal intervals would be implemented at some intersections. At one intersection, bicycle boxes[21] would allow bicyclists to queue at the front of the vehicle queue during red lights.

At curbside transit stops, the new sidewalk-level bikeway would be placed behind the transit stop (i.e., between the transit stop and the pedestrian through zone). Pedestrians would have designated places to cross the bikeway when walking from the transit stop to the pedestrian through zone. The project's sidewalk-level bikeway would meet the California Department of Transportation (Caltrans) standard for class IV separated bikeways.

The proposed project would also include construction of new street-level, parking-protected bicycle lanes on Valencia Street between Market and McCoppin streets as well as McAllister Street and Charles J. Brenham Place within the project corridor. In addition, the proposed project would include construction of a new street-level bicycle lane westbound on Market Street between Rose and Valencia streets. Furthermore, the proposed project would include construction of a new buffered street-level bicycle lane between two vehicular travel lanes (a

[20] The design would seek widths of 5 feet, minimum, or wider where feasible.

[21] A bicycle box is a demarcated bicycle queuing area to prioritize bicycle movements at intersections.

Muni-only lane and a turning lane) on the south side of Market Street between South Van Ness Avenue and 10th Street. Bicycle signals would be installed at most intersections to maintain the separation of vehicle traffic and bicycles. Two-stage turn-queue bicycle boxes would allow bicyclists to make two-point left turns from a designated waiting area in the far right corner of an intersection.[22] At some locations, bicycle boxes, protected by small islands in the intersections, would allow bicyclists to queue at the front of the vehicle queue during red lights.

Although the proposed project would generally include a protected sidewalk-level bikeway, there would be several areas where the bikeway would be at roadway level to accommodate constrained or limited roadway widths, new bicycle connections, widened bicycle connections, and/or widened boarding areas. The bikeway along Market Street would be at the roadway level at all intersections and where necessary because of site constraints.

PEDESTRIAN FACILITIES

As set forth in the Project Objectives discussion (Section B, above), enhancing the accessibility of Market Street's pedestrian facilities has been a primary driver of the proposed project. As further discussed below, as part of the proposed changes to streetscapes, the proposed project would replace existing brick sidewalks and reuse granite curbs to the extent possible along the length of Market Street.[23] Unlike the existing brick sidewalks, the replacement sidewalk surface would meet current City standards for traction,[24] be consistent with all requirements of Public Works Order 200369 (adopted January 2019 and described below), and be consistent with the requirements of the 1995 Downtown Streetscape Plan[25] for special sidewalk surfaces. The new surface would comply with minimum requirements for public sidewalks, including requirements that call for pedestrian access routes on new sidewalk surfaces to be as free of jointed surfaces and visually uniform as possible.[26] The new sidewalk would be designed to meet the requirements of Public Works Order 200369, as well as the California Building Code, and any further requirements of the Mayor's Office on Disability. Materials and finishes may differ, as appropriate, between the different zones (e.g., pedestrian through zone) and the different uses.

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[22] Two-stage turn-queue bicycle boxes provide bicyclists with a way to make left turns at multi-lane signalized intersections from a right-side bicycle facility. A two-stage turn-queue bike box is a protected area that has been designated for holding queuing bicyclists. Bicyclists need to receive two separate green signal indications (including one for the through street and then one for the cross street) to turn left.

[23] As feasible, straight pieces of granite curb would be reused within the proposed project.

[24] Public Works standards for traction include a minimum coefficient of friction under wet and dry conditions of 0.65 for a relatively flat sidewalk and 0.80 for sloped surfaces greater than 1 :20.

[25] The area of the Downtown Streetscape Plan overlaps with the project corridor from Steuart Street on the east to Fifth Street/Mason Street on the west.

[26] U.S. Access Board Public Rights-of-Way Access Advisory Committee Final Report, part III, section X02.1.6.

Appendix 3 includes Public Works Order 200369, which identifies standard paving materials for public right-of-ways in San Francisco. The list identifies the types of pavers and integrally colored concrete[27] that are considered acceptable for use in San Francisco's public rights-of-way. Materials for use in the proposed project would be similar to materials included on this list.

Sidewalks east of Van Ness Avenue would typically provide a 15-foot-wide through (i.e., walking) zone for pedestrians. West of Van Ness Avenue, the pedestrian through zone would typically be approximately 10 feet wide. The pedestrian access route would be clear of all vertical obstructions; street trees, Path of Gold light standards, and AWSS hydrants would not be located in the pedestrian access route. In one location, at the One Bush building, vehicles exiting the One Bush garage onto Market Street would have to cross the pedestrian access route. In addition, immediately east of the One Bush Building, the existing Battery Street bridge would be closed to vehicles and repaved for pedestrian use.

In addition to the pedestrian through zone, sidewalks would generally include a *furnishing* zone that would be between 4 and 10 feet wide, depending on whether a curbside transit stop, center transit boarding island, or loading zone is proposed at a particular location. In locations where curbside transit stops, center boarding islands, or loading zones are present, the furnishing zone would generally be 4 to 5 feet wide. Wherever there is a sidewalk without proposed transit stops or loading zones, the furnishing zone would be approximately 10 feet wide. The majority of the sidewalks along Market Street between Van Ness Avenue and Steuart Street would include these wider 10-foot furnishing zones, also referred to as "Streetlife Zones."

Streetlife Zones would allow and encourage the public to use these spaces in a variety of everyday ways. Streetlife Zones would be adjacent and complementary to the pedestrian through zone and the sidewalk-level bikeway. These Streetlife Zones would allow the installation of features such as street trees, street furniture, benches, moveable tables and chairs, sidewalk planting areas, small retail stands (e.g., flower sellers, food carts), public restrooms, advertising kiosks, wayfinding signs, real-time transit information, newsstands, bike-share stations, dockless bicycle-/scooter-share parking, and bicycle racks. With limited exceptions, all existing bollards with chains would also be removed and would not be replaced.

The project would install bulb-outs at crosswalks where possible. Most bulb-outs would shorten side-street crossings, not Market Street crossings. Bulb-outs typically extend 4 to 15 feet into the street and are typically 20 to 50 feet long, including the transition.

Crossing distances at Market Street would depend on whether a boarding island is present and the angle of the intersecting street, varying from 54 feet (typical right-angle, 90-degree crossing) to 90 feet (54-degree crossing at South Van Ness Avenue). Crossing distances at side streets also would vary (typically between 40 and 50 feet). In addition, existing "pork chop" islands and

[27] Integrally colored concrete includes a pigment in the concrete mixture.

chain barricades that force pedestrians to make two-stage crossings on the north side of Market would be reconfigured to allow for a direct crossing at Larkin/Hayes/Market streets, Mason/Turk/Market streets, and Sansome/Sutter/Market streets.

STREETSCAPES

In implementing the many physical changes described above, the project would substantially alter the physical appearance of Market Street.

Within the Streetlife Zones, the proposed project would install features such as seating areas, pedestrian wayfinding signs, real-time transit information, public toilets, public service and advertising kiosks, newsstands, street lighting, planted areas, bike-share stations, dockless bicycle-/scooter-share parking, bike racks, and other elements along the curb within the Streetlife Zones. All street lighting changes would be accomplished by using new replacement luminaires within the reconstructed Path of Gold light standards.[28] The proposed project would also include public art elements to complement the streetscape improvements.

As described above, the proposed project would include approximately 15-foot-wide pedestrian through zones on sidewalks (except for the 10-foot-wide through zones west of Van Ness Avenue) and new paving throughout (i.e., complete replacement of bricks and reuse of granite curbs).

TREES

The proposed project would include the removal of all existing street trees on Market Street within the project corridor. Trees would be replaced or relocated in areas where sidewalks would be reconfigured to accommodate wider and longer transit boarding islands and the new sidewalk-level bikeway. Article 16 of the Public Works Code and City and County of San Francisco Ordinance No. 165-95 govern tree planting, maintenance, and removal. Article 16 authorizes the director of Public Works to regulate the planting, maintenance, or removal of trees and landscape material along the public sidewalk. Ordinance No. 165-95 provides detailed guidelines regarding tree and landscape plantings in the public right-of-way. The guidelines include details regarding the City's street tree and landscape material permit application and approval process, the selection of appropriate tree species and sites for adding trees, guidelines for new tree basin construction and dimensions, and maintenance guidelines for trees and landscape material along public sidewalks and medians. Trees would be selected from the following list of genera, screened for use in the Market Street

[28] Lighting installed as part of the project would be required to conform to American National Standards Institute Practices for Roadway Lighting (ANSI/IESNA RP-8-00) and the Caltrans Map Roadway Classification. A photometric study (i.e., a simulation of proposed lighting designs) would be performed to also comply with current SFPUC lighting standards for pedestrian and traffic safety.

environment by the Public Works Bureau of Urban Forestry, in cooperation with the Urban Forestry Council, Friends of the Urban Forest, SF Environment, and local arboricultural experts:

- *Ginkgo* (selections)
- *Lophostemon* (*L. confertus*, Brisbane box)
- *Magnolia* (selections of *M. grandiflora*, southern magnolia)
- *Pittosporum* (*P. undulatum*, Victorian box)
- *Platanus* (plane trees and sycamores, species, and selected hybrids)
- *Quercus* (evergreen "live oak" species)
- *Ulmus (U. parviflora* selections and hybrids)

PATH OF GOLD LIGHT STANDARDS AND OCS TROLLEY POLES

The 236 Path of Gold light standards within the project corridor would be partially restored (the three-part trident top with each prong containing a light globe), reconstructed (base and pole), and realigned. Specifically, the existing poles would be replaced with larger poles, , and the clamshell bases would be recast and modified to accommodate the larger poles (see Figure 2-4, p. 2-43). The existing trident light fixtures and light globes would be restored and reused on the tops of the new poles. Where cast iron components of the trident have deteriorated, they would be recast and reinstalled. The high-pressure sodium lights installed in 1972 would be replaced with energy-efficient LED lights. The new lighting units would match the color and tone of the historic lights as much as possible.

The standards would be reinstalled in a consistent alignment to create a visible linear edge to the "pedestrian zone." Although some individual standards may need to be located out of alignment with adjacent standards or removed to avoid conflicts in the furnishing zone or sub-sidewalk basements, no more than 25 percent of the 236 standards would be located out of alignment with the other standards. Realignment may occur for the following factors: potential conflicts with existing sub-sidewalk basements, the proposed tree alignment, proposed bikeway location, proposed loading zone location, or proposed curbside or center boarding islands. This percentage translates to an estimated 58 of the 236 light standards in the project corridor, less than 18 percent of the total number of standards (327) within the entire Article 10 landmark. Of the 58 light standards that could be located out of alignment with the other standards, it is estimated that the project could remove approximately six light standards if relocation and realignment are not feasible, based on the preceding factors. At the level of project design available as of publication of this document, the project sponsor cannot conclude with certainty exactly how many standards would need to be relocated out of alignment or permanently removed.

Generally, the current linear arrangement of the standards follows the Market Street Redevelopment Plan– (MSRP-) era installation of replicated Path of Gold standards between the Embarcadero and Octavia Boulevard. Since the re-installation was completed in 1976, individual standards have been moved as needed to accommodate changes within the public right-of-way. However, there are variations in the spacing, with an average of 100 feet between the standards and 11 to 23 feet between the property lines and the standards. The associated utility control boxes would be relocated to the furnishing zone, if necessary, which is consistent with their existing locations.

The proposed alignment would maintain the overall MSRP-era linear arrangement and historic character of the resource. The existing artistic depictions on the Path of Gold clamshell bases would be reviewed and possibly modified in consultation with the Native American community. The review process for the clamshell base depictions will be further developed by the planning department.

The new standards would increase in size by approximately 15 percent and be scaled to match the overall proportions of the existing standards. The existing clamshell bases would be recast and enlarged to accommodate the larger support poles. The existing support poles would be replaced with larger poles that can better support the OCS wires (i.e., wider spans for the OCS would require the poles to resist more weight and tension). Existing poles are 24 feet, 10 inches tall and have a 9-inch diameter. The replacement poles would be 30 feet tall and 13 inches in diameter. The existing and proposed tridents would be 8 feet tall (total height of each standard would be 38 feet). The modified base cover would have a diameter of approximately 2 feet, 9 inches.

Because the Path of Gold light standards are the primary source of light along Market Street, the retrofit would be guided by a photometric study that would determine the appropriate lighting requirements and address safety concerns.

To summarize, the project would require no more than 25 percent (approximately 58 of 236) of the existing Path of Gold light standards and associated utility boxes within the project corridor to be relocated out of alignment because of proposed modifications to the roadway configuration. Of the 58 light standards that could be located out of alignment with the other standards, the project could remove approximately six light standards if relocation and realignment are not feasible because of conflicts with the project design. The proposed locations of the relocated standards would reproduce the overall existing visual alignment.

Realignment of the standards would be determined block by block. Although the distance between the light standards could be modified, every feasible effort would be made to realign and relocate the standards. Removal of individual light standards would be a final option if

relocation is not possible. Realignment and removal would be reviewed and approved by the Historic Preservation Commission, per the guidance provided by the Architectural Review Committee, as part of the Certificate of Appropriateness process.[29]

The proposed project would also replace existing OCS-only trolley poles with new steel poles along Market Street and on cross streets as needed to accommodate the OCS trolley wire alignment; these would be relocated to the furnishing zone.

OTHER STRUCTURES AND OBJECTS

The shoreline marker southwest of First and Market streets would need to be removed and relocated. All other eligible monuments, statues, fountains, and other structures within the project corridor would remain in place.

COMMERCIAL AND PASSENGER LOADING

The proposed project would remove the existing loading bays within the project corridor to create new loading zones. New loading zones would be created either near or at the same location as the existing loading bays. Figure 2-8, p. 2-67, shows the potential locations for the proposed loading zones within the project corridor.

The new loading zones would be approximately 80 feet long on average and located at sidewalk level. The curb within the loading zones would be mountable, allowing loading vehicles to cross through the bikeway to the loading area. Loading zones are planned to be up to 17 feet wide from the curb. The proposed sidewalk-level bikeways would intersect with the proposed loading zones. During off-peak hours when loading zones could be in use, loading vehicles would be restricted to the rightmost 10 feet of the loading zones. Bicycles would be assigned the remaining leftmost 7 feet of the loading zones. During peak periods when loading would not occur in these loading zones (see below), bicycles would be allowed to use the full width of each 15-foot loading zone as a bikeway.

The proposed project may also include regulations, education, and enforcement to restrict all loading activities on Market Street, except for paratransit vehicles, during peak hours in the peak direction of travel (i.e., eastbound [inbound] toward downtown during the morning peak and westbound [outbound] during the p.m. peak). Time-of-day loading restrictions, including

[29] Article 10 of the planning code gives San Francisco the ability to identify, designate, and protect historic landmarks from inappropriate alterations. The San Francisco Historic Preservation Commission is a seven-member body that makes recommendations directly to the board of supervisors regarding the designation of landmark buildings, historic districts, and significant buildings, pursuant to article 10 of the planning code. The commission also approves certificates of appropriateness for landmarks; this appropriateness process requires that landmarks proposed for modification be treated in accordance with the Secretary of the Interior's Standards and thus retain eligibility as a historic resource. More information on the certificate of appropriateness process is provided in Section 4.A, *Cultural Resources*.

during peak hours on Market Street, may be used to promote more efficient use of the limited curb space and reduce conflicts between loading and other activities during peak hours. Nighttime loading (e.g., 10 p.m. to 6 a.m.) would be incentivized to minimize conflicts between bicycles and transit, paratransit, and delivery vehicles and promote faster delivery times. The use of smaller delivery trucks is currently incentivized because smaller vehicles have fewer blind spots, are more maneuverable, and take up less space in the urban core's congested streets.

New commercial and passenger loading zones would be established where possible on adjacent cross streets and along nearby alleys by converting general on-street parking spaces to commercial loading spaces, white passenger loading zones, and blue accessible parking spaces. Commercial zones would accommodate truck loading and promote more use of the alleyways to access the rear of the buildings along Market Street. Nearby alleys could include Angelo's Alley and Jessie, Stevenson, and Annie streets. Up to 188 new cross-street and alleyway commercial loading spaces would be created to provide alternative commercial loading options off of Market Street (see below for information regarding the removal of on-street parking spaces). In addition, existing parking spaces would be converted to create up to 46 proposed new passenger loading zones and eight new blue accessible zones on cross streets.

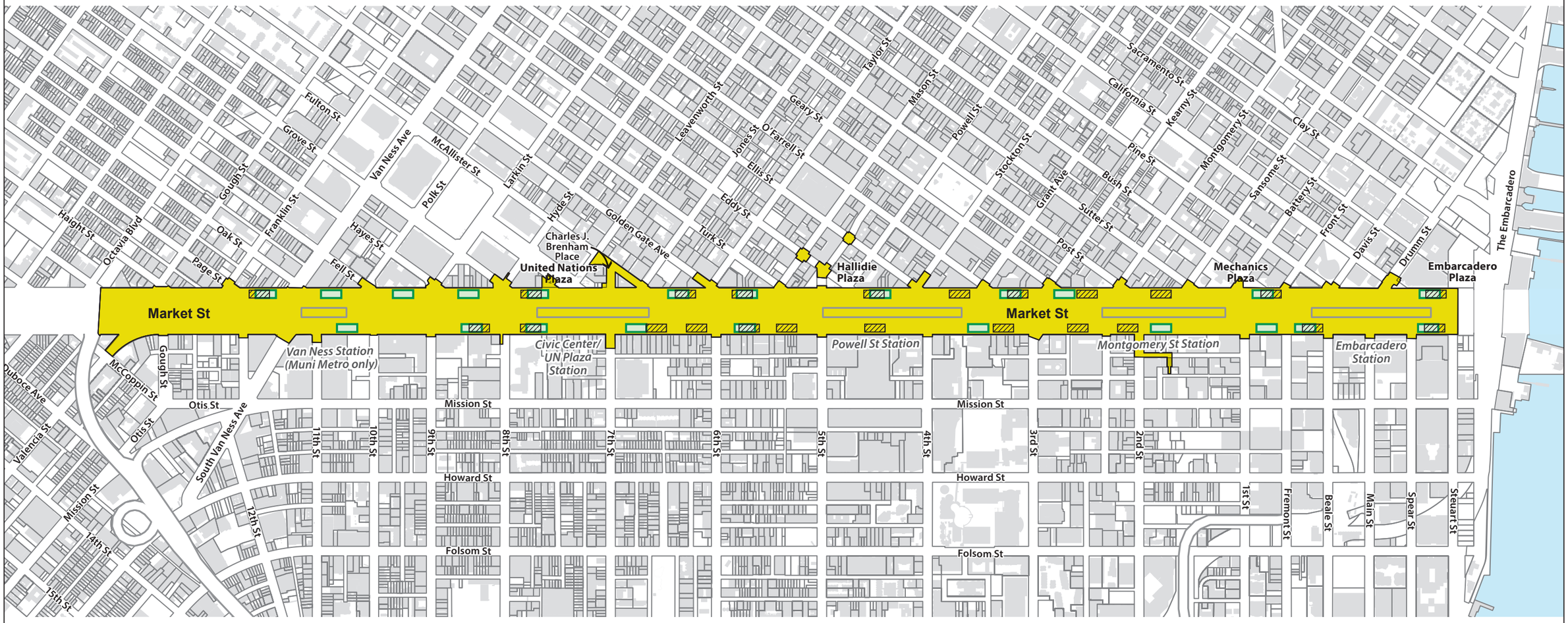
VEHICULAR PARKING

The proposed project would remove all parking from Market Street, which consists of about six metered parking spaces east of Spear Street. Additional loading zones on cross streets and in rear alleys, or on other streets, would result in part-time (i.e., time-of-day restricted) or all-day removal of parking spaces. The proposed project would convert 227 existing on-street parking spaces on cross and side streets north and south of Market Street between Steuart and Valencia streets to commercial loading spaces.

UTILITIES

The proposed project would include relocation or rehabilitation of combined sewer lines and catch basins, water lines, AWSS lines and fire hydrants (discussed below in the *Auxiliary Water Supply System* section), Muni traction power duct banks and OCS wires,[30] traffic signal and streetlight electrical lines, and fiber optic lines to maintain a state of good repair and match curb movement. Certain elements of the proposed project, such as construction of the widened center transit boarding islands and bulb-outs, could result in physical changes that would require stormwater catch basins, combined sewer lines, and water lines to be relocated or reconstructed.

[30] The proposed project would include the construction of Muni traction power duct banks under Market Street as well as under a portion of Second Street and Stevenson Street to connect to the Downtown traction power substation on Stevenson Street.



Legend

- Project Corridor
- Existing Loading Bay (to be removed under the proposed project)
- Proposed Project Loading Zone
- BART/Muni Metro Station

Notes:

- The locations of the existing and proposed loading zones are approximate.
- Market Street is shown wider than map scale for clarity.
- Not shown are up to 188 new cross-street and alleyway commercial loading spaces proposed as part of the project.

Source: MTA 2018.

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Figure 2-8
Existing Loading Bays and Proposed Project Loading Zones

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Relocated or rehabilitated stormwater catch basins, combined sewer lines, and water lines, would be placed primarily beneath the street but could be placed beneath the sidewalk in some areas. The project would also include upgrades to the Civic Center and Downtown traction power substations (discussed above in the *Infrastructure* section).

Relocation of PG&E gas, electric, and fiber optic lines; AT&T lines; Verizon lines; other communication lines; Clearway Energy steam lines; and conduits and wiring for Path of Gold light standards, as well as modifications to existing sub-sidewalk basements, may also occur to accommodate project improvements. The proposed project would also include construction of new joint trenches for a number of city-owned "dry" utilities, including, but not limited to, Muni traction power, SFPUC power lines, SFMTA signals, and Department of Technology fiber optic lines. In addition, the proposed project would include wiring and meters for electrical hookups within Streetlife Zones. Finally, the proposed project would include the construction of an aboveground restroom for Muni operators on the sidewalk on the east side of Charles J. Brenham Place at the intersection with McAllister Street. This restroom would be approximately 14 feet in length, 6 feet in width, and 8 feet in height.

AUXILIARY WATER SUPPLY SYSTEM

The proposed project would relocate or rehabilitate the underground AWSS lines within the project corridor to maintain a state of good repair or match curb movement. The project would retain the hydrants as streetscape features within the sidewalk area in proximity to their existing locations. However, hydrants would be moved to nearby locations, as required by Public Works contract specifications related to the protection of existing water and AWSS facilities (see Draft Water and AWSS Protection Procedures for Inclusion in Construction Contracts in Appendix 4), to accommodate the proposed pedestrian through zone. One AWSS hydrant located along the northern edge of Market Street between Front and Pine streets may be removed as a result of the project. In addition, the proposed project would retain or replace in kind the utility covers on the AWSS cisterns within the project corridor.

CONSTRUCTION

If the project is approved, the project sponsor would prepare construction-level plans and documents, which would include a detailed approach to project construction. Although these documents are likely to present and evaluate more than one construction scenario, it is anticipated that project construction would follow a phased multi-block approach, as discussed below (see *Construction Approach*). The construction plan would address issues related to circulation (transit, vehicle, pedestrian, and bicyclist), safety, construction staging, parking, and other activities in the area during the construction period and include detailed traffic control and detour plans.

SUMMARY OF MAJOR CONSTRUCTION COMPONENTS

The project sponsor would prepare a construction management plan that addresses issues of circulation (transit, traffic, pedestrians, and bicyclists), safety, construction staging, parking, and other activities in the area during the construction period. The overall goal of the construction management plan would be to maintain accessibility to businesses on Market Street and minimize delays to transit, bicyclists, and pedestrians. During the construction period, vehicular traffic on the segment of Market Street where construction is occurring would be restricted to Muni and paratransit vehicles only. Therefore, all other vehicles currently using Market Street would be detoured to other streets.

The proposed project would include construction of new wastewater, stormwater collection, and conveyance systems, along with minor changes to existing stormwater collection facilities, to accommodate changes to the curbside lanes and sidewalks. Some of the deeper excavations required for minor changes to existing stormwater collection facilities may require dewatering and treatment in compliance with the stormwater pollution prevention plan that would be prepared for the proposed project.

Construction of each multi-block segment would include the following four primary stages (each is discussed in detail below): Center Lanes and Rail Track Replacement Stage, Outside/Curbside Lanes Stage, Sidewalks Stage, and Intersections Stage.

- **Center Lanes and Rail Track Replacement Stage.** This stage would involve closure of center lanes to allow for construction of replacement rail tracks as well as demolition and/or installation/modification of center transit boarding islands. During this stage, the curbside lanes would remain open to public transit. F-Line streetcar service would be maintained as much as possible, requiring partial or full motorization.
- **Outside/Curbside Lanes Stage.** Existing shared curbside lanes would be closed to allow relocation and reconstruction of the curb, along with the accompanying removal, relocation, and/or replacement of trees. Phased temporary closures of sidewalks would be necessary for relocation of fire hydrants, light poles, catch basins, and other utilities. This stage would involve the closure of curbside lanes to allow work on center transit boarding islands (including installation of new islands, removal of others, and modifications to some existing islands). The center lanes would remain open to public transit, including the F-Line streetcar (although it may be motorized), motor coaches, and trolleybuses, while the curbside lane work is completed.
- **Sidewalks Stage.** Construction of the proposed project would require the temporary closure of sidewalks to allow for their reconstruction. During construction on Market Street, pedestrian access would be maintained to all buildings and businesses via temporary walkways. Furthermore, curbside lanes would be available for pedestrian detours, while the center lanes would be available to public transit.

Temporary detours on sidewalks and in United Nations Plaza would be implemented as required to avoid active construction areas. Temporary excavations on sidewalks would be plated.

- **Intersection Stage.** At intersections, construction work would occur across multiple lanes of Market Street to allow for the demolition, relocation, and installation of utilities that cross Market Street. At times, this may require rerouting Market Street transit routes. All pavement work would occur in quadrants instead of during the Center Lanes and Rail Track Replacement Stage, Outside/Curbside Lanes Stage, and Sidewalks Stage to accommodate traffic movement across Market Street and transit movement along Market Street.

Construction stages would most likely occur in different sequences across different segments. Vehicles and bicycles would need to be rerouted from Market Street during some stages of construction. When utility work is under way, multiple stages may need to proceed in direct succession and/or in a parallel sequence. Any such excavations would be plated (as feasible) with recessed plating to minimize damages to vehicles, tripping hazards, and injury to bicyclists. Sub-surface utility work would occur under the street and the sidewalk. Lanes would re-open to vehicular travel when completed.

The typical sub-stages for each segment include the following: demolition, earthwork, infrastructure changes, grading, roadway or sidewalk construction and paving, and painting and coating stages, among others.

Construction for each stage and sub-stage would generally proceed in the following order:

- Mobilization of contractor equipment, facilities, materials, and personnel into construction staging areas
- Installation of construction area signs, circulation of construction announcements
- Establishment of work zone and perimeter buffers and limits
- As-needed, local de-energization of the OCS lines
- Installation of temporary street lighting, OCS lines, and traffic signals, as needed
- Execution of removal work, including bus platform, pavement, streetlight, signal, OCS line, and interfering underground utilities, to prepare the work zone for construction of new infrastructure
- Construction of infrastructure within the work zone, including boarding islands, bus lane pavement, bus and pedestrian crossing bulb-outs, lights, utilities, OCS lines, etc.
- Lane resurfacing
- Installation of transit stop amenities and landscaping, signage, lane striping, and lane coloring
- Demobilization

As noted above, construction stages would be ordered differently within different segments of the project corridor, meaning that different construction activities, such as sidewalk closures and curb relocations, would not necessarily be sequenced in the same way within different multi-block segments.

The following section further details the proposed phased approach.

CONSTRUCTION APPROACH

The project would be constructed using a phased approach. This approach could significantly reduce construction time by allowing multiple active work zones, should funding be available to construct multiple zones concurrently. To manage impacts on corridor functions, work zones would be separated. Separation between work zones would generally be up to three blocks long.[31]

Construction of the proposed project is expected to commence in 2020, occurring at up to seven location-specific segments of multiple blocks along Market Street over at least a 6-year period, including inactive periods.[32,33] Construction would be divided into stages, which would be confirmed during final project design. Segmented implementation would allow the proposed project to proceed quicker, based on funding availability.

Constructing the project in segments under this approach would not increase the intensity of active construction but would break it into smaller packages that could be implemented over a longer period of time. For example, an active construction period would be followed by an inactive period, then, later, by another active period. The total number of days for active periods of construction would be the same as, or less than, the total number of days assumed for continuous construction.

Because construction would depend on the availability of funding and other factors, including methods for construction scheduling, restrictions on construction operations, and the extent of utility replacement/relocation, a detailed plan for segmentation of project construction would need to be developed closer to the time of construction (during final project design). Project construction could proceed in both directions along up to two segments simultaneously. That work would occur primarily during normal daytime hours. Active construction is expected to last up to one year per segment.

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[31] Blocks are defined as Market Street intersections with streets that run through the SoMa neighborhood. Typical blocks along Market Street span approximately 900 feet.

[32] At this time, the anticipated duration may not fully encompass the impact of major utility work because interagency coordination with the various utilities has not been completed.

[33] The overall duration of construction and selection of the phased approach for the proposed project are based on funding availability. If funding is not available, the overall duration of construction may be as long as 14 years. This assessment of construction activities under the phased approach presents a "worst-case," yet potentially realistic, evaluation of potential construction-period effects.

CONSTRUCTION PROTOCOLS

The general approach to construction of the proposed project would include maintenance for transit operations and day-to-day activities along Market Street, along with adequate timeframes for the construction contractor to complete the work. The size and character of the construction zone would be shaped by construction operations and applicable safety regulations, such as the *California Manual on Uniform Traffic Control Devices* and the City's *Regulations for Working in San Francisco Streets,* eighth edition (also known as the "Blue Book"). Construction protocols outlined in the Blue Book include the following key topics:

- General job site safety and housekeeping by contractors
- Safe path of travel
- Parking and commercial/passenger loading restrictions (permitted/non-permitted)
- Dust controls
- Construction staging and storage of materials and equipment
- Night noise permits, noise levels (day and night)
- General traffic and transit flow
- Holiday moratoria
- Instructions for "special streets," such as Market Street

Market Street construction zones would vary in size but would always be separated from traffic and pedestrians by a buffer that would include a temporary barrier. All openings in the street and sidewalk would be closed by backfilling and paving or by plating over to provide a safe and adequate passageway for bicyclists, motorists, transit, and pedestrians. Adjacent to the construction zone, traffic speeds would be reduced, similar to other constrained portions of Market Street. Loading spaces would be relocated away from active construction zones. Depending on local conditions, there may also be opportunities to allow loading when the construction zone is inactive. Traffic, transit, pedestrian, and bicycle flow around the construction zone would be guided by the *California Manual on Uniform Traffic Control Devices* and the Blue Book, as dictated by the general contractor, with concurrence and approval by the City traffic engineer. The project may require waivers related to Blue Book requirements to maintain all lanes during daylight hours[34] as well as Blue Book requirements regarding limits on construction hours. Anticipated transportation conditions during construction are described in detail below.

[34] The requirements are specified in Table 1 on page 46 of the Blue Book.

Construction would be restricted to specified work hours, with some possible exceptions. Normal work hours on Market Street are 7 a.m. to 5 p.m. However, in consultation with stakeholders, the City may agree to waivers, thereby extending work hours to expedite the construction schedule in areas where land uses are primarily commercial. Nighttime or weekend construction, which is sometimes necessary to avoid peak-hour travel times during the work week, would not occur every night or weekend; however, the analysis in this EIR assumes that both nighttime and weekend construction would occur to present a conservative (or worst-case), yet potentially realistic, evaluation of potential construction-period effects. Such nighttime and/or weekend work could occur several times during construction of each segment, in particular during the intersection stage of construction to minimize impacts on transit riders. Nighttime work would require a special permit from the Director of Public Works, per section 2908 of the San Francisco Noise Ordinance. An example of construction activity that would require both nighttime and weekend work is the construction of tracks at intersections; tracks would be constructed at each intersection within a compressed timeframe to minimize potential impacts on transit riders.

In addition to day-to-day hourly restrictions, there would be seasonal restrictions, such as the holiday moratorium (Thanksgiving to January 1), which prohibits all construction work in the public right-of-way. Market Street between Fremont and Eighth streets falls under the holiday moratorium as well as any city block where at least 50 percent of the frontage is devoted to business. Notably, contractors may apply for a waiver to the holiday moratorium from the Director of Public Works. If a waiver to the moratorium is granted, any type of construction activity would be allowed, day or night.

The project sponsor requires all construction contracts to include Public Works' standard construction measures (SCMs) in bid packages for the purposes of protecting human health and safety as well as environmental resources. The SCMs that apply to the proposed project are related to the following: geotechnical considerations, air quality, water quality, traffic, noise, hazardous materials, bird protection, tree conservation, environmentally sensitive areas, construction staging, and archaeological and paleontological discoveries. Appendix 4 contains a copy of the SCMs and other measures. In addition to these SCMs, the proposed project would also be subject to other pertinent City regulations governing construction in the public right-of-way. One such regulation is Public Works Code section 2.4.20, which requires contractors to prepare a parking plan when conducting major excavation activities (i.e., excavation expected to last more than 30 days, which is assumed for the proposed project). The plan would be subject to the review and approval by Public Works.

CONSTRUCTION STAGING AREAS

The mobilization of personnel and materials would require areas for field offices and trailers, parking, and material delivery, storage, and handling. These areas would need to be in proximity to active construction areas, ideally no more than 200 feet away. All construction and staging would occur within the operational public right-of-way. It is anticipated that the

construction staging areas would be located on Market Street or adjacent side streets, within 200 feet of active construction areas, and would move in tandem with the shifting work zone. The discussions below describe the elements of the construction staging areas.

STOCKPILING AND MATERIAL HANDLING

The temporary stockpiling of material is anticipated, most likely occurring in construction staging areas along Market Street or on adjacent side streets. Stockpiled materials could include excavated soil, demolished concrete, reinforcing steel, imported soil, pipe, appurtenances, streetcar tracks, OCS lines, overhead poles, and other building materials that are customary with street and utility construction. Per Building Code section 106.3.2.6.3, all stockpiles must be covered and/or otherwise enclosed. Material delivery and removal as well as onsite handling would, in some cases, involve platoons of vehicles.

TEMPORARY LIGHTS, CATENARY LINES, AND TRAFFIC SIGNALS

New infrastructure for the proposed project would require all existing Path of Gold light standards, which support the OCS, along the project corridor as well as traffic signals to be removed and then reinstalled or replaced at other locations. As a result, during construction, temporary lighting, OCS lines, and signals would be needed. Temporary poles would most likely have above-grade foundations, such as large reinforced-concrete cylinders. Temporary poles for the OCS would be timber direct-burial poles or placed within the new foundations. The poles would be within construction staging areas or other locations within the right-of-way, depending on the available space.

CONSTRUCTION EQUIPMENT

It is anticipated that conventional equipment that can be transported on street-legal rubber-tired vehicles would be used to construct the various components of the proposed project. Moreover, most of the equipment itself would be rubber tired, such as concrete mixers, pumpers, and dump trucks. The exceptions would be track-mounted vehicles, including, but not limited to, excavators, asphalt cold planers, asphalt pavers, dozers, and earth-compacting rollers.

DEMOLITION EQUIPMENT

Demolition of center transit boarding islands, curbs, and sidewalks would be achieved by use of conventional construction equipment with specialized attachments, including, but not limited to, hammers, excavators, hoe rams, loaders, hydraulic breakers, demolition shears, pulverizers, grapples, and brooms. Smaller-scale pavement demolition would use similar specialized attachments on smaller-scale equipment.

EXCAVATION

The total anticipated area of disturbance would be approximately 30 acres. The typical depth of soil disturbance within the project corridor would vary by location and planned activity. Excavations to approximately 3 to 15 feet would be necessary for underground utility rehabilitation/replacement, including work associated with the Path of Gold light standards. For one location, at 691 Market Street, the depth of soil disturbance could be 35 feet because of an existing two-story sub-sidewalk basement. Although some sub-sidewalk basements would need to be modified to accommodate the improvements, these basements are within the City's right-of-way. No roadway cut and fill is anticipated to be required. Equipment that could be used as part of excavation includes, but is not limited to, excavators, loaders, backhoes, and rock drills.

TRANSPORTATION CONDITIONS DURING CONSTRUCTION

This section describes anticipated transportation conditions related to construction of the proposed project. Prior to construction, the construction contractor(s) would need to meet with the project sponsor, SFMTA (including Muni), and the City Fire Department to develop a coordinated construction-period transportation management plan. Below is a description of the likely transportation conditions in the study area during construction:

- **Vehicular traffic** on the Market Street corridor would be restricted to Muni and paratransit vehicles only; however, traffic may be interrupted periodically (emergency vehicles would be allowed to use transit-only travel lanes [see below]). In general, and as feasible, at least one transit travel lane would be maintained in each direction on Market Street, with a minimum temporary width of 11 feet.
- **Transit access** would be preserved, but some stops may be temporarily relocated and the number of stops temporarily reduced. Detours along some bus routes may be required for the duration of the construction period, as described in the coordinated construction management plan or the focused construction transit plan that would be developed prior to final design and construction. To facilitate detours, temporary OCS and off-wire capabilities would be used, which allows flexibility with respect to routing service on and off Market Street, even during periods when one transit travel lane is maintained in each direction. This would allow the City to continue using electrically powered trolleybuses and light-rail vehicles during construction as much as possible.
- **Pedestrian access** throughout the corridor would be preserved, including access to transit stops and fronting land uses along or near the project corridor. However, periodic sidewalk, plaza, or crosswalk closures may occur during sidewalk reconstruction and utility work. Sidewalk improvements and the retention or replacement of existing streetscape features and paving materials at United Nations Plaza would be completed over multiple stages of construction to maintain access. During each stage, pedestrian access to portions of the sidewalks and United Nations

Plaza would be limited or narrowed but not completely restricted. Some intersection crosswalks may need to be closed, with pedestrians detoured to the nearest intersection possible. For all pedestrian facilities, the alternate path of travel would meet the minimum width required to maintain ADA compliance and ensure that pedestrian overcrowding would not occur at busier locations along the corridor.

- **Bicycle access** may be temporarily detoured at some locations or along the entire corridor to streets such as Mission Street, Howard Street, and/or Folsom Street. Bicycle facility changes would be completed in multiple stages to maintain access where possible.
- **Commercial loading** activities may take place on adjacent side streets and/or during restricted hours along Market Street (e.g., staggered hours for loading and construction). Loading within an active construction zone would not be permitted at any time. Loading areas within active construction zones would be relocated as close to the construction zone as is practical. Temporary loading zones (within a mixed-flow lane adjacent to an inactive construction zone) may be possible in some circumstances.
- **Emergency vehicle access** would be maintained on the Market Street corridor during construction by maintaining two transit travel lanes, which could be used by emergency vehicles, within the active construction segment.
- **Parking** along adjacent side streets would be subject to restrictions, beyond existing restrictions, to accommodate construction staging. When feasible, temporary alternative access may be provided at a location outside the construction zone or within an acceptable location within the construction zone.

In addition to the construction-related effects on transit service along Market Street, bus routes that run perpendicular to Market Street may be subject to temporary changes. In general, bus access along Market Street and cross streets would be maintained during construction. However, some bus stops or routes could be changed during the course of construction. A phased construction approach would make it possible to locate bus stops outside the construction zone, with increased stop spacing. Bus routes that cross the corridor could be relocated in some cases because of corner work resulting from sidewalk construction. Potentially affected bus routes include Muni 1AX California A Express, 1BX California B Express, 3 Jackson, 8 Bayshore, 8AX Bayshore A Express, 8BX Bayshore B Express, 10 Townsend, 12 Folsom-Pacific, 19 Polk, 27 Bryant, 30 Stockton, 30X Marina Express, 31AX Balboa A Express, 31BX Balboa B Express, 38AX Geary A Express, 38BX Geary B Express, 41 Union, 45 Union-Stockton, 47 Van Ness, 49 Van Ness-Mission, 81X Caltrain Express, 82X Levi Plaza Express, 83X Mid-Market Express, 90 San Bruno Owl, and the 91 3rd Street-19th Avenue Owl, Golden Gate Transit routes, the PresidiGo Downtown route, and privately operated shuttles.

G. WESTERN VARIANT

In addition to the proposed project described above, the project sponsor is considering one project variant: the Western Variant. As described in further detail below, the variant would be located within a portion of the same corridor as the proposed project but would vary in terms of proposed improvements/regulations. The variant would require the same approvals as the proposed project. This environmental document fully and separately evaluates the proposed project and the variant.

As shown in Figure 2-9, p. 2-79, the Western Variant would include the approximately 0.6-mile portion of Market Street between Octavia Boulevard and a point approximately 300 feet east of the Hayes and Market Street intersection. The Western Variant seeks improvements beyond those of the proposed project related to pedestrian and bicyclist safety, comfort, and mobility through additional reductions to conflicts between different modes of transportation.

ROADWAY CONFIGURATION

The Western Variant would reduce the number of westbound (outbound) travel lanes on Market Street from two to one between Hayes and 12th streets. The Western Variant would also reduce from two to one the number of eastbound (inbound) travel lanes between 12th and 11th streets.

PRIVATE VEHICLE ACCESS

The Western Variant would restrict access to Market Street for all westbound (outbound) private vehicles between Hayes Street and 12th Street. All commercial vehicles heading westbound on Market Street would be required to turn right at the Hayes/Larkin Street intersection. Compared to the proposed project, the Western Variant would restrict access for a longer portion of Market Street. Figure 2-10, p. 2-81, shows the proposed changes to vehicle circulation in the vicinity of the project corridor under the Western Variant. The proposed project would restrict private vehicle access to Market Street between Steuart Street and Van Ness Avenue westbound (outbound) and between 10th and Beale streets eastbound (inbound). The proposed project's private vehicle restrictions would also apply to the Western Variant. The Western Variant would allow Muni vehicles, paratransit vehicles, emergency vehicles, taxis, and bicycles to continue westbound (outbound) on Market Street at Hayes Street. In contrast, the proposed project would allow taxis on the entire length of Market Street within the project corridor, except for eastbound (inbound) between Beale and Main streets. Between Hayes and Franklin streets, no turns would be allowed in the westbound (outbound) direction of Market Street at any intersection, which, in practice, would apply only to paratransit vehicles and taxis.

Continued on panel above

Continued on panel below

Note: The Western Variant would include the approximately 0.6-mile portion of Market Street between Octavia Boulevard and a point approximately 300 feet east of the Hayes and Market Street intersection. The project's proposed transportation and streetscape improvements outside of the Western Variant also apply to the Western Variant.

Source: San Francisco Environmental Planning 2018; MTA 2018.

0 50 100 150
Feet

LEGEND

- Western Variant
- Existing Curb Line
- Muni Metro Portals
- Proposed Western Variant Transit Island/Stop
- Proposed Western Variant Transit-Only Lane
- Proposed Western Variant /Relocated Muni Streetcar Rail Track
- Proposed Western Variant Street-Level Bikeway
- Proposed Western Variant Sidewalk-Level Bikeway
- Proposed Western Variant Concrete Protection Treatment
- Proposed Western Variant Sidewalk/Pedestrian Buffer

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Figure 2-9
Western Variant Transportation and Streetscape Improvements

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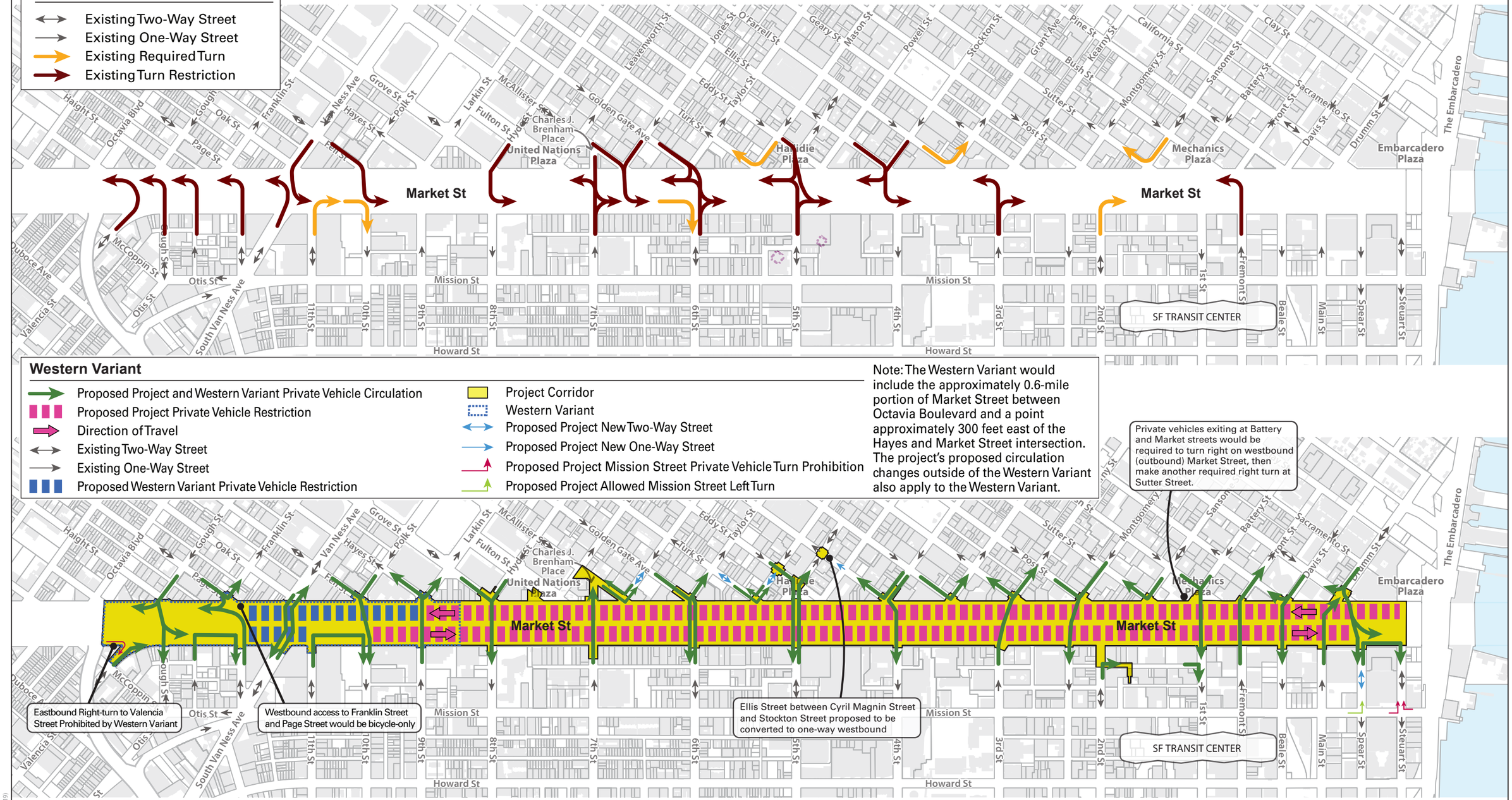
Existing Conditions (as of 2018)

- Existing Two-Way Street
- Existing One-Way Street
- Existing Required Turn
- Existing Turn Restriction

Western Variant

- Proposed Project and Western Variant Private Vehicle Circulation
- Proposed Project Private Vehicle Restriction
- Direction of Travel
- Existing Two-Way Street
- Existing One-Way Street
- Proposed Western Variant Private Vehicle Restriction
- Project Corridor
- Western Variant
- Proposed Project New Two-Way Street
- Proposed Project New One-Way Street
- Proposed Project Mission Street Private Vehicle Turn Prohibition
- Proposed Project Allowed Mission Street Left Turn

Note: The Western Variant would include the approximately 0.6-mile portion of Market Street between Octavia Boulevard and a point approximately 300 feet east of the Hayes and Market Street intersection. The project's proposed circulation changes outside of the Western Variant also apply to the Western Variant.



Note: Proposed Western Variant and Project Private Vehicle Restrictions would prohibit all turns onto Market Street.

Note: Market Street is shown wider than map scale for clarity.

Source: MTA 2019.

0 500 1,000 1,500 2,000 Feet

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Figure 2-10
Existing and Proposed Western Variant Vehicle Circulation

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Unlike the proposed project, the Western Variant's turn restriction would prohibit two existing turns along this portion of Market Street, the right turn from westbound (outbound) Market Street to northbound Van Ness Avenue and from westbound (outbound) Market Street to northbound Franklin Street. Transit and emergency vehicles would be allowed to turn from northbound Van Ness Avenue to westbound (outbound) Market Street.

In the eastbound (inbound) direction, west of Franklin and Page streets, the Western Variant would be the same as the proposed project, except for a new turn restriction from eastbound (inbound) Market Street to southbound Valencia Street, which would be applicable to all vehicles. The Western Variant would include new signage to indicate that eastbound (inbound) private vehicles must turn right from Market Street at Gough Street to access freeways and other destinations. All other eastbound (inbound) vehicles on Market Street past Gough Street, besides transit, bicycles, emergency vehicles, paratransit vehicles, and taxis, would be required to turn right onto 12th Street, which is intended to serve as a final option, primarily for local traffic.

Left-turn eastbound (inbound) access to Franklin Street from Market Street would not be affected under the Western Variant. Transit and emergency vehicles would be allowed to turn right from eastbound (inbound) to southbound Van Ness Avenue. Between 12th and 11th streets, no turns by non-transit and non-emergency vehicles traveling eastbound (inbound) on Market Street would be allowed under the Western Variant, which, in practice, would apply only to paratransit vehicles and taxis. This turn restriction would prohibit two existing turns along this portion of Market Street, the right turn from eastbound (inbound) Market Street to southbound Van Ness Avenue and from eastbound (inbound) Market Street to southbound 11th Street. Transit vehicles would continue to make the right turns for non-revenue purposes.[35]

As with the proposed project, the Western Variant would prohibit turns onto Market Street from northbound Van Ness Avenue. Unlike the proposed project, the Western Variant would also prohibit right turns westbound (outbound) onto Market Street from southbound Van Ness Avenue.

The Western Variant would not include a new signal on Market Street at 11th Street but would include a turn cut-out in the sidewalk between 11th Street and Van Ness Avenue to allow bicyclists to complete a two-stage left turn, complete with a bicycle signal and bikeway guidance to facilitate bicycle turns from westbound (outbound) Market Street to southbound 11th Street. The general components for design would be similar to those for the bicycle turn for westbound (outbound) Market Street at Valencia Street, although no vehicle turns would

[35] Non-revenue moves might mean when Muni vehicles are pulling into or out of vehicle depots or unplanned events such as marches or protests.

be allowed. In addition, the Western Variant would reconfigure the Franklin/Market/12th Street intersection to incorporate the bicycle-only connection between Page and Market streets. This latter aspect would require changes to signal equipment, phasing, and/or timing. The Franklin/Market/12th Street reconfiguration would remove access for vehicles turning from westbound (outbound) Market Street to Franklin or Page Street. In addition, 12th Street would change so that northbound vehicles would be forced to turn left onto westbound (outbound) Market Street only.

SURFACE TRANSIT

Like the proposed project, the Western Variant would include multiple changes to surface transit on Market Street. Descriptions of Muni-only lanes, stop spacing and service, stop locations, stop characteristics, and infrastructure are provided below, including similarities and differences between the proposed project and the Western Variant.

MUNI-ONLY LANES

Like the proposed project, the Western Variant would generally convert the existing center lanes on Market Street from *transit*-only lanes to *Muni*-only lanes. Muni-only lanes permit transit and emergency vehicles at any time; taxis, paratransit vehicles, bicycles, and all other vehicles would be excluded at all times with one exception. Unlike the proposed project, the Western Variant would allow only Muni vehicles, taxis, paratransit, and emergency vehicles to continue westbound (outbound) on Market Street at Hayes Street. In addition, unlike the proposed project, the Western Variant would allow only transit vehicles, paratransit vehicles, emergency vehicles, and taxis to continue eastbound (inbound) on Market Street at 12th Street.

MUNI TRANSIT STOP SPACING AND SERVICE

Like the proposed project, the Western Variant would modify Muni transit stop spacing and provide new stop locations for both rapid and local service. The Western Variant would change stop spacing by shifting the outbound stop at Van Ness Avenue for the F, 6, and 7 lines from the near side of the intersection to the far side.

MUNI TRANSIT STOP LOCATION AND CHARACTERISTICS

Except for the outbound stop relocation, the Western Variant's stop locations would be identical to those of the proposed project. The Western Variant would increase the length and width of several center transit boarding islands to meet ADA standards and remove/relocate others, as would the proposed project. Both the Western Variant and the proposed project would construct wheelchair ramps on center transit boarding islands to serve the F-Line.

The Western Variant would move the outbound transit stop at Van Ness Avenue across the intersection. The transit stop would be integrated into widened sidewalks (discussed below in the *Pedestrian Facilities* section), changing them from center transit boarding islands to curbside transit stops, which would be separated from the pedestrian zones by the new sidewalk-level bikeways.

INFRASTRUCTURE

The Western Variant's transit infrastructure improvements would be the same as those of the proposed project: full replacement of existing Muni streetcar rail tracks on Market Street, minor adjustments to the locations of existing streetcar tracks at limited locations, and replacement of the traction power system and OCS (i.e., overhead wires) to maintain a state of good repair.

PEDESTRIAN FACILITIES

The Western Variant would carry forward the same pedestrian facilities as the proposed project, except within the Western Variant (Octavia Boulevard to a point approximately 300 feet east of the Hayes Street/Market Street intersection) where additional pedestrian enhancements (described below) would be constructed.

The Western Variant would widen sidewalks on both sides of Market Street between 12th and Polk streets, increasing space around the Muni portals at Van Ness Avenue beyond what would be provided under the proposed project. As shown in Figure 2-9, p. 2-79, the widened sidewalk areas would be between approximately 37 and 48 feet wide in most locations. The pedestrian through zone would be up to 25 feet wide, exclusive of the Van Ness Muni Metro portals, which would remain in the same location as today. The Western Variant would retain the existing crosswalk on the eastern portion of 12th Street at Market Street, unlike the proposed project. The Western Variant would add raised crosswalks at Rose, Brady, and 12th streets. The Western Variant would also include an opportunity for special gateway features at the corners of the intersection of Van Ness Avenue and Market Street.

BICYCLE FACILITIES

Both the proposed project and the Western Variant would include separated class IV bikeways between the pedestrian through zone and curb. The proposed project would place the bikeway at sidewalk level for most of the project corridor, except in select locations at the western end of the corridor between Valencia and 10th streets where the bikeway would be at street level because of the limited space (see Figure 2-3, p. 2-23). In contrast, the Western Variant would have a sidewalk-level bikeway between 11th and 12th streets.

STREETSCAPES

The Western Variant would implement the same streetscape components as the proposed project: through zones for pedestrians on sidewalks, complete replacement of bricks with new pavers or other materials, and features such as seating areas, pedestrian wayfinding signs, public toilets, public service and advertising kiosks, newsstands, pedestrian-scale lighting, benches, planted areas, and other elements.

COMMERCIAL AND PASSENGER LOADING

Of the 22 loading zones that the proposed project would create, the Western Variant would restrict three proposed loading zones (all between Hayes and 12th streets on the north side of Market Street) to just paratransit vehicles and taxis.

VEHICULAR PARKING

There is no existing on-street parking within the Western Variant (Octavia Boulevard to 300 feet east of Hayes Street), and neither the proposed project nor the Western Variant would introduce any on-street parking in this area. The Western Variant assumes removal of the same six on-street parking spaces near Spear Street as the proposed project would remove.

UTILITIES

The Western Variant would require the same relocation and rehabilitation of utility infrastructure (e.g., wastewater, water, and AWSS lines; Muni traction power duct banks; traffic signal and streetlight electrical lines; SFPUC power lines; fiber optic conduits) between Octavia Boulevard and 300 feet east of Hayes Street as the proposed project.

CONSTRUCTION

The Western Variant would have the same construction approach and components as the proposed project, with similar durations.

H. RELATIONSHIP TO OTHER PROJECTS

The proposed project would implement a coordinated set of transportation and streetscape improvements to achieve the project objectives (included in Section B, *Project Objectives*). A subset of these objectives is shared with other approved and/or planned projects, some of which would be constructed and in place prior to implementation of the proposed project. These include major capital initiatives, such as construction of the Central Subway Project; state-of-good-repair improvements; operational improvements, such as improved speed, reliability, and accessibility for Muni bus routes and streetcar lines; enforcement of transit-only lanes; ongoing

safety improvements; ongoing traffic signal priority network enhancements for transit; and land use planning. These would support the objectives of the proposed project, but they are not necessary to fully realize its capabilities.

Major capital initiatives intersecting the project corridor include the Central Subway Project, Van Ness Avenue Bus Rapid Transit (BRT) Project, Geary Corridor BRT Project, Second Street Improvement Project, Fifth Street Improvement Project, Sixth Street Pedestrian Safety Project, 27 Bryant Transit Reliability Project, and the Polk Street Streetscape Project.

The Central Subway Project, approved in 2008, will extend the Muni Metro T Line from the Fourth and King streets Caltrain station to Chinatown and provide stations in the SoMa area, Union Square, and Chinatown. The new T Third alignment will be located on Fourth Street, crossing under Market Street. Construction began in 2011 and is expected to continue through 2019. The Central Subway Project's estimated opening year is 2019.

The Van Ness Avenue BRT Project will introduce transit improvements at the Market Street and Van Ness Avenue intersection, including new high-quality bus stations and shelters. Construction of the Van Ness Avenue BRT Project began in 2016 and is anticipated to end in 2020.

The Geary Corridor BRT Project will provide transit and pedestrian infrastructure improvements along a corridor from Market Street to 34th Avenue, including improvements similar to those proposed under the Van Ness Avenue BRT Project. Phase I of the Geary Corridor BRT Project began in summer 2018, extending transit and pedestrian improvements from Market Street west to Stanyan Street. Construction of Phase I improvements is expected to be complete by 2021. A second phase, known as the Geary Boulevard Improvement Project, will continue transit and pedestrian improvements from Stanyan Street west to 34th Avenue. This work is expected to commence in in the winter of 2021 and 2022 and end in the spring of 2023.

The 27 Bryant Transit Reliability Project, in the early planning stages as of winter 2018/2019, seeks to improve the reliability and safety of this Muni bus route, which provides an important north–south connection, linking the Nob Hill, Tenderloin, SoMa, and Mission neighborhoods.

The projects on Second, Fifth, Sixth, and Polk streets are intended to enhance the pedestrian experience, improve bicycle and transit mobility, and support commercial activity. The Second Street Improvement Project extends from Market Street to King Street, the Fifth Street Improvement Project extends from Townsend to Market Streets, the Sixth Street Pedestrian Safety Project extends from Market Street to Harrison Street, and the Polk Street Streetscape Project extends from McAllister Street to Beach Street**.** Streetscape improvements on Polk Street began in 2016 and are anticipated to end in 2019. These streetscape improvements support the City's Vision Zero program (described below), which seeks to eliminate all traffic deaths in the city by 2024. Circulation changes on Eddy and Ellis streets include new two-way street conversions and turning-movement restrictions. The proposed project would incorporate the designs from these major capital initiatives to ensure consistency.

State-of-good-repair investments within the project corridor include emergency repairs to aging traffic signals on Market Street and a transit signal priority program, an ongoing effort to reduce transit travel time and improve transit reliability. Other ongoing improvements include replacing aging communication infrastructure and enhancing transit operations and maintenance, which are part of several Muni-related programs designed to keep vehicles in a state of good repair. These operational improvement investments began in 2015 and are ongoing. The design of the proposed project would either incorporate or integrate planned improvements.

SFMTA has a number of planned and funded operational and infrastructure improvements, including the Muni Forward program (formerly known as the Transit Effectiveness Project). Muni Forward is a citywide effort to improve the speed, reliability, and accessibility of numerous Muni routes and lines through capital investments and service changes. Muni Forward will create new routes, change the alignment of existing routes, eliminate underused routes or route segments, change headways and/or service hours, and change the mix of local/rapid/express service on several bus routes. On the capital side, Muni Forward will improve transfer and terminal locations, expand the use of overhead wires, implement roadway designs to prioritize transit, and install new accessible boarding islands to improve system accessibility. Muni Forward will also upgrade transit shelters, streetlights, and transit passenger information and communication systems (i.e., real-time arrival displays at major bus stops). The Better Market Street Project would implement several program elements similar to those of Muni Forward. The Better Market Street Project would integrate the Muni Forward improvements.

Several safety projects are also under way within the project corridor. The City's Vision Zero policy seeks to eliminate all traffic deaths in the city by 2024. Approximately 40 projects, inclusive of those noted above and the Safer Market Street Project (completed in 2015), have been identified to represent the type of work that will be completed to support Vision Zero on prioritized high-injury corridors throughout the city. The Safer Market Street Project included improvements between Third and Eighth streets to increase pedestrian and bicyclist safety on Market Street. These included selective turn restrictions to and from Market Street, new transit-only lanes, and new painted safety zones. Other Vision Zero projects are expected to create an expanded network of safety and streetscape improvements that connect with the project corridor. In addition, the Valencia Bikeway Improvement Project is anticipated to install (as a pilot project) protected bicycle lanes on Valencia Street between Market Street and 15th Street by the end of winter 2019.

The City's $248 million Road Repaving and Street Safety Bond program from 2011 also involves improvements to City infrastructure, such as street repaving, pedestrian and bicycle safety improvements, traffic flow improvements, and ADA upgrades. Streets that intersect the project corridor are part of the bond program.

Land Use Plans: Adopted and proposed land use plans in the vicinity of the project corridor are the Transit Center District Plan; Civic Center Public Realm Plan; Eastern Neighborhoods Area Plan; Market and Octavia Area Plan; the Hub Plan, 30 Van Ness Avenue Project, 98 Franklin Street Project, and Hub Housing Sustainability District; Western SoMa Community Plan; and the Central SoMa Plan. Approval dates for approved plans are noted in parentheses.

- **Transit Center District Plan**: The Transit Center District Plan (2012) is a land use and urban design plan for the new Transbay Transit Center on Mission Street and surrounding land south of Market Street to Folsom Street, between Steuart Street and Third Street.
- **Civic Center Public Realm Plan**: The proposed Civic Center Public Realm Plan, which is roughly bounded by Franklin Street, Golden Gate Avenue, and Market Street, is an interdepartmental project that will create a comprehensive long-term vision for improvements to the streets and public spaces in the San Francisco Civic Center.
- **Eastern Neighborhoods Area Plan**: The Eastern Neighborhoods Area Plan (2008) encompasses the East SoMa, Mission, Central Waterfront, and Showplace Square/Potrero Hill neighborhoods. The area plan seeks to transition existing industrial areas in these four neighborhoods to mixed-use zones that encourage new housing while maintaining key nodes for production, distribution, and repair districts. The East SoMa neighborhood is just south of the project corridor near Mission Street.
- **Market and Octavia Area Plan:** The Market and Octavia Area Plan (2008) considers the general area within a short walking distance of Market Street, between Van Ness Avenue and Church Street and intersecting the western portion of the project corridor. The Market and Octavia Area Plan focuses on infill development to enhance the established land use pattern and character. It concentrates new uses where access to transit and services best enables people to be less reliant on automobiles.
- **The Hub Plan, 30 Van Ness Avenue Project, 98 Franklin Street Project, and Hub Housing Sustainability District:** The proposed Hub Plan, 30 Van Ness Avenue Project, 98 Franklin Street Project, and Hub Housing Sustainability District are within the Downtown/Civic Center, SoMa, Western Addition, and Mission neighborhoods. The Hub Plan is a comprehensive plan for the eastern portions of the Market and Octavia Area Plan that would include changes to building heights for select parcels to allow more housing and modifications to zoning controls to allow more flexibility for development of nonresidential uses. The Hub Plan also includes elements to enhance the public realm through improvements to streetscapes, parks, and other public open spaces and supports enhancements to transit infrastructure.

- **Western SoMa Community Plan**: The Western SoMa Community Plan (2013) is located between Mission and Townsend streets and Fourth and 13th streets. It includes new planning policies and controls for land use, urban form, building height and design, the street network, and open space to maintain the mixed-use character of the plan area and preserve existing housing while encouraging new residential and resident-serving uses.
- **Central SoMa Plan**: The Central SoMa Plan (2018) provides a community vision that includes changes to zoning, height limits, and streets and open space for the southern portion of the Central Subway rail corridor, between Market and Townsend streets and Second and Sixth streets.

The environmental analyses in each of the aforementioned approved land use plans contain future projections of employment and residential population growth. These projections are taken into account in the cumulative analysis. However, the land use plans would not by themselves result in physical land use changes. Rather, individual land use development projects, presumably consistent with the plans, would result in changes on individual sites within the plan areas, including changes in the use of existing buildings, additions, new construction, and demolition. In addition, some plans present conceptual designs for streetscape enhancements, such as the Hub Plan and Central SoMa Plan. Some individual land use projects in these plan areas are reasonably foreseeable. In addition to these land use projects in the plan areas, there are other individual projects in the vicinity of the proposed project that are reasonably foreseeable. Appendix 5 includes a list of past, present, and reasonably foreseeable projects in the vicinity of the project corridor.[36]

I. PROJECT APPROVALS

Project implementation would require numerous federal, state, and local reviews, permits, and approvals. Table 2-2, on the following page, lists the anticipated project-related permits and approvals that cannot be obtained until after certification of the EIR. Table 2-3, p. 2-92, lists the anticipated recommendations that may take place prior to or after the EIR certification process. Federal approval would also require environmental review pursuant to the National Environmental Policy Act.

[36] Appendix 5 includes updates from the planning department to Table 1 in the initial study prepared for the proposed project (Appendix 2). The updates do not change the conclusions in the initial study.

TABLE 2-2. ANTICIPATED PERMITS AND APPROVALS THAT ARE RELIANT UPON CERTIFICATION OF THE EIR

Agency	Approval or Permit
San Francisco Board of Supervisors	Approval of the proposed project Approval of sidewalk legislation Approval of encroachment permit program to facilitate Streetlife Zone activity
San Francisco Public Works	Recommended approval of proposed project Approval of tree removal and replanting in public right-of-way Approval of construction-period encroachment permits Approval of nighttime construction work, as needed
San Francisco Municipal Transportation Agency	Recommended approval of proposed project Approval of changes to each bus route/streetcar line and stop location Approval of certain parking and traffic measures, in accordance with the San Francisco Transportation Code Special traffic permit for instances where work would not comply with Blue Book regulations or traffic routing specifications in a City contract
San Francisco Planning Commission or Planning Department	Approval of general plan referral (required for any proposed changes to curb-to-curb width of public right-of-way. Review by Citywide Planning Division; ratification by Board of Supervisors)
San Francisco Public Utilities Commission	Approval of stormwater control plan Approval of erosion and sediment control plan Approval of construction site runoff control permit A batch discharge permit (required by SFPUC per the 2009 *Keep It Onsite Guide*) for the release of any construction wastewater, including groundwater, into the City's combined sewer system Permit from the Wastewater Enterprise Collection System Division for discharges to the combined sewer system National Pollutant Discharge Elimination System permit for construction activities, issued by SFPUC; this includes contractor's preparation of a stormwater pollution prevention plan
San Francisco County Transportation Authority Board	Approval of some funding sources
San Francisco Historic Preservation Commission or Planning Department	Approval of certificates of appropriateness regarding work involving planning code–designated districts or landmarks
California Department of Transportation	Temporary encroachment permit for construction activities; permanent encroachment permit for modifications within the Van Ness Avenue and Central Freeway rights-of-way Approval of funding and completion of National Environmental Policy Act documentation, as applicable
San Francisco Bay Area Rapid Transit District	Approval of Permit to Enter for construction of temporary and permanent improvements over subway structures along Market Street.

TABLE 2-3. ANTICIPATED RECOMMENDATIONS THAT MAY PROCEED PRIOR TO OR AFTER CERTIFICATION OF THE EIR

Committee/Commission	Recommendation or Approval
San Francisco Capital Planning Committee	Recommendation to board of supervisors prior to the issuance of any long-term financing for the proposed project
San Francisco Arts Commission	Approval of designs for public structures as well as the design and location of works of art
San Francisco Transportation Advisory Staff Committee	Review of construction management plans and temporary lane and sidewalk closures
Metropolitan Transportation Commission	Approval of air quality conformity determination for National Environmental Policy Act documentation, as applicable
California Public Utilities Commission	Approval of track changes and rail intersection crossings

3. PLANS AND POLICIES

In accordance with California Environmental Quality Act (CEQA) Guidelines section 15125(d), this chapter describes any inconsistencies between the Better Market Street Project (proposed project or project), the project variant, and applicable plans and policies. This analysis evaluates the objectives and policies of the San Francisco General Plan, as well as other applicable local and regional plans, to determine if there would be any inconsistencies from implementing the proposed project or the project variant. This chapter also discusses compliance with the San Francisco Planning Code, which implements the general plan. The San Francisco Planning Commission, San Francisco Public Works (Public Works or the project sponsor), and other decision makers will review the proposed project for consistency with the objectives, policies, and principles of the general plan. The specific policy inconsistencies identified in this environmental impact report (EIR) will be referenced in the staff reports prepared in conjunction with the project's approval documentation.

Inconsistency with a policy, plan, or regulation does not necessarily result in a significant impact pursuant to CEQA. To result in an impact under CEQA, the inconsistency must be related to a direct or indirect physical impact on the environment and result in a significant, adverse impact (as determined by application of the significance criteria in this draft environmental impact report [Draft EIR] for the affected resource). The potential physical impacts on the environment related to such conflicts are considered in Chapter 4, *Environmental Setting and Impacts*, and the initial study (see Appendix 2).

As described in Chapter 2, *Project Description*, this Draft EIR analyzes the proposed project and one project variant: the Western Variant. This variant would be located within a portion of the same corridor as the proposed project but would vary in terms of proposed improvements/regulations. The Western Variant would include the approximately 0.6-mile portion of Market Street between Octavia Boulevard and a point approximately 300 feet east of the Hayes and Market Street intersection. The Western Variant seeks improvements beyond those of the proposed project related to pedestrian and bicyclist safety, comfort, and mobility through additional reductions to conflicts between different modes of transportation.

The plan and policy consistency analyses below apply to the proposed project and the project variant. The determination of a project's consistency with an applicable local general plan or policy or regional plan is ultimately made independently of the environmental review process by the project decision makers when they decide whether to approve or disapprove a project.

A. SAN FRANCISCO PLANS AND POLICIES

SAN FRANCISCO TRANSPORTATION PLAN

The San Francisco Transportation Plan, adopted by the San Francisco County Transportation Authority, establishes a long-range vision for San Francisco's transportation system with the goals of developing a world-class transportation system infrastructure, enhancing livability, promoting a healthy environment, and retaining economic competitiveness.

Based on input from the public, other agencies, and stakeholders, two scenarios were developed and included in the San Francisco Transportation Plan to support progress towards the transportation goals. The first scenario, referred to as "The Investment Plan" proposes how revenues anticipated through 2040 should be invested, including expected federal, state, and regional funds. The second scenario, referred to as "The San Francisco Investment Vision" includes the proposed investments plan of the first scenario as well as additional improvements, which could be implemented by the San Francisco County Transportation Authority using new locally controlled revenue sources.

The proposed project, including the project variant, is foremost a transportation project that would introduce a comprehensive program of transit, bicycle, pedestrian, and accessibility improvements to enhance the speed and reliability of surface San Francisco Municipal Railway (Muni) service by converting existing transit-only center lanes to Muni-only lanes; constructing widened center transit boarding islands; and providing a sidewalk-level bikeway to minimize conflicts between bicyclists and transit. In addition, the proposed project would construct an F Market & Wharves historic streetcar (F-Line) F-loop along McAllister Street and Charles J. Brenham Place that would facilitate increased service frequency on a new F-Short route, further supporting enhancements to the speed and reliability of surface Muni service. As such, the proposed project would not be obviously inconsistent with the goals of the San Francisco Transportation Plan because the it would upgrade transportation system infrastructure while improving the accessibility and safety of different transportation modes on Market Street.

SAN FRANCISCO GENERAL PLAN

The general plan, as adopted by the planning commission and the board of supervisors, contains a comprehensive long-term land use policy for San Francisco. The general plan serves as a guide to protect, preserve, and enhance the desirable quality and unique character of the city; improve the city as a place for living, commerce, and industry; coordinate the city's land use and circulation patterns for efficient functioning and the convenience and well-being of its residents, workers, and visitors; and coordinate the city's growth and development with adjoining jurisdictions. The general plan contains the following elements: housing, commerce and industry, recreation and open space, community facilities, transportation, community

safety, environmental protection, urban design, and arts. In addition, the general plan includes a Land Use Index that cross references the policies related to land use. The general plan designates planning areas and subareas; the project corridor falls within the boundaries of the Transit Center District Plan, the Downtown Area Plan, the Market and Octavia Area Plan, and the Hub Plan. The most relevant general plan elements to a general consistency analysis for this project are the transportation element, environmental protection element, air quality element, and urban design element. These elements are described below.

City and County of San Francisco (City) decision makers will evaluate the proposed project, including the project variant, for conformance with the objectives and policies of the general plan as part of the decision-making process.

TRANSPORTATION ELEMENT

The transportation element contains objectives and policies concerning the local and regional transportation system, specifically, congestion management, vehicle circulation, transit, bicyclists, pedestrians, citywide parking, and goods movement. Each section consists of objectives and policies regarding a particular segment of the master transportation system as well as related maps that describe key physical aspects. The transportation element specifically calls for the City to give priority to public transit and other alternatives to the private automobile to meet San Francisco's transportation needs, particularly those of commuters. It also states that the City should establish a street hierarchy system in which the function and design of each street are consistent with the character and use of the adjacent land.

Development of the proposed project, including the project variant, would not be obviously inconsistent with these objectives and policies. The proposed project, including the project variant, would provide various transportation and streetscape improvements along Market Street, including roadway configuration changes, with priority given to public transit and other alternatives to the private automobile; upgrades for traffic signals; enhancements to surface transit, including an extension of Muni-only lanes and changes to stop spacing and service, stop locations, stop characteristics, and infrastructure; a new sidewalk-level bikeway; pedestrian facilities; streetscape improvements; and new commercial and passenger loading zones. In addition, the proposed project would construct an F-loop along McAllister Street and Charles J. Brenham Place which would facilitate operation of increased service frequency on a new F-Short route, supporting enhancements to the speed and reliability of surface Muni service and providing robust alternatives to the private automobile. Consistent with the objectives of the transportation element, these improvements would reduce conflicts between travel modes and optimize the reliability, safety, efficiency and comfort of all users of sustainable transportation modes (transit, walking, and cycling) along and across Market Street from Steuart Street to Octavia Boulevard.

The proposed project also includes removal, partial restoration, reconstruction, and realignment of the 236 Path of Gold light standards and associated utility boxes within the project corridor. The existing poles would be replaced with larger poles; the tridents would be salvaged, restored, and reinstalled with new interior lighting systems; and the clamshell bases would be removed, recast in a modified size to accommodate the larger poles, and reinstalled in a linear arrangement to maintain a visible linear edge to the "pedestrian zone." The proposed streetscape improvements would not be obviously inconsistent with the intent of policy 24.1 of the transportation element because the poles are replicas that were relocated in the past, and an overall consistent alignment and design are proposed for the Path of Gold light standards and associated utility boxes.[1] Therefore, no obvious inconsistencies with the transportation element have been identified. See Section 4.B, *Transportation and Circulation*, for a detailed discussion of potential impacts on the transportation system. Section 4.A, *Cultural Resources*, includes a detailed discussion of potential impacts on the Path of Gold light standards and associated utility boxes.

ENVIRONMENTAL PROTECTION ELEMENT

The environmental protection element contains objectives and policies related to natural resource conservation and transportation noise; it also includes a comprehensive energy management plan. It states that the City should encourage the development and use of urban mass transportation systems in the downtown area and restrict the use of motor vehicles where such use would impair air quality. It also aims to reduce transportation-related noise.

Development of the proposed project, including the project variant, would not be obviously inconsistent with these objectives and policies. Although the proposed project, including the project variant, would not induce or generate new vehicle trips, it could result in changes in transit service, travel patterns, and vehicle distribution along Market Street and surrounding side streets. As described in Section 4.C, *Noise*, the changes in vehicle distribution could result in increased traffic-related noise on some street segments, while others street segments would experience a reduction in traffic-related noise levels. However, the anticipated noise level increases would not exceed standards set forth in the San Francisco Land Use Compatibility Chart for Community Noise. Therefore, the proposed project, including the project variant, would not be inconsistent with transportation-related noise policies. Although the proposed project would result in temporary construction-related noise increases, the environmental protection element does not include policies related to construction activities. Refer to the *Air Quality Element* section below for a discussion of the compatibility of the proposed project, including the project variant, with respect to air quality.

[1] Policy 24.1 of the transportation element seeks to preserve existing historic features such as streetlights and encourage the incorporation of such historic elements in all future streetscape projects.

AIR QUALITY ELEMENT

The goal of the air quality element is to "give high priority to air quality improvement in San Francisco to protect its population from adverse health and other impacts of air pollutants." The element seeks to achieve this goal through adherence to air quality standards, improvements related to mobile sources, land use planning, public awareness, reductions in dust, and energy conservation.

Construction of the proposed project, including the project variant, would be in compliance with the Clean Construction Ordinance. However, nitrogen oxides (NOx) generated by construction-related activities would exceed the Bay Area Air Quality Management District's criteria pollutant threshold for NOx of 54 pounds per day, which would be inconsistent with the goal of the air quality element (i.e., to protect the population of San Francisco from adverse health and other impacts of air pollutants). Mitigation Measure M-AQ-1 would reduce construction emissions and associated health risks for nearby sensitive receptors to below the level of significance for NOx; it would also reduce emissions of diesel particulate matter. With implementation of Mitigation Measure M-AQ-1, construction of the proposed project would not expose sensitive receptors to substantial air pollutant concentrations or result in an exceedance of state, federal, or regional air quality standards. Therefore, no obvious inconsistencies with the air quality element have been identified related to construction of the proposed project.

Operation of the proposed project, including the project variant, would include transportation and streetscape improvements that would decrease transit travel time, improve pedestrian circulation and safety, create a safer and more inviting bicycle route, and accommodate necessary motor trips, which would not substantially induce automobile travel compared with current conditions. Operation would not expose sensitive receptors to substantial air pollutant concentrations or result in an exceedance of state, federal, or regional air quality standards. Therefore, no obvious inconsistencies with the air quality element have been identified related to operation of the proposed project.

URBAN DESIGN ELEMENT

The urban design element addresses, among other things, historic preservation. It seeks to 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.

The 236 Path of Gold light standards and associated utility boxes within the project corridor would be partially restored (the tridents), reconstructed (base and poles), and realigned. The existing poles would be replaced with larger poles, the tridents would be salvaged, restored, and reinstalled with new interior lighting systems; and the clamshell bases would be removed, recast in a modified size to accommodate the larger poles, and reinstalled. The

standards would be realigned in a linear arrangement to maintain a visible linear edge to the "pedestrian zone." Because the existing standards are replicas that were relocated in the past and an overall more consistent alignment and design are proposed, partial restoration, reconstruction, and realignment of these features as part of the proposed streetscape improvements would not be obviously inconsistent with the intent of policy 2.4 of the urban design element.[2]

In addition to partial restoration, reconstruction, and realignment of all Path of Gold light standards and associated utility boxes, the proposed project would also remove and replace all existing red brick paving on all sidewalks and remove all street trees and replant from a list of seven genera of trees throughout the project corridor. Incompatible alterations to priority 1 character-defining features of the Market Street Cultural Landscape District (i.e., removal and replacement) would undermine the district's ability to convey its historic significance as a designed landscape associated with the Market Street Redevelopment Plan. These changes would be inconsistent with the intent of policy 2.4 of the urban design element. Nevertheless, the proposed project changes are required to achieve compliance with both federal and local standards[3] for slip resistance, surface smoothness, and surface visual uniformity and address tree mortality issues. Section 4.A, *Cultural Resources*, includes a detailed discussion of potential impacts on the Path of Gold light standards and associated utility boxes as well as the design for the Market Street Redevelopment Plan.

TRANSIT CENTER DISTRICT PLAN

The Transit Center District Plan, adopted in 2012, is a land use and urban design plan for the new Transbay Transit Center on Mission Street and the surrounding land south of Market Street to Folsom Street, between Steuart Street and Third Street. The overarching premise of the Transit Center District Plan is that a compact, walkable, and transit-oriented downtown is the key precondition for successful and sustainable growth in the city and the region. It encourages the City to create a high-quality pedestrian and bicycling environment and prioritize and incentivize the use of transit.

Development of the proposed project, including the project variant, would not be obviously inconsistent with these objectives and policies of the Transit Center District Plan. The proposed project, including the project variant, would provide various transportation and streetscape

[2] Policy 2.4 of the urban design element seeks to 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.

[3] The Americans with Disabilities Act (ADA), which is referenced within San Francisco Public Works Order 200369, sets forth allowable paving materials (sizes, colors, installation standards) consistent with the ADA and related federal guidelines/regulations.

improvements along Market Street that would prioritize transit, improve transit speed and reliability, enhance bicyclist and pedestrian mobility and safety, and reduce conflicts between travel modes. In addition, the proposed project would construct an F-loop along McAllister Street and Charles J. Brenham Place which would facilitate operation of increased service frequency on a new F-Short route, supporting enhancements to the speed and reliability of surface Muni service and providing robust alternatives to the private automobile. As such, the proposed project, including the project variant, may increase the use of transit and reduce private vehicle travel in the city. No inconsistencies with the Transit Center District Plan have been identified. See Section 4.B, *Transportation and Circulation*, for a detailed discussion of potential impacts on transit, bicyclists, and pedestrians as well as a discussion of mitigation measures.

DOWNTOWN AREA PLAN

The Downtown Area Plan contains objectives and policies to address the following issues: the provision of space for commerce, housing, and open space; preservation of the past; urban form; and movement to, from, and within the downtown area. The aim of the Downtown Area Plan is to encourage business activity and promote economic growth in the downtown area, the city's and region's premier city center, while improving the quality of place and providing the necessary supporting amenities. The Downtown Area Plan was intended to maintain a compact downtown core and direct growth to areas with developable space and easy transit accessibility so that downtown would "encompass a compact mix of activities, historic values, and distinctive architecture and urban forms that engender a special excitement, reflective of a world city."[4] The Downtown Area Plan also recognizes the "importance of conserving resources that provide continuity with San Francisco's past"[5] by including an implementing objective to catalog landmark and significant buildings inventoried in articles 10 and 11 of the planning code.

The proposed project, including the project variant, would implement streetscape improvements along Market Street, including 15-foot-wide through zones for pedestrians on sidewalks east of Van Ness Avenue, 10-foot-wide through zones west of Van Ness Avenue, and 4- to 5-foot-wide furnishing zones, also referred to as "Streetlife Zones." The Streetlife Zones would allow the installation of features such as street trees, street furniture, benches, moveable tables and chairs, sidewalk planting areas, small retail stands (e.g., flower sellers, food carts), public restrooms, advertising kiosks, wayfinding signs, real-time transit information, newsstands, bike-share stations, dockless bicycle-/scooter-share parking, and bicycle racks. The proposed project, including the project variant, would also include public art

[4] Introduction to the Downtown Area Plan.

[5] Downtown Plan, Preserving the Past, Objective 12.

elements to complement the streetscape improvements. These streetscape improvements would enhance the public realm, allow and encourage the public to use these public rights-of-way and open spaces in a variety of ways, and introduce more opportunities for social and public engagement on the sidewalk and in the plazas along Market Street from Steuart Street to Octavia Boulevard. Development of the proposed project and the project variant would not be obviously inconsistent with the Downtown Area Plan.

MARKET AND OCTAVIA AREA PLAN

The Market and Octavia Area Plan, adopted in 2008, considers the general area within a short walking distance of Market Street, between Van Ness Avenue and Church Street, which intersects the western portion of the project corridor. The Market and Octavia Area Plan focuses infill development so as to enhance the established land use pattern and character and concentrates new uses where access to transit and services best enables people to be less reliant on automobiles. Furthermore, it aims to provide a safe environment for pedestrians and bicyclists and improve the public transit system's reliability.

As noted in the Market and Octavia Area Plan, Market Street is San Francisco's grand civic boulevard, connecting downtown San Francisco with the western part of the city and serving as the primary ceremonial space for the city. The proposed project and the project variant would not be obviously inconsistent with the objectives of the Market and Octavia Area Plan. The proposed project would redesign and provide a program of transportation and streetscape improvements that would increase the speed and reliability of transit service through roadway changes and Muni-only lanes; enhance bicyclist and pedestrian mobility and safety by creating a sidewalk-level bikeway and dedicated through zones for pedestrians; and enhance the streetscape and public realm through furnished Streetlife Zones and public art elements. In addition, the proposed project would construct an F-loop along McAllister Street and Charles J. Brenham Place which would facilitate operation of increased service frequency on a new F-Short route, supporting enhancements to the speed and reliability of surface Muni service. Therefore, development of the proposed project and the project variant would not be obviously inconsistent with the Market and Octavia Area Plan.

THE HUB PLAN

The Hub Plan is a proposed area plan for the eastern portions of the Market and Octavia Area Plan. It includes changes to building heights at select parcels to allow more housing and modifications to zoning controls to allow more flexibility for development of nonresidential uses. The Hub Plan also proposes to make improvements to major streets and alleys in the Hub Plan area. The goal of these changes is to create a safer transportation experience for everyone; make transit, walking, bicycling, for-hire (shared) vehicle use, and car-sharing the preferred ways for people to travel; facilitate passenger loading and commercial deliveries; and enhance

the public realm. Some of these improvements would occur on streets or alleys with a terminus at Market Street, such as the improvements along 12th, Rose, and Brady streets. As of February 2019, the Hub Plan is undergoing environmental review, which began in October 2017.

The proposed project, including the project variant, would not be obviously inconsistent with the Hub Plan. Although the project corridor for the proposed project overlaps a portion of the Hub Plan area along Market Street between Larkin Street and Octavia Boulevard, the Hub Plan would not include any street network changes to Market Street. However, as noted above, the proposed street network changes and alley improvements under the Hub Plan would occur on side streets with a terminus on Market Street at 12th and Rose streets. The proposed project would not include any streetscape or transportation improvements on 12th or Rose streets, other than in the vicinity of where the streets intersect with Market Street. The proposed project would implement transportation improvements that would increase the speed and reliability of transit service through roadway changes and Muni-only lanes; enhance bicyclist and pedestrian mobility and safety by creating a sidewalk-level bikeway and dedicated through zones for pedestrians; and enhance the streetscape and public realm through furnished Streetlife Zones and public art elements. Therefore, development of the proposed project and the project variant would not be obviously inconsistent with the Hub Plan.

PLANNING CODE

The planning code, along with the accompanying zoning map, establishes land uses as well as performance and development standards, such as height and bulk districts, including the regulations that govern development within those districts. Article 10 of the planning code gives San Francisco the ability to identify, designate, and protect historic landmarks from inappropriate alterations. Since the adoption of article 10 in 1967, the City has designated 230 landmark sites and 11 historic districts.[6] In 1991 the Path of Gold light standards were designated San Francisco Landmark #200 pursuant to article 10 of the City planning code. Other article 10 historic districts that intersect with or are adjacent to the project corridor include the Civic Center Landmark District, and the Market Street Masonry Landmark District. Article 11 of the planning code addresses conservation districts in San Francisco, which are located in the city's downtown core area but differ from traditional historic districts in that they are designated for architectural quality and their contribution to the environment instead of historic or cultural significance. The New Montgomery-Mission-Second Street Conservation District is an article 11 conservation district that intersects with the project corridor. However, section 203 states that the planning code shall not limit the construction, installation, or operation of any public agency on any street or transportation route or incidental appurtenances to any of the

[6] San Francisco Planning Department. 2003. *San Francisco Preservation Bulletin No. 10: Historic and Conservation Districts in San Francisco.* January. Available: http://default.sfplanning.org/Preservation/bulletins/HistPres_Bulletin_10.PDF. Accessed June 28, 2018.

foregoing when located in a street, alley, or other right-of-way. Because the proposed project, including the project variant, would be implemented on public land, mostly within an operational public right-of-way that is largely under the jurisdiction of the project sponsor and the San Francisco Municipal Transportation Agency (SFMTA), most aspects of the proposed project and the project variant would not be subject to the planning code or require variances, special authorizations, or changes to the planning code or zoning map. One exception involves changes to article 10 and article 11 listed landmarks and districts, which require a Certificate of Appropriateness or Permit to Alter from the Historic Preservation Commission. Alterations to article 10 and article 11 landmarks proposed by the project, including alterations to the Path of Gold, would be subject to review and approval by the Historic Preservation Commission.

SAN FRANCISCO BICYCLE PLAN

The City's Bicycle Plan comprises a citywide bicycle transportation plan and implementation strategy for specific bicycle improvements. The Bicycle Plan identifies short- and long-term bicycle improvement projects within the city, including improvements on Market Street. As described in Chapter 2, *Project Description*, the proposed project, including the project variant, would construct a sidewalk-level bikeway on Market Street in each direction between the curb lanes and the pedestrian through zone, which would be buffered from adjacent uses on both sides. The proposed improvements would enhance bicycle safety, bicycle traffic capacity, and bicycle comfort and mobility along the length of the project corridor, consistent with the goals, policies and objectives of the Bicycle Plan. In addition, the proposed project and the project variant would support the principal goal of the Bicycle Plan, which is to ensure that bicycling is a safe, convenient, and practical means of transportation and healthy recreation throughout the Bay Area. Therefore, development of the proposed project and the project variant would not be obviously inconsistent with the City's Bicycle Plan.

TRANSIT FIRST POLICY

The City's Transit First Policy, added to the City Charter in 1973 and subsequently amended and codified in 2007 in section 8A.115, was developed in response to the impacts of freeways on the city's urban character. The policy is aimed at restoring balance to an automobile-dominated transportation system and improving overall mobility for residents and visitors. The Transit First Policy encourages multimodal transportation, the use of transit, and other alternatives to the prevalence of single-occupant vehicular travel. In addition, the policy emphasizes maintenance and expansion of the local transit system and improvements to regional transit coordination.

The proposed project, including the project variant, is foremost a transportation project that would introduce private vehicle restrictions and transportation improvements to enhance the speed and reliability of surface Muni service by converting existing transit-only center lanes to Muni-only lanes; constructing widened center transit boarding islands; and providing a

sidewalk-level bikeway to minimize conflicts between bicyclists and transit. In addition, the proposed project would construct an F-loop along McAllister Street and Charles J. Brenham Place which would facilitate operation of increased service frequency on a new F-Short route, further supporting enhancements to the speed and reliability of surface Muni service. The proposed project and the project variant would not be obviously inconsistent with the principles of the Transit First Policy. See Section 4.B, *Transportation and Circulation*, for a detailed discussion of potential impacts on and benefits to transit.

BETTER STREETS PLAN

The Better Streets Plan, adopted in 2010, identifies policies and standards for the design, location, and dimensions of pedestrian and streetscape items in the public right-of-way, including crosswalks, bulb-outs, street furniture, planters, and trees. The Better Streets Plan is a joint document of the San Francisco Planning Department (planning department), Public Works, SFMTA, and the San Francisco Public Utilities Commission. The plan seeks to balance the needs of all city street users and includes goals, objectives, policies, and design guidelines, as well as future strategies, to improve the pedestrian realm in San Francisco. Pedestrian areas include primarily sidewalks and crosswalks but, in some instances, portions of roadways as well. Major concepts covered in the Better Streets Plan range from pedestrian safety and accessibility features to improved ecological performance on streets and streetscape greening. The Better Streets Plan also identifies Market Street as a ceremonial or civic street with "grand civic spaces" that act as "major gathering spots and serve well-known public spaces and attractions."

As described in Chapter 2, *Project Description*, the transportation and streetscape improvements within the project corridor would be designed to comply with and complement the City's Better Streets Plan standards and guidelines. As described in the Better Streets Plan, sidewalks should meet the minimum width of 12 feet along commercial streets. The recommended sidewalk width for commercial throughways is 15 feet. The proposed project, including the project variant, would implement streetscape improvements along Market Street, including a 15-foot-wide through (i.e., walking) zone for pedestrians on sidewalks east of Van Ness Avenue and 4- to 10-foot-wide furnishing zones, referred to as "Streetlife Zones," with features such as seating, pedestrian wayfinding signs, real-time transit information signs, public toilets, public service and advertising kiosks, newsstands, pedestrian-scale lighting, planted areas, bike-share stations, dockless bicycle-share/scooter-share parking, bike racks, and other elements along the curb within the Streetlife Zones. These streetscape improvements would enhance the public realm, allow and encourage the public to use these public rights-of-way and open spaces in a variety of ways, and introduce more opportunities for social and public engagement on the sidewalk and in the plazas along Market Street from Steuart Street to Octavia Boulevard. The proposed project, including the project variant, would also improve pedestrian safety, comfort, and mobility along and across Market Street. Bulb-outs would be installed at crosswalks on side-

street crossings, making pedestrians more visible, shortening crossing distances, and slowing vehicle turn movements. Given these project components, the proposed project and the project variant would not be obviously inconsistent with the Better Streets Plan.

MUNI FORWARD (FORMERLY THE TRANSIT EFFECTIVENESS PROJECT)

SFMTA's Muni Forward is a system-wide program of projects to reduce transit travel time and improve transit customer experiences, service reliability, and transit service effectiveness and efficiency. SFMTA has developed a Service Policy Framework that sets transit service objectives and actions and supports the goals of the SFMTA Strategic Plan.[7] Implementation of Muni Forward, which is guided by the Service Policy Framework, determines how investments in the transit system are made. Muni Forward includes the following: Service Improvements, Service-related Capital Improvements, and Transit Travel Time Reduction Proposals. The SFMTA Board of Directors approved Muni Forward in March 2014 (Planning Department Case No. 2011.0558E), including the majority of the recommendations that emerged from the planning process and an overall 12 percent increase in Muni service. As of June 2018, Muni Forward has increased the frequency of service on several transit routes, including the N and K/T Muni Metro light-rail routes on Market Street and the 9R, 14R, 14X, 21 and 38R bus routes. As described in Chapter 2, *Project Description*, the proposed project, including the project variant, is a transportation improvement project that would reduce travel time for the F-Line streetcar and most of the 23 bus routes on Market Street. Minor changes and increases in travel time could occur on a few Muni and regional transit routes on Market Street, Mission Street, and cross streets, but any increases would amount to less than one-half of the existing headway on that particular route. In addition, the proposed project would construct an F-loop along McAllister Street and Charles J. Brenham Place which would facilitate operation of increased service frequency on a new F-Short route, supporting enhancements to the speed and reliability of surface Muni service. As such, the proposed project and the project variant would not be obviously inconsistent with Muni Forward.

ACCOUNTABLE PLANNING INITIATIVE (PROPOSITION M)

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added section 101.1 to the planning code to establish eight Priority Policies. These policies, and the topics of the Evaluation of Environmental Effects for

[7] The SFMTA Strategic Plan establishes a consistent approach for how state, regional, and local policies are implemented within the city's transportation system. It focuses on the new vision and mission for the agency and the four goals and 16 objectives needed to achieve this vision. Specifically, the new objectives in the Strategic Plan will guide the agency's planning efforts, prioritization of capital programs and projects, and development of the operating and capital budgets.

addressing the environmental issues associated with the policies, are (1) preservation and enhancement of neighborhood-serving retail uses, (2) protection of neighborhood character, (3) preservation and enhancement of affordable housing, (4) discouragement of commuter automobiles, (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) landmark and historic building preservation, and (8) protection of open space.

Prior to issuing a permit for any project that requires an EIR under CEQA, 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, including the project variant, is consistent with the Priority Policies. 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 and the project variant with the Priority Policies. Because the proposed project and the project variant cannot be approved without a finding of consistency with the Priority Policies, conflicts with the Priority Policies would not occur.

B. REGIONAL PLANS AND POLICIES

ASSOCIATION OF BAY AREA GOVERNMENTS/METROPOLITAN TRANSPORTATION COMMISSION PLAN BAY AREA

Plan Bay Area is the Regional Transportation Plan/Sustainable Communities Strategy adopted for the Bay Area by the Association of Bay Area Governments and Metropolitan Transportation Commission in fulfillment of the requirements of Senate Bill (SB) 375 (2008). The purpose of SB 375 is to meld regional transportation planning with land use strategies that will reduce future greenhouse gas (GHG) emissions and meet regional targets. Pursuant to SB 375, Plan Bay Area identifies transit priority project areas and planned development areas, which are intended to accommodate future urban development, as well as planned conservation areas that provide habitat, agricultural, and other benefits within the region.

Much of the northeast portion of San Francisco is within various priority development areas. The project corridor overlaps the Transit Center District, Downtown-Van Ness-Geary, and Market-Octavia/Upper Market priority development areas. Plan Bay Area contains general land use and transit policies. As a transportation improvement project, the proposed project, including the project variant, would not be obviously inconsistent with those policies. The proposed project, including the project variant, would provide various transportation improvements along Market Street, with priority given to public transit and other alternatives to the private automobile; enhancements to surface transit, including an extension of Muni-only lanes and changes to stop spacing and service, stop locations, stop characteristics, and

infrastructure; a new sidewalk-level bikeway; and pedestrian facilities. Consistent with the transit objectives of Plan Bay Area, these improvements would enhance bicyclist and pedestrian mobility and safety, improve transit speed and reliability, and reduce conflicts between travel modes.

SB 375 specifies that Plan Bay Area does not replace or otherwise impinge on the planning and zoning policies and regulations of local governments. As a result, although Plan Bay Area provides an outline for GHG emissions reductions through future compact development patterns, it does not direct the actions of San Francisco. Notwithstanding, it is noted that, as discussed in the initial study, the proposed project would be consistent with the City's GHG Reduction Strategy.[8] Although the project variant was not considered in the initial study, the characteristics of the project variant are similar to or the same as those of the proposed project. Therefore, it would be consistent with the findings presented in the initial study. The proposed project, including the project variant, is anticipated to result in increased use of transit and a potential reduction in private vehicle travel in the city.

BAY AREA AIR QUALITY MANAGEMENT DISTRICT'S 2017 CLEAN AIR PLAN

The 2017 Clean Air Plan updates the most recent Bay Area ozone plan, the 2010 Clean Air Plan, in accordance with the requirements of the state Clean Air Act, to implement all feasible measures to reduce ozone; provide a control strategy for reducing particulate matter, air toxics, and GHGs in a single, integrated plan; and establish emission control measures that can be adopted or implemented. The 2017 Clean Air Plan aims to attain all state and national air quality standards, eliminate disparities among Bay Area communities regarding the cancer health risk from toxic air contaminants, and reduce Bay Area GHG emissions to 40 percent below 1990 levels by 2030 and 80 percent below 1990 levels by 2050.

The proposed project, including the project variant, would not be obviously inconsistent with the primary goals of the Clean Air Plan because, with the implementation of Mitigation Measure M-AQ-1, it would not result in health risks or concentrations of particulate matter with a diameter of 2.5 microns or less (PM2.5) that would be above significance thresholds, nor would it result in an exceedance of state, federal, or regional air quality standards, thereby helping to protect public health. In addition, the proposed project and the project variant would comply with the applicable provisions of the City's GHG Reduction Strategy. Therefore, the proposed project and the project variant would not result in any significant impacts associated with an increase in GHGs or conflict with measures adopted to reduce GHG emissions.

[8] Greenhouse Gas Analysis: Compliance Checklist. August 4, 2015. This document is on file and available for public review as part of Case File No. 2014.0012E.

OTHER REGIONAL PLANS AND POLICIES

Other regional plans and policies, such as the Metropolitan Transportation Commission's Regional Transportation Plan, Transportation 2035; the San Francisco Bay Regional Water Quality Control Board's Water Quality Control Plan for the San Francisco Bay Basin; and the San Francisco County Transportation Authority's San Francisco Congestion Management Program, directly address specific environmental issues or contain objectives or standards to maintain or improve specific characteristics of the city's, as well as the region's, physical environment. These plans are discussed in more detail in the relevant resource sections of this Draft EIR, as appropriate. As discussed therein, the proposed project and the project variant would not be obviously inconsistent with any of these adopted environmental plans or policies.

C. SUMMARY

The discussion presented in this chapter indicates that the proposed project and the project variant would not be obviously inconsistent with the San Francisco Transportation Plan, Transit Center District Plan, Downtown Area Plan, Market and Octavia Area Plan, Hub Plan, San Francisco Bicycle Plan, Transit First Policy, Better Streets Plan, Muni Forward, Proposition M, Regional Transportation Plan/Sustainable Communities Strategy, 2017 Clean Air Plan, or other plans or policies. In addition, implementation of the proposed project and the project variant would not be obviously inconsistent with allowable uses in the planning code. The proposed project would not be obviously inconsistent with the objectives and policies of the transportation, environmental protection, and air quality elements of the general plan elements. Although the proposed project would be inconsistent with Policy 2.4 of the urban design element, the changes included as part of the proposed project, which would result in this inconsistency, are required to achieve compliance with federal and local standards and address tree mortality issues.

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