

Draft Environmental Impact Report

1546-1564 Market Street Project

PLANNING DEPARTMENT
CASE NO. 2012.0877E

STATE CLEARINGHOUSE NO. 2014102055



SAN FRANCISCO
PLANNING
DEPARTMENT

Draft EIR Publication Date:	January 7, 2015
Draft EIR Public Hearing Date:	February 12, 2015
Draft EIR Public Comment Period:	January 7, 2015 – February 23, 2015

Written comments should be sent to:

Sarah B. Jones Environmental Review Officer | 1650 Mission Street, Suite 400 | San Francisco, CA 94103
or Sarah.B.Jones@sfgov.org

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SAN FRANCISCO PLANNING DEPARTMENT

DATE: January 7, 2015
TO: Distribution List for the 1546-1564 Market Street Draft EIR
FROM: Sarah B. Jones, Environmental Review Officer
SUBJECT: Request for the Final Environmental Impact Report for the 1546-1564 Market Street Project (Planning Department File No. 2012.0877E)

1650 Mission St.
Suite 400
San Francisco,
CA 94103-2479

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377

This is the Draft of the Environmental Impact Report (EIR) for the 1546-1564 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 San Francisco Planning Department within 2 weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy. Public agencies on the distribution list will automatically receive a copy of the Final EIR.

Thank you for your interest in this project.

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1546-1564 MARKET STREET PROJECT

Draft EIR

TABLE OF CONTENTS

List of Acronyms and Abbreviations

SUMMARY

A.	Project Synopsis.....	S-1
B.	Summary of Impacts, Mitigation Measures, and Improvement Measures.....	S-2
C.	Summary of Project Alternatives	S-14
D.	Areas of Controversy and Issues to be Resolved.....	S-15

CHAPTER 1	INTRODUCTION	1-1
A.	Purpose and Function of this Environmental Impact Report	1-1
B.	Background	1-2
C.	Environmental Review Process.....	1-3

CHAPTER 2	PROJECT DESCRIPTION	2-1
A.	Project Overview	2-1
B.	Project Sponsor's Objectives	2-2
C.	Project Location	2-2
D.	Existing Conditions.....	2-4
E.	Project Vicinity and Surrounding Land Uses.....	2-6
F.	Project Characteristics	2-7
G.	Intended Uses of the EIR.....	2-28

CHAPTER 3	PLANS AND POLICIES.....	3-1
A.	San Francisco Plans and Policies.....	3-2
B.	Regional Plans and Policies	3-6

CHAPTER 4	ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES.....	4-1
A.	Introduction	4-1
B.	Historic Architectural Resources	4-4

CHAPTER 5	OTHER CEQA ISSUES.....	5-1
A.	Growth-Inducing Impacts.....	5-1
B.	Significant Unavoidable Impacts	5-2
C.	Areas of Known Controversy and Issues to be Resolved.....	5-2

CHAPTER 6	ALTERNATIVES.....	6-1
A.	Introduction	6-1
B.	Alternative 1 – No Project Alternative	6-2
C.	Alternative 2 – Full Preservation Alternative.....	6-3
D.	Alternative 3 – Market Partial Preservation Alternative	6-8
E.	Alternative 4 – Oak Partial Preservation Alternative.....	6-13
F.	Environmentally Superior Alternative.....	6-18
G.	Alternatives Considered But Rejected.....	6-20

CHAPTER 7	REPORT PREPARERS.....	7-1
A.	EIR Authors	7-1
B.	EIR Consultants	7-1
C.	Historic Architectural Resources Consultant	7-1
D.	Project Sponsor	7-2
E.	Project Architect	7-2

Tables

Table S-1	Summary of Impacts and Mitigation Measures Identified in the EIR
Table S-2	Summary of Measures Identified in the CPE Checklist
Table S-3	Comparison of Alternatives for CEQA Analysis
Table 2-1	Existing Site Characteristics
Table 2-2	Project Characteristics
Table 4.A-1	Projects in the Cumulative Setting
Table 4.B-1	Historic Architectural Resources Eligibility Status (On Project Site)
Table 6-1	Comparison of Alternatives for CEQA Analysis

Figures

Figure 2-1	Project Location
Figure 2-2	Existing Site Plan
Figure 2-3	Proposed Site Plan
Figure 2-4	Proposed Basement/Parking Plan
Figure 2-5	Proposed Floor Plan – Ground Level
Figure 2-6	Proposed Floor Plan – Levels 2 through 6
Figure 2-7	Proposed Floor Plan – Levels 7 through 10
Figure 2-8	Proposed Floor Plan – Level 11
Figure 2-9	Proposed Floor Plan – Level 12
Figure 2-10	Proposed Floor Plan – Roof 1
Figure 2-11	Proposed Floor Plan – Roof 2
Figure 2-12	Proposed Elevation – South (Market Street)
Figure 2-13	Proposed Elevation – North (Oak Street)
Figure 2-14	Proposed Elevation – East
Figure 2-15	Proposed Elevation – West
Figure 2-16	Proposed Section
Figure 2-17	Visual Simulation – Market Street
Figure 2-18	Visual Simulation – Oak Street
Figure 4.B-1	1554-1546 Market Street
Figure 4.B-2	55 Oak Street
Figure 6-1a	Alternative 2 – Full Preservation Site Plan and Floor Plans
Figure 6-1b	Alternative 2 – Full Preservation Section View
Figure 6-1c	Alternative 2 – Full Preservation Massing
Figure 6-2a	Alternative 3 – Market Partial Preservation Site Plan and Floor Plans
Figure 6-2b	Alternative 3 – Market Partial Preservation Section View
Figure 6-2c	Alternative 3 – Market Partial Preservation Massing
Figure 6-3a	Alternative 4 – Oak Partial Preservation Site Plan and Floor Plans
Figure 6-3b	Alternative 4 – Oak Partial Preservation Section View
Figure 6-3c	Alternative 4 – Oak Partial Preservation Massing

APPENDICES

Appendix A Notice of Preparation and CPE Checklist

LIST OF ACRONYMS AND ABBREVIATIONS

ABAG	Association of Bay Area Governments
APN	Assessor's Parcel Number
Area Plan	Market and Octavia Area Plan
BAAQMD	Bay Area Air Quality Management District
CEQA	California Environmental Quality Act
CHRS	California Historic Resource Status
CPE	Community Plan Exemption
CRHR	California Register of Historical Resources
cy	cubic yards
EIR	Environmental Impact Report
FAR	floor area ratio
gsf	gross square feet
HABS	Historic American Buildings Survey
HPC	San Francisco Historic Preservation Commission
HRE	Historical Resource Evaluation
Muni	San Francisco Municipal Railway
MTC	Metropolitan Transportation Commission
NHPA	National Historic Preservation Act
NOP	Notice of Preparation
PEIR	Market and Octavia Neighborhood Plan EIR
Planning Department	San Francisco Planning Department
PRC	Public Resources Code
RWQCB	Regional Water Quality Control Board
SUD	Special Use District

Summary

This chapter provides an overview of the topics and issues addressed in this Environmental Impact Report (EIR), which has been prepared for the 1546-1564 Market Street project (proposed project). It includes a summary of the proposed project; a list of the project's impacts, level of significance of the environmental impacts, and applicable mitigation measures; the alternatives to the proposed project that are analyzed in this EIR, and a comparison of their impacts to those of the proposed project; and a summary of environmental issues to be resolved and areas of controversy.

The San Francisco Planning Department is the lead agency responsible for preparing this EIR in compliance with the California Environmental Quality Act (CEQA). This is a Focused EIR to disclose to the public and decision-makers the impacts of the project on historical resources that are peculiar to the project site and that were not fully disclosed in the Program EIR prepared for the Market and Octavia Neighborhood Plan Program EIR (PEIR)¹. As determined in the Community Plan Exemption (CPE) Checklist prepared for the project, provided in Appendix A of this document, all other potential impacts of the proposed project are adequately addressed in the PEIR.

A. Project Synopsis

The project site is at 1546-1550 Market Street, 1554-1564 Market Street, and 55 Oak Street, San Francisco, California. The project site is 12,565 square feet, and includes two parcels (Assessor's Parcel Numbers 0836-006 and 0836-007) that would be merged to form a single lot. The proposed project would demolish the existing three buildings on the site, and construct a new 12-story, 120-foot-tall (136 feet with roof terrace screen wall) residential building with ground-floor retail uses along Market Street. The site is in the Market and Octavia Area Plan boundaries, and the proposed project was analyzed at the program level in the PEIR.

The proposed building would have a total of 138,002 gross square feet (gsf), which would include 116,217 gsf of residential uses (109 dwelling units), 4,463 gsf for residential lobby/lounge uses, 4,810 gsf of retail (three retail spaces), and 12,512 gsf of parking (28 car parking spaces, primarily provided in vehicle stackers or lifts, and 110 bicycle parking spaces). The project would have two connected structures, one fronting Market Street and one fronting Oak Street, separated by an interior courtyard and a narrow pedestrian walkway connecting at each of level above the ground floor. Ground-floor retail uses would be accessible from Market and Oak streets, and the residential units would be accessible from a lobby on Oak Street; access to the below-grade residential parking would be provided from a new curb cut and

¹ San Francisco Planning Department, 2007. Market and Octavia Neighborhood Plan Final EIR. Case No. 2003.0347E; State Clearinghouse No. 2004012118. This document is available for public review at the Planning Department, 1650 Mission Street, Suite 400.

ramp off of Oak Street. On-street commercial loading would occur at an existing temporary loading zone in front of the project site on Market Street.

Two of the three existing buildings on the site have been determined to be historic resources under CEQA: 1554-1564 Market Street appears eligible for local listing or designation; and 55 Oak Street appears eligible for the California Register of Historical Resources. The other building on the site, 1546-1550 Market Street, is not considered a historic resource under CEQA.

The site is zoned C-3-G (Downtown General Commercial District), and is in the Van Ness and Market Downtown Residential Special Use District and the 120-R-2 Height and Bulk District. The project would require approval of an application for a Section 309 Downtown Project Authorization. As part of the Section 309 process, the proposed project would require exceptions to the following: lot coverage requirements (Planning Code Section 249.33[b][5]); off-street loading requirements (Planning Code Section 152.1); ground-level wind currents requirements (Planning Code Section 148); a variance for dwelling unit exposure (Section 140); and a Conditional Use authorization for square footage above the base floor area ratio of 6.0 to 1 for dwelling units that would be affordable for a minimum of 20 years to households whose incomes are within 150 percent of the median income (Planning Code section 124[f]).

B. Summary of Impacts, Mitigation Measures, and Improvement Measures

Based on the findings in the CPE checklist prepared by the Planning Department for the proposed 1546-1564 Market Street project, the department determined that the project would result in significant impacts on historic architectural resources that are peculiar to the project site, and that were not identified in the PEIR. All other environmental topics have been addressed in the CPE checklist, because the proposed project would not result in new significant impacts or more severe adverse impacts to these resources than were identified in the PEIR. The Planning Department published a Notice of Preparation (NOP) of an EIR on October 22, 2014, announcing its intent to prepare and distribute a Focused EIR (the NOP and CPE checklist are presented as Appendix A to this EIR).

Table S-1 summarizes all impacts identified for the proposed project and lists their level of significance. For any impacts found to be significant, corresponding mitigation measures are included, and the level of significance after mitigation is indicated. As shown in Table S-1, the proposed project would have significant and unavoidable project-level historic architectural resource impacts.

The CPE checklist identified mitigation measures from the PEIR that would apply to the proposed project. The checklist also included project improvement measures, which would further reduce less-than-significant impacts. These mitigation and improvement measures are summarized in Table S-2 and are not further addressed in this EIR.

Table S-1
Summary of Impacts and Mitigation Measures Identified in the EIR

Environmental Impacts	Impact Significance Prior to Mitigation Measure	Mitigation Measures	Level of Significance after Mitigation
Historic Architectural Resources			
Impact CP-1: The proposed demolition of the existing 1554-1564 Market Street building would have a substantial adverse effect on an individual historic architectural resource.	S	<p>Mitigation Measure M-CP-1a: Documentation</p> <p>Prior to the issuance of demolition or site permits, the project sponsor shall undertake Historic American Buildings Survey (HABS) Level II documentation of the affected historical resources and their setting. The documentation shall be undertaken by a qualified professional who meets the standards for history, architectural history, or architecture (as appropriate) set forth by the <i>Secretary of the Interior's Professional Qualification Standards</i> (36 Code of Federal Regulations, Part 61). The documentation shall be in accordance with HABS Level II, and HABS material standards regarding reproducibility, durability, and size shall be met. The scope of the documentation shall be developed with Planning Preservation staff prior to undertaking each of the outlined tasks. All documentation tasks must be completed and approved by Planning Department Preservation Staff prior to the issuance of any site permit or demolition permit for the project. Documentation shall include:</p> <ol style="list-style-type: none"> Measured Drawings: A digital and hard copy set of measured drawings that depict the existing size, scale, and dimension of the subject property shall be produced. The measured drawing set shall include a site plan, floor plans, sections, elevations, and other drawings as needed to depict the existing conditions of the property. If available, the Planning Department Preservation staff will also accept the original architectural drawings or as-built drawings to supplement the measured drawings. The supplemental drawings shall be scanned or photographed in large-format, and submitted in digital and hard copy. The scope of the drawing package will be reviewed and approved by Planning Department Preservation staff prior to the commencement of this task to determine the appropriate level, number, and type of drawings required. All drawings shall be created according to the latest HABS Drawings Guidelines by the National Park Service. The measured drawings shall be produced by a qualified professional who meets the standards for architecture set forth by the <i>Secretary of the Interior's Professional Qualification Standards</i> (36 Code of Federal Regulations, Part 61). HABS-Level Photographs: Digital photographs of the interior, exterior, and setting of the subject property shall be produced. Large format negatives are not required. The photographs must adequately document the character-defining features and setting of the historic resource. The Planning Department Preservation staff will review and approve the scope (including views and number) of photographs required prior to the commencement of this task. All digital photography shall be conducted according to the latest HABS Photography Guidelines by the National Park Service. The photographs shall be produced by a qualified professional photographer with demonstrated experience in HABS photography. 	SUM

Table S-1
Summary of Impacts and Mitigation Measures Identified in the EIR (Continued)

Environmental Impacts	Impact Significance Prior to Mitigation Measure	Mitigation Measures	Level of Significance after Mitigation
Impact CP-1 (continued)		<p>3. HABS Historical Report: A written narrative historical report, per HABS Historic Report Guidelines, shall be produced. The report shall include historical information, including the physical history and historic context of the building; and an architectural description of the site setting, exterior, and interior of the building. The report shall be prepared by a qualified professional who meets the standards for history or architectural history set forth by the <i>Secretary of the Interior's Professional Qualification Standards</i> (36 Code of Federal Regulations, Part 61).</p> <p>Archival copies of the drawings, photographs, and report shall be submitted to the Planning Department, and to repositories including but not limited to the San Francisco Public Library, Northwest Information Center, and California Historical Society. This mitigation measure would create a collection of reference materials that would be available to the public and inform future research.</p> <p>Mitigation Measure M-CP-1b: Video Recordation</p> <p>Prior to the issuance of demolition or site permits, the project sponsor shall undertake video documentation of the affected historical resource and its setting. The documentation shall be conducted by a professional videographer, preferably one with experience recording architectural resources. The documentation shall be narrated by a qualified professional who meets the standards for history, architectural history, or architecture (as appropriate) set forth by the <i>Secretary of the Interior's Professional Qualification Standards</i> (36 Code of Federal Regulations, Part 61). The documentation shall include as much information as possible—using visuals in combination with narration—about the materials, construction methods, current condition, historic use, and historic context of the historical resource.</p> <p>Archival copies of the video documentation shall be submitted to the Planning Department, and to repositories including but not limited to the San Francisco Public Library, Northwest Information Center, and the California Historical Society. This mitigation measure would supplement the traditional HABS documentation, and would enhance the collection of reference materials that would be available to the public and inform future research.</p> <p>Mitigation Measure M-CP-1c: Interpretation</p> <p>The project sponsor shall facilitate the development of interpretive displays about the history of the affected historical resources. These displays will include a high-quality permanent digital interpretive website and a temporary exhibition or interpretive display installed at a local cultural institution, or publically accessible location near the project site. The interpretive displays shall illustrate the contextual history and the architecture of the building, and of the general building typology (e.g., post-Earthquake reconstruction “tax-payer block” commercial or automobile support structure), and shall include, but not be limited to, historic and contemporary photographs; narrative text; historic news articles and memorabilia; salvaged materials; and maps.</p>	

Table S-1
Summary of Impacts and Mitigation Measures Identified in the EIR (Continued)

Environmental Impacts	Impact Significance Prior to Mitigation Measure	Mitigation Measures	Level of Significance after Mitigation
Impact CP-1 (continued)		<p>The development of the interpretive displays shall be overseen by a qualified professional who meets the standards for history, architectural history, or architecture (as appropriate) set forth by the <i>Secretary of the Interior's Professional Qualification Standards</i> (36 Code of Federal Regulations, Part 61). An outline of the format, location, and content of the interpretive displays shall be reviewed and approved by the San Francisco Planning Department's Preservation staff prior to issuance of a Demolition Permit or Site Permit. The format, location and content of the interpretive displays must be finalized prior to issuance of any Building Permits for the project.</p> <p>The permanent digital interpretive website shall be hosted in perpetuity by the project sponsor, or in partnership with a local cultural institution, non-profit organization, or community organization.</p> <p>The temporary interpretive display shall be exhibited in a publically visible and/or accessible location. Suggested locations include the San Francisco Public Library, San Francisco City Hall, or the street-level publically visible windows of buildings with the same typology (the project sponsor shall make a determined effort to find an interested "similar property type" owner who could exhibit the temporary interpretive display). The duration of the temporary exhibit shall be at least 4 months, but can be negotiated upon approval by Planning Department Preservation Staff, according to the schedule of the venue where they will be displayed.</p>	
Impact CP-2: The proposed demolition of the existing 55 Oak Street building would have a substantial adverse effect on an individual historic architectural resource.	S	<p>Mitigation Measure M-CP-1a: Documentation (see above)</p> <p>Mitigation Measure M-CP-1b: Video Recordation (see above)</p> <p>Mitigation Measure M-CP-1c: Interpretation (see above)</p>	SUM
Impact CP-3: The construction of the proposed new building on the project site would not have a substantial adverse effect on individual offsite historical resources or historic districts.	LS	None required.	LS
Impact C-CP-1: The proposed project, in combination with other past, present, and reasonably foreseeable future projects in the project vicinity, would not result in a significant cumulative impact on a historic architectural resources.	LS	None required.	LS

Notes:

NA= Not Applicable

LS = Less-than-significant impact, no mitigation required

S = Significant impact before application of mitigation measures

SUM = Significant and unavoidable impact, with implementation of feasible mitigation

Table S-2
Summary of Measures Identified in the CPE Checklist

Environmental Topic	Mitigation Measures
Cultural Resources	<p>Project Mitigation Measure M-CP-1 – Archaeological Testing:</p> <p>Based on a reasonable presumption that archaeological resources may be present on the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of an archaeological consultant from the rotational Department Qualified Archaeological Consultants List (QACL) maintained by the Planning Department archaeologist. The project sponsor shall contact the Planning Department archaeologist to obtain the names and contact information for the next three archaeological consultants on the QACL. The archaeological consultant shall undertake an archaeological testing program as specified herein. In addition, the consultant shall be available to conduct an archaeological monitoring and/or data recovery program if required pursuant to this measure. The archaeological consultant's work shall be conducted in accordance with this measure at the direction of the ERO. All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archaeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of 4 weeks. At the direction of the ERO, the suspension of construction can be extended beyond 4 weeks only if such a suspension is the only feasible means to reduce to a less-than-significant level potential effects on a significant archaeological resource as defined in CEQA Guidelines Section 15064.5 (a)(c).</p> <p>Consultation with Descendant Communities. On discovery of an archaeological site² associated with descendant Native Americans, the Overseas Chinese, or other descendant group, an appropriate representative³ of the descendant group and the ERO shall be contacted. The representative of the descendant group shall be given the opportunity to monitor archaeological field investigations of the site, and to consult with ERO regarding appropriate archaeological treatment of the site; of recovered data from the site; and if applicable, any interpretative treatment of the associated archaeological site. A copy of the Final Archaeological Resources Report shall be provided to the representative of the descendant group.</p> <p>Archaeological Testing Program. The archaeological consultant shall prepare and submit to the ERO for review and approval an archaeological testing plan (ATP). The archaeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archaeological resource(s) that potentially could be adversely affected by the proposed project; the testing method to be used; and the locations recommended for testing. The purpose of the archaeological testing program will be to determine to the extent possible the presence or absence of archaeological resources and to identify and to evaluate whether any archaeological resource encountered on the site constitutes an historical resource under CEQA.</p> <p>At the completion of the archaeological testing program, the archaeological consultant shall submit a written report of the findings to the ERO. If, based on the archaeological testing program, the archaeological consultant finds that significant archaeological resources may be present, the ERO, in consultation with the archaeological consultant, shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archaeological testing, archaeological monitoring, and/or an archaeological data recovery program. No archaeological data recovery shall be undertaken without the prior approval of the ERO or the Planning Department archaeologist. If the ERO determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor, either:</p>

² The term "archaeological site" is intended to minimally include any archaeological deposit, feature, burial, or evidence of burial.

³ An "appropriate representative" of the descendant group is defined, in the case of Native Americans, as any individual listed in the current Native American Contact List for the City and County of San Francisco maintained by the California Native American Heritage Commission; and in the case of the Overseas Chinese, the Chinese Historical Society of America. An appropriate representative of other descendant groups should be determined in consultation with the Planning Department archaeologist.

Table S-2
Summary of Measures Identified in the CPE Checklist (Continued)

Environmental Topic	Mitigation Measures
Cultural Resources (continued)	<p>A) The proposed project shall be re-designed so as to avoid any adverse effect on the significant archaeological resource; or</p> <p>B) A data recovery program shall be implemented, unless the ERO determines that the archaeological resource is of greater interpretive than research significance, and that interpretive use of the resource is feasible.</p> <p>Archaeological Monitoring Program. If the ERO, in consultation with the archaeological consultant, determines that an archaeological monitoring program shall be implemented, the archaeological monitoring program shall minimally include the following provisions:</p> <ul style="list-style-type: none"> • The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to the commencement of any project-related soils-disturbing activities. The ERO, in consultation with the archaeological consultant, shall determine which project activities shall be archaeologically monitored. In most cases, any soils-disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), or site remediation shall require archaeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context. • The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archaeological resource. • The archaeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archaeological consultant and the ERO until the ERO has, in consultation with the project archaeological consultant, determined that project construction activities could have no effects on significant archaeological deposits. • The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis. • If an intact archaeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect demolition/excavation/pile-driving/construction activities and equipment until the deposit is evaluated. If, in the case of pile-driving activity (foundation, shoring, etc.), the archaeological monitor has cause to believe that the pile-driving activity may affect an archaeological resource, the pile-driving activity shall be terminated until an appropriate evaluation of the resource has been made, in consultation with the ERO. The archaeological consultant shall immediately notify the ERO of the encountered archaeological deposit. The archaeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archaeological deposit, and present the findings of this assessment to the ERO. <p>Whether or not significant archaeological resources are encountered, the archaeological consultant shall submit a written report of the findings of the monitoring program to the ERO.</p> <p>Archaeological Data Recovery Program. The archaeological data recovery program shall be conducted in accordance with an archaeological data recovery plan (ADRP). The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archaeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. The ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archaeological resources if nondestructive methods are practical.</p>

Table S-2
Summary of Measures Identified in the CPE Checklist (Continued)

Environmental Topic	Mitigation Measures
Cultural Resources (continued)	<p>The scope of the ADRP shall include the following elements:</p> <ul style="list-style-type: none"> • Field Methods and Procedures. Descriptions of proposed field strategies, procedures, and operations. • Cataloguing and Laboratory Analysis. Description of selected cataloguing system and artifact analysis procedures. • Discard and De-accession Policy. Description of and rationale for field and post-field discard and de-accession policies. • Interpretive Program. Consideration of an onsite/offsite public interpretive program during the course of the archaeological data recovery program. • Security Measures. Recommended security measures to protect the archaeological resource from vandalism, looting, and non-intentionally damaging activities. • Final Report. Description of proposed report format and distribution of results. • Curation. Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities. <p>Human Remains and Associated or Unassociated Funerary Objects. The treatment of human remains and of associated or unassociated funerary objects discovered during any soils-disturbing activity shall comply with applicable state and federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco; and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission, who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines, Section 15064.5[d]). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.</p> <p>Final Archaeological Resources Report. The archaeological consultant shall submit a Draft Final Archaeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archaeological resource and describes the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archaeological resource shall be provided in a separate removable insert in the final report.</p> <p>Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one copy, and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Environmental Planning division of the Planning Department shall receive one bound, one unbound, and one unlocked, searchable PDF copy on CD of the FARR, along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/CRHR. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.</p>
Geology and Soils	<p>Project Mitigation Measure M-GE-1 – Construction-Related Soils (Mitigation Measure G1 of the Market and Octavia PEIR):</p> <p>Program- or project-level temporary construction-related impacts would be mitigated through the implementation of the following measures:</p> <p>BMPs erosion control features shall be developed with the following objectives and basic strategy:</p> <ul style="list-style-type: none"> • Protect disturbed areas through minimization and duration of exposure. • Control surface runoff and maintain low runoff velocities. Trap sediment on site. • Minimize length and steepness of slopes.

Table S-2
Summary of Measures Identified in the CPE Checklist (Continued)

Environmental Topic	Improvement Measures
Transportation and Circulation	<p>Project Improvement Measure I-TR-1 – Transportation Demand Management:</p> <p>The following Transportation Demand Management (TDM) measures shall be implemented during project operations:</p> <ul style="list-style-type: none"> ● Identify TDM Coordinator. The project sponsor should identify a TDM coordinator for the project site. The TDM Coordinator is responsible for the implementation and ongoing operation of all other TDM measures described below. The TDM Coordinator could be a brokered service through an existing transportation management association (e.g., the Transportation Management Association of San Francisco, TMA SF), or an existing staff member (e.g., property manager); the TDM Coordinator does not have to work full-time at the project site. However, the TDM Coordinator should be the single point of contact for all transportation-related questions from building occupants and City staff. The TDM Coordinator should provide TDM training to other building staff about the transportation amenities and options available at the project site and nearby. ● Provide Transportation and Trip Planning Information to Building Occupants: <ul style="list-style-type: none"> – Move-in packet. The move-in packet shall include an insert providing information on transit service (local and regional, schedules and fares); information on where transit passes could be purchased; information on the 511 Regional Rideshare Program and nearby bike and car share programs; and information on where to find additional web-based alternative transportation materials (e.g., NextMuni phone app). This move-in packet should be continuously updated as local transportation options change, and the packet should be provided to each new building occupant. Provide Muni maps and San Francisco Bicycle and Pedestrian maps upon request. – New-hire packet. The new-hire packet shall include a transportation insert that provides information on transit service (local and regional, schedules and fares); information on where transit passes could be purchased; information on the 511 Regional Rideshare Program and nearby bike and car share programs; and information on where to find additional web-based alternative transportation materials (e.g., NextMuni phone app). This new-hire packet should be continuously updated as local transportation options change, and the packet should be provided to each new building occupant. Provide Muni maps and San Francisco Bicycle and Pedestrian maps upon request. ● Bicycles: <ul style="list-style-type: none"> – Parking. Increase the number of onsite secured bicycle parking beyond Planning Code requirements and/or provide additional bicycle facilities in the public right-of-way in locations adjacent to or within a quarter mile of the project site (e.g., sidewalks, on-street parking spaces). ● Car-Share: <ul style="list-style-type: none"> – Parking. Provide optional carshare spaces as described in Planning Code Section 166(g). – Membership. Offer one annual car share membership for each new resident (one per household) or employee. Recipient would be responsible for the remainder of the costs associated with the membership. ● City Access for Data Collection. As part of an ongoing effort to quantify the efficacy of TDM measures, City staff may need to access the project site (including the garage) to perform trip counts, and/or intercept surveys and/or other types of data collection. All onsite activities shall be coordinated through the TDM Coordinator. Project sponsor shall ensure that future access to the site is available to City Staff.
Transportation and Circulation	<p>Project Improvement Measure I-TR-2 – Non-Peak Construction Traffic Hours:</p> <p>To minimize the construction-related disruption of the general traffic flow on adjacent streets during the AM and PM peak periods, truck movements and deliveries shall occur only between 9 AM to 3:30 PM, outside of peak and evening hours.</p>

Table S-2
Summary of Measures Identified in the CPE Checklist (Continued)

Environmental Topic	Improvement Measures
Transportation and Circulation	<p>Project Improvement Measure I-TR-3 – Construction Management Plan Additions:</p> <p>Carpool and Transit Access for Construction Workers. To minimize parking demand and vehicle trips associated with construction workers, the construction contractor shall include in their contracts methods to encourage carpooling and transit access to the project site by construction workers.</p> <p>Project Construction Updates for Adjacent Businesses and Residents. To minimize construction impacts on access for nearby institutions and businesses, the project sponsor shall provide nearby residences and adjacent businesses with regularly updated information regarding project construction, through publically accessible means such as a website. This information should include a project construction contact person, construction activities, duration, peak construction activities (e.g., concrete pours), travel lane closures, and lane closures.</p>
Transportation and Circulation	<p>Project Improvement Measure I-TR-4 – Class II Bicycle Parking Signage:</p> <p>Prior to building occupation, and in coordination with SFMTA, bicycle parking signage shall be provided on the Market Street frontage, directing bicyclists to the additional public Class II bicycle parking spaces on Oak Street.</p>
Transportation and Circulation	<p>Project Improvement Measure I-TR-5 – Queue Abatement:</p> <p>To minimize the vehicle queues at the proposed project driveway into the public right-of-way, the project sponsor shall implement the Planning Department's vehicle queue abatement Conditions of Approval listed below.</p> <p><i>a. Queue Abatement Condition of Approval</i></p> <p>It shall be the responsibility of the owner/operator of any off-street parking facility with more than 20 parking spaces (excluding loading and car-share spaces) to ensure that recurring vehicle queues do not occur on the public right-of-way. A vehicle queue is defined as one or more vehicles (bound for the parking facility) blocking any portion of any public street, alley, or sidewalk for a period of 3 consecutive minutes or longer on a daily or weekly basis.</p> <p>If a recurring queue occurs, the owner/operator of the parking facility shall employ abatement methods as needed. Appropriate abatement methods will vary depending on the characteristics and causes of the recurring queue, as well as the characteristics of the parking facility, the street(s) to which the facility connects, and the associated land uses (if applicable).</p> <p>Suggested abatement methods include but are not limited to redesign of the facility to improve vehicle circulation and/or onsite queue capacity; employment of parking attendants; installation of LOT FULL signs, with active management by parking attendants; use of valet parking or other space-efficient parking techniques; use of offsite parking facilities or shared parking with nearby uses; use of parking occupancy sensors and signage directing drivers to available spaces; travel demand management strategies such as additional bicycle parking, customer shuttles, or delivery services; and/or parking demand management strategies such as parking time limits, paid parking, time-of-day parking surcharge, or validated parking.</p> <p>If the Planning Director, or his or her designee, suspects that a recurring queue is present, the Department shall notify the property owner in writing. Upon request, the owner/operator shall hire a qualified transportation consultant to evaluate the conditions at the site for no less than 7 days. The consultant shall prepare a monitoring report to be submitted to the Department for review. If the Department determines that a recurring queue does exist, the facility owner/operator shall have 90 days from the date of the written determination to abate the queue.</p>

Table S-2
Summary of Measures Identified in the CPE Checklist (Continued)

Environmental Topic	Improvement Measures
Air Quality	<p>Project Improvement Measure I-AQ-1 – Construction Emissions Minimization:</p> <p>A. Construction Emissions Minimization Plan. Prior to issuance of a construction permit, the project sponsor shall submit a Construction Emissions Minimization Plan (Plan) to the ERO for review and approval by an Environmental Planning Air Quality Specialist. The Plan shall detail project compliance with the following requirements:</p> <ol style="list-style-type: none"> 1. All off-road equipment greater than 25 horsepower and operating for more than 20 total hours over the entire duration of construction activities shall meet the following requirements: <ol style="list-style-type: none"> a) Where access to alternative sources of power are available, portable diesel engines shall be prohibited; b) All off-road equipment shall have: <ol style="list-style-type: none"> i. Engines that meet or exceed either U.S. Environmental Protection Agency or California Air Resources Board (CARB) Tier 2 off-road emission standards, and ii. Engines that are retrofitted with a CARB Level 3 VDECS.⁴ c) Exceptions: <ol style="list-style-type: none"> i. Exceptions to A(1)(a) may be granted if the project sponsor has submitted information providing evidence to the satisfaction of the ERO that an alternative source of power is limited or infeasible at the project site, and that the requirements of this exception provision apply. Under this circumstance, the sponsor shall submit documentation of compliance with A(1)(b) for onsite power generation. ii. Exceptions to A(1)(b)(ii) <i>may</i> be granted if the project sponsor has submitted information providing evidence to the satisfaction of the ERO that a particular piece of off-road equipment with an CARB Level 3 VDECS is: (1) technically not feasible; (2) would not produce desired emissions reductions due to expected operating modes; (3) installing the control device would create a safety hazard or impaired visibility for the operator; or (4) there is a compelling emergency need to use off-road equipment that are not retrofitted with a CARB Level 3 VDECS and the sponsor has submitted documentation to the ERO that the requirements of this exception provision apply. If granted an exception to A(1)(b)(ii), the project sponsor must comply with the requirements of A(1)(c)(iii). iii. If an exception is granted pursuant to A(1)(c)(ii), the project sponsor shall provide the next-cleanest piece of off-road equipment as provided by the step-down schedules in Table 4.

Table 4
Off-Road Equipment Compliance Step-down Schedule

Compliance Alternative	Engine Emission Standard	Emissions Control
1	Tier 2	CARB Level 2 VDECS
2	Tier 2	CARB Level 1 VDECS
3	Tier 2	Alternative Fuel*

⁴ Equipment with engines meeting Tier 4 Interim or Tier 4 Final emission standards automatically meet this requirement; therefore, a VDECS would not be required.

Table S-2
Summary of Measures Identified in the CPE Checklist (Continued)

Environmental Topic	Improvement Measures
Air Quality (continued)	<p>How to use the table: If the requirements of (A)(1)(b) cannot be met, then the project sponsor would need to meet Compliance Alternative 1. Should the project sponsor not be able to supply off-road equipment meeting Compliance Alternative 1, then Compliance Alternative 2 would need to be met. Should the project sponsor not be able to supply off-road equipment meeting Compliance Alternative 2, then Compliance Alternative 3 would need to be met.</p> <p>* Alternative fuels are not a VDECS.</p> <ol style="list-style-type: none"> The project sponsor shall require the idling time for off-road and on-road equipment be limited to no more than 2 minutes, except as provided in exceptions to the applicable state regulations regarding idling for off-road and on-road equipment. Legible and visible signs shall be posted in multiple languages (English, Spanish, Chinese) in designated queuing areas and at the construction site to remind operators of the 2-minute idling limit. The project sponsor shall require that construction operators properly maintain and tune equipment in accordance with manufacturer specifications. The Plan shall include estimates of the construction timeline by phase with a description of each piece of off-road equipment required for every construction phase. Off-road equipment descriptions and information may include, but are not limited to: equipment type, equipment manufacturer, equipment identification number, engine model year, engine certification (Tier rating), horsepower, engine serial number, and expected fuel use and hours of operation. For VDECS installed: technology type, serial number, make, model, manufacturer, CARB verification number level, and installation date and hour meter reading on installation date. For off-road equipment using alternative fuels, reporting shall indicate the type of alternative fuel being used. The Plan shall be kept on site and available for review by any persons requesting it, and a legible sign shall be posted at the perimeter of the construction site indicating to the public the basic requirements of the Plan and a way to request a copy of the Plan. The project sponsor shall provide copies of Plan to members of the public as requested. <p>B. Reporting. Quarterly reports shall be submitted to the ERO indicating the construction phase and off-road equipment information used during each phase, including the information required in A(4). In addition, for off-road equipment using alternative fuels, reporting shall include the actual amount of alternative fuel used.</p> <p>Within 6 months of the completion of construction activities, the project sponsor shall submit to the ERO a final report summarizing construction activities. The final report shall indicate the start and end dates and duration of each construction phase. For each phase, the report shall include detailed information required in A(4). In addition, for off-road equipment using alternative fuels, reporting shall include the actual amount of alternative fuel used.</p> <p>C. Certification Statement and Onsite Requirements. Prior to the commencement of construction activities, the project sponsor must certify (1) compliance with the Plan, and (2) all applicable requirements of the Plan have been incorporated into contract specifications.</p>
Air Quality	<p>Project Improvement Measure I-AQ-2 – Best Available Control Technology for Diesel Generators:</p> <p>All diesel generators should have engines that:</p> <ol style="list-style-type: none"> Meet Tier 4 Final or Tier 4 Interim emission standards, or Meet Tier 2 emission standards and are equipped with a CARB Level 3 VDECS.

Table S-3
Comparison of Alternatives for CEQA Analysis

	Proposed Project	Alternative 1 – No Project	Alternative 2 – Full Preservation	Alternative 3 – Market Partial Preservation	Alternative 4 – Oak Partial Preservation
Description					
Building Height/Stories	12 stories/ 120 feet plus 16-foot screen wall	1 to 3 stories	12 stories/ 120 feet plus 16-foot screen wall	12 stories/ 120 feet plus 16-foot screen wall	12 stories/ 120 feet plus 16-foot screen wall
Residential Units	109	—	13	66	62
Gross Square Feet by Use¹					
Residential	116,217	—	13,00	48,123	48,924
Commercial	4,810	—	1,425	1,585	2,985
Parking	12,512	—	—	—	—
Other	4,463 (Residential Lobby/Lounge)	—	—	—	—
Total	138,002	—	14,937	80,411	74,469
Parking					
Vehicle	28	—	0	0	0
Bike	110	—	13	66	62
Ability to Meet Project Sponsor's Objectives					
	Achieves All Goals (High)	None	Partially Achieves (Very Low)	Partially Achieves (Moderate)	Partially Achieves (Medium)
Impacts					
Impact CP-1: Demolition of a historic resource (1554-1564 Market Street)	SUM	NI	NI	NI	SUM
Impact CP-2: Demolition of a historic resource (55 Oak Street)	SUM	NI	LS	SUM	LS
Impact CP-3: Impacts to individual offsite historical resources or historic districts	LS	NI	LS	LS	LS
Impact C-CP-1: The proposed project, in combination with other past, present, and reasonably foreseeable future projects in the project vicinity, would not result in a significant cumulative impact on a historic architectural resources	LS	LS	LS	LS	LS
Source: Trumark Urban, 2014.					
Notes:					
The ability of each of the alternatives to achieve the project objectives is assigned an overall rating based on the following categories: none; partial (very low, low, moderate, medium); and all (high).					
¹ The comparison only shows new or redeveloped space and does not show existing uses or building space to be retained.					
NI = No impact					
LS = Less-than-significant impact, no mitigation required					
SUM = Significant and unavoidable impact, with implementation of feasible mitigation					

C. Summary of Project Alternatives

The four alternatives analyzed in Chapter 6 of this EIR are the No Project Alternative, Full Preservation Alternative, Market Partial Preservation Alternative, and Oak Partial Preservation Alternative as shown in Table S-3. These alternatives represent a reasonable range of alternatives to the proposed project that would feasibly attain project objectives, and would avoid or substantially lessen the significant adverse environmental impact to historic architectural resources. The selected alternatives were based on the applicable land use regulations pertaining to the site, including zoning and the Market and Octavia Area Plan, engineering standards, and building code requirements. These alternatives are:

- **Alternative 1: No Project Alternative.** Under this alternative, no changes would be made to the existing structures at 1546-1550 Market Street. The buildings on the site would continue with commercial/retail uses on Market Street and automotive repair uses on Oak Street, as described in Section 2.D in Chapter 2, Project Description.
- **Alternative 2: Full Preservation Alternative.** Under this alternative, the existing 1546-1550 Market Street building would be demolished and replaced with a twelve-story, 120-foot-tall building, and both historic architectural resources, 1554-1564 Market Street and 55 Oak Street, would be preserved. The building at 55 Oak Street, which is currently used as an automotive repair shop, would be redeveloped with residential uses and retail space. Between the new Market Street building and the redeveloped 55 Oak Street building, this alternative would provide a total floor area of 14,937 square feet, and have a total of 13 residential units and 13 bicycle parking spaces. No vehicle parking would be provided. The proposed changes to 55 Oak Street would be designed and built in compliance with the Secretary of the Interior's Standards for Treatment of Historic Properties.
- **Alternative 3: Market Partial Preservation Alternative.** Under this alternative, the existing nonhistoric building, 1546-1550 Market Street, and one historic resource, 55 Oak Street, would be demolished, and the other historic resource, 1554-1564 Market Street, would be retained. A new 80,411-gsf, 12-story, 120-foot-tall residential tower would be constructed. The building would have a total of 66 dwelling units, comprising 55 one-bedroom dwelling units and 11 studios. The ground floor would include a 600-square-foot retail space and 985-square-foot residential lobby along Oak Street, and a 675-square-foot retail space along Market Street. No vehicle parking would be provided on site. Storage for the 66 Class 1 bicycle parking spaces would be provided in a 770-square-foot bicycle storage area accessed from Oak Street.
- **Alternative 4: Oak Partial Preservation Alternative.** Under this alternative, the existing nonhistoric building, 1546-1550 Market Street, and one historic resource, 1554-1564 Market Street, would be demolished; the other historic resource, 55 Oak Street, would be retained. A new 12-story, 120-foot-tall residential tower would be constructed, fronting Market Street. In addition, under this alternative, a single-story addition to 55 Oak Street would be constructed over the existing structure. The addition would be set back 15 feet from the Oak Street building façade. The existing building at 55 Oak Street would be brought up to code and redeveloped with commercial and residential uses, requiring some façade alterations to support the change of use. This alternative would result in a 74,469-gsf residential structure with 62 dwelling units. A 1,425-square-foot ground-floor retail space on Oak Street and a 1,560-square-foot ground-floor retail space along Market Street would be provided. No vehicle parking would be provided on site; however, 62 bicycle parking spaces would be provided. The modifications to 55 Oak Street would be designed and built in compliance with the Secretary of the Interior's Standards for Treatment of Historic Properties.

The Full Preservation Alternative would be the environmentally superior alternative, because unlike the proposed project, it would result in less-than-significant impacts related to historic architectural resources, and avoid the significant unavoidable impacts resulting from the proposed project. The Full Preservation Alternative includes the retention of the two historic resources on the project site. In addition, although the alternative would result in alterations to the façade of 55 Oak Street required to convert its use from automotive repair to a mixture of commercial and residential uses, these alterations would be designed and build in compliance with the Secretary of the Interior's Standards for Treatment of Historic Properties, allowing the building to continue to convey its historic significance.

D. Areas of Controversy and Issues to be Resolved

The Planning Department received an Environmental Evaluation Application for the proposed project on April 2, 2013. This application was revised on September 12, 2013 to reflect changes to the proposed project's program and design. The Planning Department prepared a CPE checklist and published a NOP of an EIR on October 22, 2014, announcing its intent to prepare and distribute a Focused EIR (the NOP and CPE checklist are presented as Appendix A to this EIR). Publication of the NOP and CPE checklist initiated a 30-day public review and comment period that began on October 23, 2014, and ended on November 24, 2014. Individuals and agencies that received these notices included owners of properties within 300 feet of the project site, and potentially interested parties, including regional and State agencies. During the public review and comment period, no comment letters were submitted to the Planning Department by interested parties.

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

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CHAPTER 1

Introduction

This Environmental Impact Report (EIR) analyzes the potential environmental effects associated with the 1546-1564 Market Street project (proposed project or project). This chapter describes the type, purpose, and function of the EIR, provides background information related to the Programmatic EIR prepared for the Market and Octavia Area Plan (Area Plan), and describes the environmental review process for the project. As described in Chapter 2, Project Description, the proposed project would demolish the three existing buildings on the site and construct a new 12-story, 120-foot (136 feet with roof terrace screen wall) residential building. The new building would have 109 dwelling units and would include ground-floor retail uses, primarily along Market Street.

A. Purpose and Function of this Environmental Impact Report

The San Francisco Planning Department (Planning Department), serving as lead agency responsible for administering the environmental review on behalf of the City and County of San Francisco, determined that the preparation of an EIR was required for the proposed project.

The California Environmental Quality Act (CEQA) requires that, before a decision can be made to approve a project that could pose potential adverse physical effects, an EIR must be prepared that fully describes the environmental effects of the project. The information contained in an EIR is reviewed and considered by the decision-makers before arriving at a decision to approve, disapprove, or modify a project.

CEQA requires that the lead agency 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 expected impact, except when certain findings are made. If the lead 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.

The Planning Department has prepared this EIR to provide the public and responsible and trustee agencies reviewing the proposed project with information about the potential effects of the project on the environment. This EIR describes the potential environmental impacts resulting from implementation of the 1546-1564 Market Street project; identifies mitigation measures for reducing impacts to a less-than-significant level where feasible; and evaluates alternatives to the project.

This document is a project-level Focused EIR and is intended as an informational document that, in and of itself, does not determine whether a project will be approved—but aids the planning and decision-making process by disclosing the potential for significant and adverse impacts. In conformance with CEQA, California Public Resources Code, Section 21000 et seq., this EIR provides information addressing the environmental consequences of the project and identifies possible means of reducing or avoiding its potentially significant impacts. The CEQA Guidelines define the role and expectations for this EIR as follows:

- **Informational Document.** An EIR is an informational document that will inform public agency decision-makers and the public generally of the significant environmental effect(s) of a project, identify possible ways to minimize the significant effects, and describe 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 (Section 15121[a]).
- **Standards for Adequacy of an EIR.** An EIR should be prepared with a sufficient degree of analysis to provide decision-makers with information that enables them to make a decision that intelligently takes account of environmental consequences. An evaluation of the environmental effects of a proposed project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in the light of what is reasonably feasible. Disagreement among experts does not make an EIR inadequate, but the EIR should summarize the main points of disagreement among the experts. The courts have looked not for perfection but for adequacy, completeness, and a good faith effort at full disclosure (Section 15151).

B. Background

The project site is located within the Area Plan boundaries. The Area Plan was developed as part of the Planning Department's initiative, begun in the late 1990s, to address housing and job needs, and to identify positive land use characteristics and qualities of San Francisco that could be replicated in future development. The Market and Octavia Neighborhood Plan EIR (PEIR) prepared for the Area Plan analyzes the then-proposed amendments to the Planning Code and Zoning Maps, and the land use development and activities that are anticipated to occur under the Area Plan. A public scoping meeting for the PEIR was held on November 18, 2003, and the Notice of Preparation (NOP) of an EIR was published on January 23, 2004. On April 5, 2007, the Planning Commission certified the final PEIR for the Area Plan.¹

The PEIR is a program EIR for the land use control changes; it includes a project-level analysis for the redevelopment of 22 Central Freeway parcels, and for public street and open space improvements. It analyzes the program established in the Area Plan, including the land use controls, urban design guidelines, and public open space and transportation improvements aimed at encouraging new housing developments and enhancing the existing urban neighborhoods. Overall, implementation of the Area Plan is anticipated to result in an increase of approximately 4,440 new housing units and approximately 60 new jobs in the plan area by 2025.

The Area Plan created three new zoning districts: Downtown Residential (DTR), Residential Transit-oriented (RTO), and Neighborhood Commercial-Transit (NCT); and amended the Hayes-Gough, Upper

¹ San Francisco Planning Department, 2007. Market and Octavia Neighborhood Plan Final Environmental Impact Report. Case No. 2003.0347E; State Clearinghouse No. 2004012118, certified April 5, 2007. This document is available online at www.sf-planning.org/index.aspx?page=1714, or at the Planning Department, 1650 Mission Street, Suite 400.

Market, and Valencia Neighborhood Commercial Districts (NCDs). The Area Plan eliminated residential density controls to allow for residential infill within a prescribed building form, refined height and bulk controls, implemented urban design guidelines that preserve mid-block open spaces and sunlight to streets, and established building forms compatible with the existing neighborhood character. The height rezoning proposed by the Area Plan generally allows taller heights around the Van Ness Avenue and Market Street intersection, and in the Civic Center area (up to a maximum 400 feet at highest points compared to the existing 320-foot maximum height limit). The Area Plan reduced heights in many established residential areas in Hayes Valley and South of Market, and established minimum height requirements to encourage the provision of housing on upper floors.

C. Environmental Review Process

The environmental review process for a Focused EIR that has been streamlined per CEQA Guidelines Section 15183 includes the following steps: preparation of a Community Plan Exemption (CPE) checklist; publication of a NOP; publication of a Draft EIR for public review and comment; preparation and publication of responses to public and agency comments on the Draft EIR; and certification of the Final EIR. The environmental review process is initiated when a project sponsor files an Environmental Evaluation Application.

The CEQA State Guidelines Section 15183 streamlines environmental review for projects that are consistent with the development density established by existing zoning, community plan, or general plan policies, for which an EIR was previously certified. The proposed project was addressed at a program level in the PEIR.² The Citywide Planning and Current Planning Divisions of the Planning Department have determined that the proposed project is consistent with the requirements (i.e., development density) of the Area Plan, as evaluated in the PEIR.^{3,4} Therefore, because the project is consistent with the programmatic document prepared for the area, the environmental review can be streamlined per CEQA State Guidelines Section 15183.

For this streamlined review, Section 15183 specifies that examination of environmental effects shall be limited to those effects that: (1) are peculiar to the project or parcel on which the project would be located; (2) were not analyzed as significant effects in a prior EIR on the zoning action, general plan, or community plan with which the project is consistent; (3) are potentially significant offsite and cumulative impacts that were not discussed in the underlying EIR; and (4) are previously identified in the EIR, but are determined to have a more severe adverse impact than that discussed in the underlying EIR. Section 15183(c) specifies that if an impact is not peculiar to the parcel or to the proposed project, then an EIR need not be prepared for that project solely on the basis of that impact.

The Planning Department prepared a CPE checklist for the proposed 1546-1564 Market Street project, to determine whether the project's impacts were adequately addressed in the PEIR, as described above.

² San Francisco Planning Department, 2007. Market and Octavia Neighborhood Plan Final Environmental Impact Report. Case No. 2003.0347E; State Clearinghouse No. 2004012118, certified April 5, 2007. This document is available online at www.sf-planning.org/index.aspx?page=1714, or at the Planning Department, 1650 Mission Street, Suite 400.

³ San Francisco Planning Department, 2014. Community Plan Exemption Eligibility Determination, Citywide Planning and Policy Analysis for 1546-1564 Market Street, from Adam Varat. January 28. This document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2012.0877E.

⁴ San Francisco Planning Department, 2014. Community Plan Exemption Eligibility Determination Current Planning Division for 1546-1564 Market Street, from Jeff Joslin. July 9. This document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2012.0877E.

Based on the analysis in the CPE checklist (see Appendix A), the proposed project would result in significant impacts on historic architectural resources that are peculiar to the project site, and that were not identified in the PEIR. For all the other environmental topics, the proposed project would not result in new significant impacts, nor would it result in more severe adverse impacts to these resources than were identified in the PEIR.

Therefore, further environmental review of the proposed project is required for the topic of historic architectural resources. In accordance with Section 15183, this Focused EIR has been prepared to examine the proposed project's specific impacts on historic architectural resources; identify mitigation for potentially significant impacts; and analyze whether proposed mitigation measures would reduce the significant environmental impacts to less-than-significant levels. This Focused EIR also analyzed alternatives to the proposed project that could substantially reduce or eliminate one or more significant impacts of the proposed project, but could still feasibly attain most of the basic project objectives. All other environmental topics are addressed only in the CPE checklist, because the analysis in the PEIR was determined to have adequately addressed the project's potential impacts.

1. Notice of Preparation and Community Plan Exemption Checklist

The Planning Department received an Environmental Evaluation Application for the proposed project on April 2, 2013. In accordance with Sections 15063 and 15082 of the CEQA Guidelines, the Planning Department, as lead agency, published and distributed a NOP; the NOP includes a brief project description, and indicates which topics are addressed in the CPE and which issues are addressed in the EIR (see Appendix A of this EIR). The Planning Department also published and distributed the CPE checklist, which describes the potential environmental impacts from the implementation of the proposed project, and indicates whether the impacts have been addressed in the PEIR for the plan area. The NOP, together with the CPE checklist, was mailed to responsible and trustee agencies, as well as to interested entities and individuals. The NOP was placed in the Examiner (San Francisco, California) on October 22, 2014, and was posted to the Planning Department website along with other information related to the proposed project (see Planning Department File No. 2012.0877E).

Publication of the NOP initiated a 30-day public comment period (October 23, 2014 through November 24, 2014); during this time, the Planning Department received no public comment letters. The Planning Department determined that a public scoping meeting was not required for the project.

2. Draft EIR and Final EIR

This Draft EIR is available for public review and comment during the public review period noted on the cover, during which time the Planning Commission will hold a public hearing on the Draft EIR. Following the close of the public comment period, the Planning Department will prepare and publish a Responses to Comments document, containing all substantive comments received on the Draft EIR, as well as the Planning Department's responses to those comments. The document may also contain specific changes to the Draft EIR.

This Draft EIR, together with the Responses to Comments document (including revisions to the Draft EIR), will be considered by the Planning Commission in an advertised public meeting, and then certified as a Final EIR if deemed adequate.

3. Public Participation

Chapter 31 of the San Francisco Administrative Code encourages public participation in the planning and environmental review processes. The public has opportunities to state its views during a public review and comment period and a public hearing before the San Francisco Planning Commission.

This Draft EIR was published on January 7, 2014. The public comment period for this EIR is 45 days. The public is invited to submit written comments on the adequacy and accuracy of the Draft EIR; comments should address the sufficiency of the document in identifying and analyzing possible significant environmental impacts and how they may be avoided or mitigated. CEQA Guidelines Section 15096(d) also requests responsible agencies to review project activities that are in the agency's areas of expertise, that are required to be carried out or approved by the agency, or that will be subject to the exercise of powers by the agency; and to provide comments supported by either oral or written documentation.

Written comments should be submitted to:

Sarah B. Jones, Environmental Review Officer
San Francisco Planning Department
1650 Mission Street, Suite 400
San Francisco, California 94103

Comments may also be submitted by email to Sarah.B.Jones@sfgov.org. Comments must be received by 5:00 PM on February 23, 2015.

Comments may also be submitted in person during the public hearing, which has been scheduled before the Planning Commission for February 12, 2015, in Room 400, City Hall, 1 Dr. Carlton B. Goodlett Place, San Francisco, California. Please call (415) 558-6422 the week of the hearing for a recorded message that provides the commission agenda.

Copies of the Draft EIR are available at the Planning Information Center, San Francisco Planning Department, 1660 Mission Street, 1st Floor, San Francisco, California 94103. The Draft EIR is also available for viewing or downloading at the Planning Department website: <http://www.sf-planning.org/sfcecqadocs> (search for File No. 2012.0877E). You may also request that a copy be sent to you by calling (415) 575-9024, or by emailing the EIR Coordinator, Brett Bollinger, at brett.bollinger@sfgov.org. The distribution list for the Draft EIR and all documents referenced in this Draft EIR are available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco, California 94103, as part of File No. 2012.0877E.

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CHAPTER 2

Project Description

This chapter describes the proposed 1546-1564 Market Street project (proposed project) evaluated in this Environmental Impact Report (EIR). Topics addressed in this chapter include an overview of the project; the project sponsor's objectives; a description of the project location and existing conditions at the site; a description of the project's characteristics; and the intended uses of this EIR, including the required approvals.

A. Project Overview

The project site is at 1546-1550 Market Street, 1554-1564 Market Street, and 55 Oak Street, San Francisco, California. The project site is 12,565 square feet and includes two parcels (Assessor's Parcel Numbers 0836-006 and 0836-007), which would be merged to form a single lot. The proposed project would demolish the existing three buildings on the site, and construct a new 12-story, 120-foot (136 feet with roof terrace screen wall) residential building with ground-floor retail uses.

The proposed building would have a total of 138,002 gross square feet (gsf), which would include 116,217 gsf of residential uses (109 dwelling units), 4,463 gsf for residential lobby/lounge uses, 4,810 gsf of retail (three retail spaces), and 12,512 gsf of parking (28 car parking spaces, primarily provided in vehicle stackers or lifts, and 110 bicycle parking spaces). The proposed project would have two structures, one fronting onto Market Street and one fronting onto Oak Street, separated by an interior courtyard and a narrow pedestrian walkway connecting the two structures at each of the levels above the ground floor. Ground-floor retail uses would be accessible from Market and Oak streets, and the residential units would be accessible from a lobby on Oak Street; access to the below-grade residential parking would be provided from a new curb cut and ramp off of Oak Street. No off-street loading spaces are proposed.

The project site is located in the boundaries of the Market and Octavia Area Plan (Area Plan), and development of the site was addressed at the program level in the Market and Octavia Neighborhood Plan EIR (PEIR), as described further under Section 2.G, Intended Uses of the EIR.

Two of the three existing buildings have been determined to be historic resources under the California Environmental Quality Act (CEQA), as described in Section 2.D, Existing Conditions; one appears eligible for local listing or designation, and the other appears eligible for the California Register of Historical Resources (CRHR).¹

¹ Page and Turnbull, 2014. 1546-64 Market Street/55 Oak Street Historic Resource Evaluation Part 2, San Francisco, California, [12155A]. Prepared for Trumark Homes. February 21. This document is available for public review at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2012.0877E.

B. Project Sponsor's Objectives

The project sponsor and developer is Trumark Urban, and the project architect is Handel Architects, LLP. The project sponsor's objectives for the proposed project are:

- Continue the redevelopment and revitalization of Market Street through the development of a project that is consistent with and enhances the existing scale and urban design character of the area, and furthers the City of San Francisco's (City's) housing and applicable General Plan policies.
- Implement the City's Market and Octavia Area Plan by replacing existing structures with a high-quality residential project with exceptional design that reflects the transitional nature of the block from higher-density development at the corner of Market Street and Van Ness Avenue/South Van Ness Avenue, to lower-density at Market Street and Franklin Street.
- Increase the City's supply of housing in an area that is identified for higher-density housing due to its proximity to downtown and local and regional transit hubs, and increase the affordable housing supply in the City in accordance with City requirements.
- Construct a sufficient number of dwelling units to generate a return on investment adequate to attract investment capital and construction financing.
- Construct streetscape improvements that complement the proposed Oak Street Plaza (proposed by adjacent 1510-1540 Market Street project), and enliven pedestrian activity by developing ground-floor retail and public-amenity space to supplement existing uses, and serve neighborhood residents and visitors.

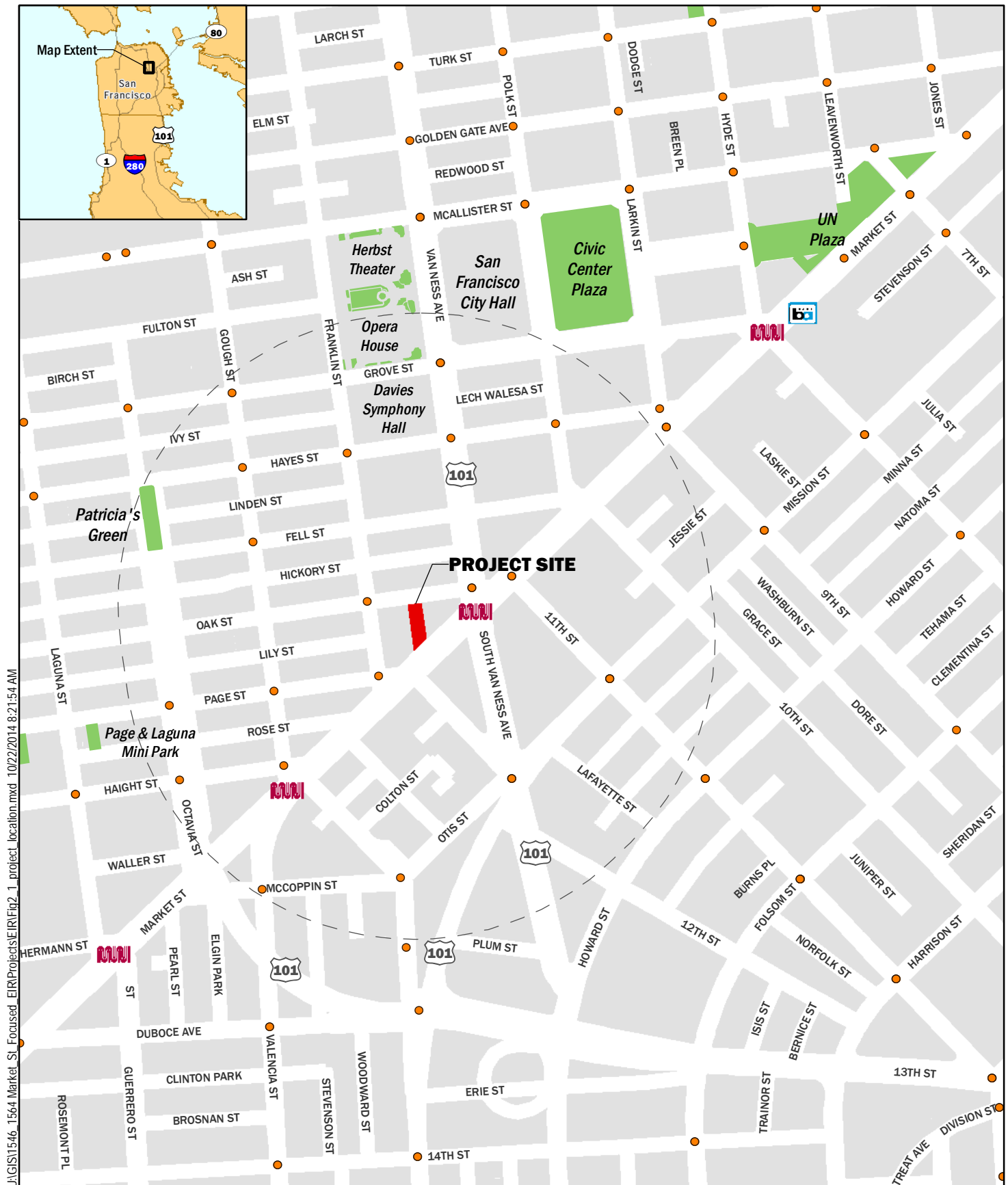
C. Project Location




The project site has frontage on Market and Oak streets, and Van Ness Avenue and Franklin Street are at the eastern and western ends of the block, respectively (Figure 2-1). The 12,565-square-foot rectangular site comprises two adjacent lots (Assessor's Parcel Numbers 0836-006 and 0836-007). Three buildings are located on the site and occupy the entire extent of the two lots.

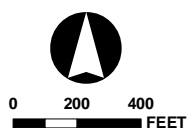
The project site is within the Area Plan boundaries, and is zoned C-3-G (Downtown General Commercial District). The site is also within the Van Ness and Market Downtown Residential Special Use District, and the 120-R-2 Height and Bulk District. The maximum allowed floor area ratio (FAR)² for the site is 9:1, as specified in Planning Code Section 249.33; this maximum can be exceeded through the payment of fees as allowed under Planning Code Section 424.

The project site is near the junction of three of the city's roadway grid systems: the north of Market, south of Market, and Mission grids meet at Market Street. Major roadways in the project vicinity include Franklin, Gough, Fell, Oak, Mission, Eighth, and Ninth streets, and Van Ness and South Van Ness avenues. Interstate 80 and U.S. Highway 101 provide regional access to the project vicinity. The closest

² As defined in Planning Code Section 102.11, floor area ratio is the ratio of the gross floor area of all the buildings on a lot to the area of the lot. In cases where portions of the gross floor area of a building project horizontally beyond the lot lines, all such projecting gross floor area shall also be included in determining the floor area ratio.



-  BART Stop
  Park/Open Space
-  Muni Light Rail Stop
  1/4-mile Radius from Project Site
-  Muni Bus Stop



PROJECT LOCATION

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-1

Bay Area Rapid Transit District stop is at Civic Center, approximately 0.5 mile east of the site; and the closest San Francisco Municipal Railway (Muni) Metro stop is at Van Ness Avenue and Market Street, a half block east of the site. The project site is within a quarter mile of several local transit lines, including Muni Metro lines J, K, L, M, N, and T; as well as Muni bus lines F, N Owl, 6, 9/9L, 14/14L (and 14 Owl), 16X, 21, 47, 49, 71/71L, and 90.

D. Existing Conditions

Information pertaining to the three existing buildings on the project site is summarized in Table 2-1.

One of the three buildings—1546-1550 Market Street—is a three-story reinforced-concrete frame commercial building located on the smaller of the two parcels (lot 006) that compose the project site, as shown on Figure 2-2. The building is generally rectangular in plan, has a flat roof, and is clad in stucco. Constructed in 1912, it originally had multi-family apartments above the ground-floor commercial/retail space. Currently, office uses are conducted above the retail portion; the entrance to the office uses is from 1550 Market Street. The retail portion of the building is at 1546 Market Street, and is currently occupied by a liquor store. The building was determined ineligible for the National Register of Historic Places, CRHR, and local designation through survey evaluation (California Historic Resource Status [CHRS] code 6Z), and is not considered a historic resource under CEQA.³

Table 2-1
Existing Site Characteristics

Lot Number ¹	Address	Lot Size (square feet)	Building Area (square feet)	Date Constructed	Uses/Building Characteristics
006	1546-1550 Market Street	2,074	6,330	1912	three-story reinforced concrete building/retail and office
007	1554-1564 Market Street	10,491	4,179	1907	one-story brick building/commercial retail uses
007	55 Oak Street	see above ²	6,135	1929	one-story plus mezzanine reinforced concrete building/automotive repair
Total	—	12,565	16,644	—	—

Source: Trumark Urban, 2014.

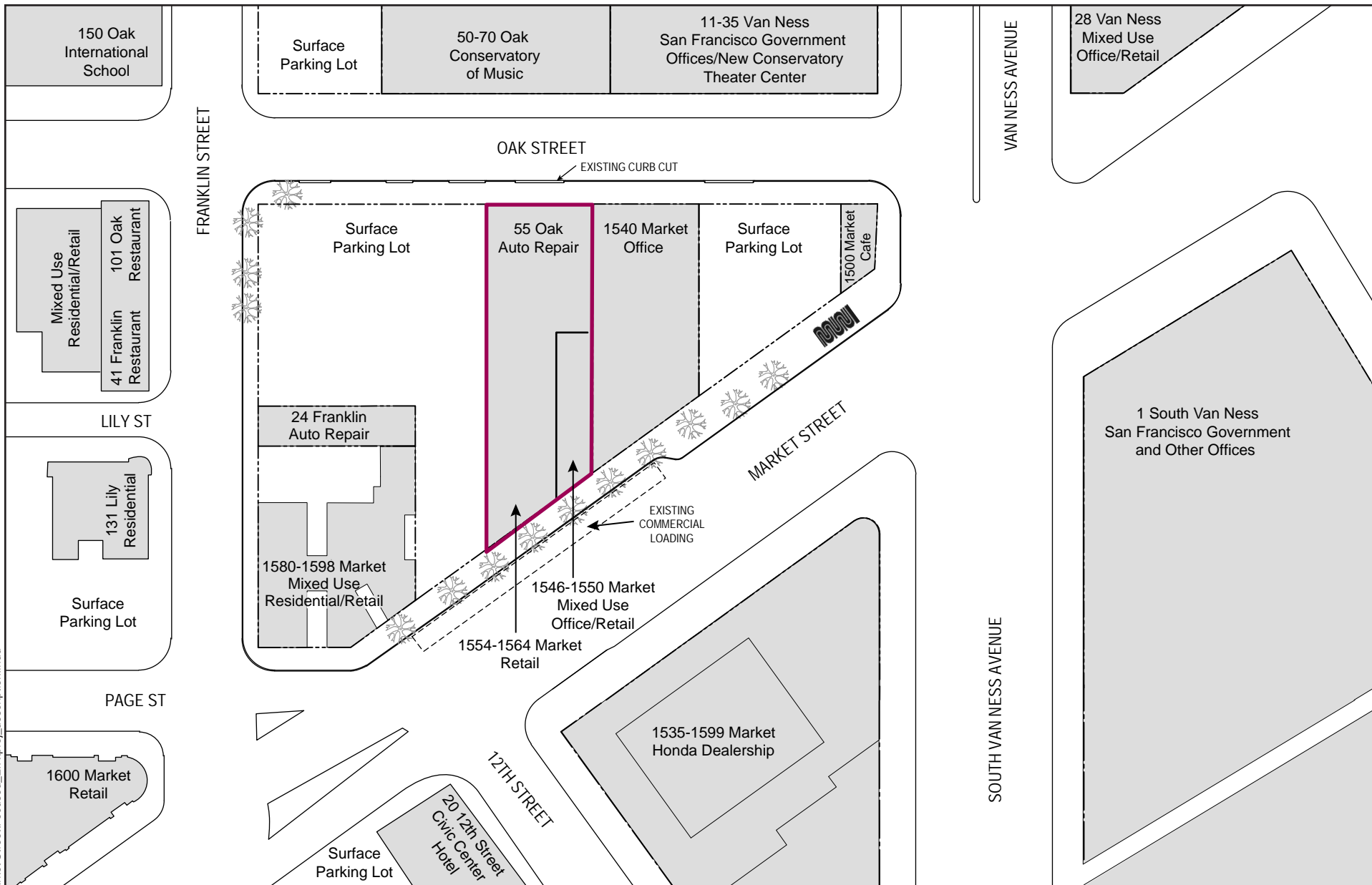
Notes:

¹ The project site is on Assessor's Block 836.

² 1554-1564 Market and 55 Oak Street are both located on lot 007, which is 10,491 square feet in area.

The two other buildings—1554-1564 Market Street and 55 Oak Street—are located on the second parcel (lot 007), which is a through-block lot, extending from Market Street to Oak Street, as shown on Figure 2-2. A one-story brick commercial building, 1554-1564 Market Street, has two bays with recessed entries, and a single store-front in each bay. The building was constructed in 1907 for commercial/retail

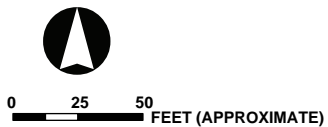
³ Page and Turnbull, 2014. 1546-64 Market Street/55 Oak Street Historic Resource Evaluation Part 2, San Francisco, California, [12155A]. Prepared for Trumark Homes. February 21. This document is available for public review at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2012.0877E.



Source: Handel Architects LLP, September 2013; URS 2013.

— Project Boundary

 Muni Light Rail Stop



EXISTING SITE PLAN

1546-1564 Market Street Project
San Francisco, California

FIGURE 2-2

uses, and is currently occupied with retail uses. A gallery currently occupies 1554 Market Street; and an antiques store occupies 1564 Market Street. The building appears to be individually eligible for local listing or designation through survey evaluation (CHRS code 5S3), and should be considered a historic resource under CEQA.⁴

Built circa 1920, 55 Oak Street is a one-story-plus-mezzanine, reinforced-concrete commercial building—rectangular in plan with a flat roof, and clad in stucco and concrete. Originally designed as an automobile repair shop, 55 Oak Street is currently occupied by automobile repair uses. The building appears eligible for the CRHR as an individual property through survey evaluation (CHRS code 3CS), and should be considered a historic resource under CEQA.⁵

No parking is provided on the project site except within the automotive repair shop. On-street parking in the project vicinity is provided on Oak and Franklin streets. In addition, several private parking facilities near the site offer daily and hourly parking.⁶ There is an existing curb cut on Oak Street to allow vehicular access to the automotive repair shop. A 30-minute commercial loading zone extends along Market Street in front of the project site, and permits trucks with at least six wheels to stop.

There are three street trees along the parcel frontage on Market Street, and none along the Oak Street frontage.

E. Project Vicinity and Surrounding Land Uses

The project site is at the edge of the Downtown/Civic Center neighborhood, adjacent to the South of Market neighborhood, and is characterized by neighborhood commercial uses, including restaurants, bars, cafés, fitness studios, and a variety of retail establishments. The project site is approximately 4 blocks south/southwest of the Civic Center, which includes City Hall and other government buildings; and the performing arts complex, which includes Davies Symphony Hall, the Opera House, and Herbst Theater.

Surrounding land uses include commercial/hotel/office/retail, industrial, residential, and parking lots, as shown on Figure 2-2. Immediately adjacent land uses include a surface parking lot to the west, and office uses at 1540 Market Street (four-story building) to the east. Other uses on same block include additional surface parking lots; an automotive repair shop at 24 Franklin Street (one-story building); a mixed-use residential building with ground-floor retail at 1580-1598 Market Street (six-story building, referred to as the Miramar apartments); and a café with office above at 1500 Market Street (three-story building). Immediately across Market Street from the project site is a car dealership at 1535-1599 Market Street (two-story façade), which occupies the entire frontage on the block, and a single-room occupancy hotel at 20 12th Street (five-story building). Immediately across Oak Street from the project site are offices uses at 11-35 Van Ness Avenue (eight-story building), the Conservatory of Music at 50-70 Oak Street (six-story building), and a surface parking lot.

⁴ Ibid.

⁵ Ibid.

⁶ Facilities within a block of the site, some of which may be removed for future proposed development, include American West Parking, 15 Oak Street; California Parking, 110 Franklin; and Star Park, 85 Oak Street. Other facilities within approximately ¼ mile of the site include PCI Market Square Parking, 15 10th Street; Star Park, 101 Hayes Street; City Park – Fox Plaza, 37 Hayes Street; Liberty Park, 116 Hayes Street; Liberty Park, 150 Hayes Street; and Douglas Parking, 47 Polk Street.

F. Project Characteristics

The proposed 1546-1564 Market Street project would entail the demolition of the existing three buildings on the project site, the merger of the two project parcels (Assessor's Parcel Numbers 0836-007 and 0836-006), and the construction of a new 12-story residential building (136 feet with roof terrace screen wall) with ground-floor retail uses along Market and Oak streets. The proposed site plan is shown on Figure 2-3. Figures 2-4 through 2-11 show the proposed floor plans; Figures 2-12 through 2-16 show the proposed building elevations; and Figures 2-17 and 2-18 show visual simulations for the project.

As summarized in Table 2-2, the proposed building would have a total of 138,002 gsf, which would include 116,217 gsf of residential uses (109 dwelling units); 4,463 gsf for residential lobby/lounge uses; 4,810 gsf of retail (three retail spaces), and 12,512 gsf for parking (28 car parking spaces, primarily provided in vehicle stackers, and 110 bicycle parking spaces). As shown on Figure 2-16, the proposed project would have two structures separated by an interior courtyard, and a narrow pedestrian walkway serving as a connection at each of the levels above the ground floor (see Figures 2-5 and 2-10). The two structures would be constructed above a common foundation and basement level: one structure would front onto Market Street, and the other would front onto Oak Street.

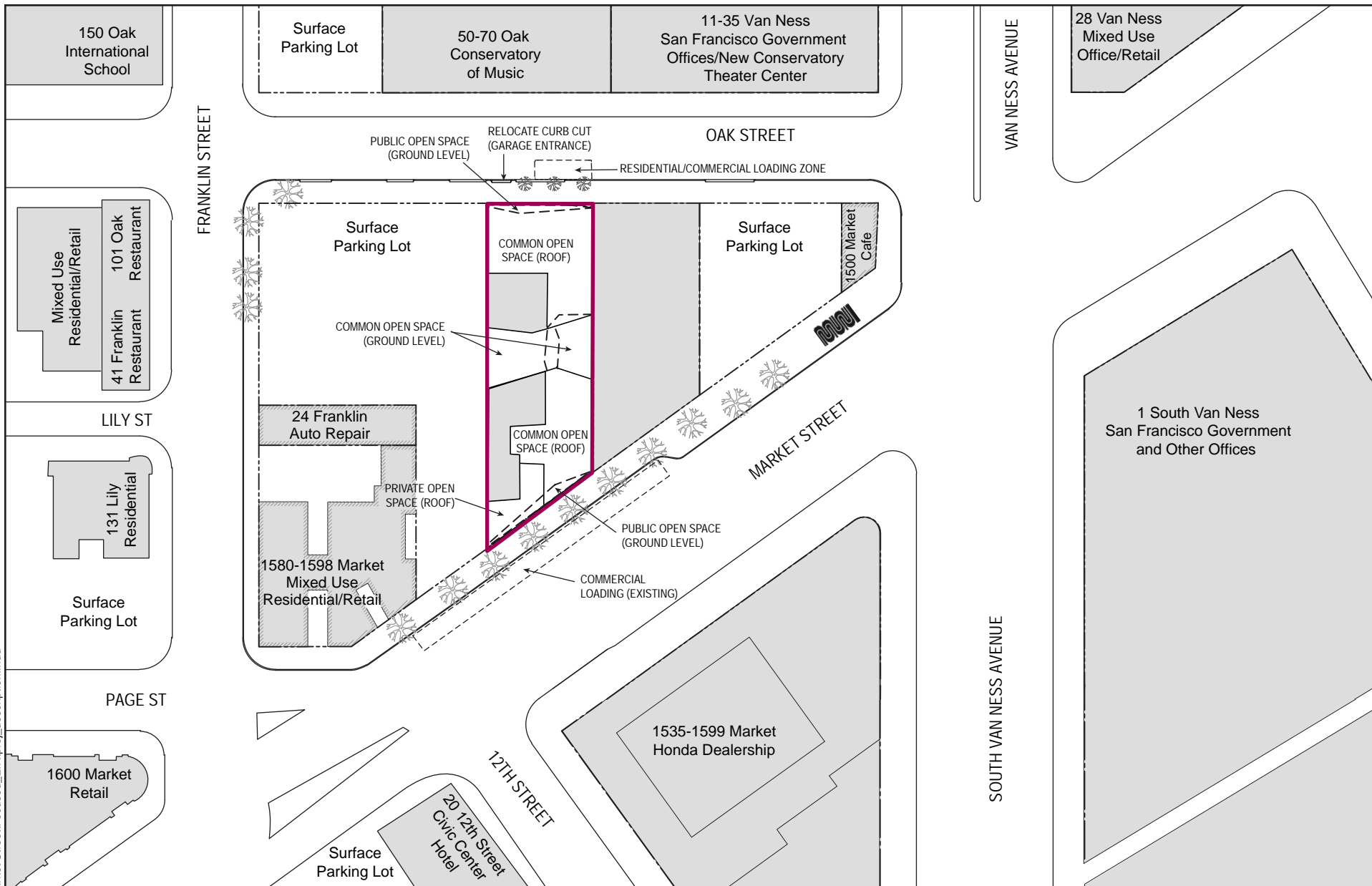
Residential parking would be provided below-grade and would be accessible from Oak Street. No off-street loading spaces are proposed. Ground-floor retail uses would primarily front onto Market Street and the residential lobby, and support uses, including a small retail space, would front onto Oak Street. The roof would have a 16-foot windscreen surrounding the common and private deck space. Additionally, a diesel powered emergency generator (200 kilowatts-480 volts, three-phase) would be located on the roof to serve as a back-up power supply.

1. Residential

There would be 109 residential units, composed of 11 studio units (10 percent); 74 one-bedroom units (68 percent); and 24 two-bedroom units (22 percent). Between the two structures, there would be a total of 9 to 11 units per floor. The units would range from approximately 490 square feet for a studio, to 655 to 1,180 square feet for a one-bedroom, and 1,135 to 1,610 square feet (two-bedroom). Figures 2-6 through 2-9 show the proposed floor plans for levels 2 through 12.


The proposed project would be subject to Planning Code Sections 415.1 through 415.9 (Inclusionary Affordable Housing Program), and Section 416 (Market and Octavia Area Plan and Upper Market Neighborhood Commercial District Affordable Housing Fee). The proposed project would comply with Planning Code Sections 415 and 416, by providing affordable housing on site. The proposed 109 residential units would be for sale; in compliance with the affordable housing requirements, 13 units—approximately 12 percent of the total units—would be provided as below-market rate units. The project sponsor would work with the San Francisco Planning Department (Planning Department) and the Mayor's Office of Housing and Community Development to comply with onsite inclusionary housing requirements.

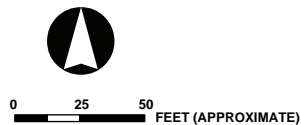
The proposed project would have a FAR of 9.2:1, which would exceed the allowed base FAR of 6:1, as well as the maximum allowed FAR of 9:1. The project sponsor would pay the fees to exceed the FAR, as allowed under Planning Code Section 424. The proposed project would require a variance for dwelling unit exposure to qualifying open space per Planning Code Section 140, because the five units per floor that face onto the interior courtyard do not meet the requirements for exposure to qualifying open space.



Source: Handel Architects LLP, September 2013; URS 2013.

— Project Boundary

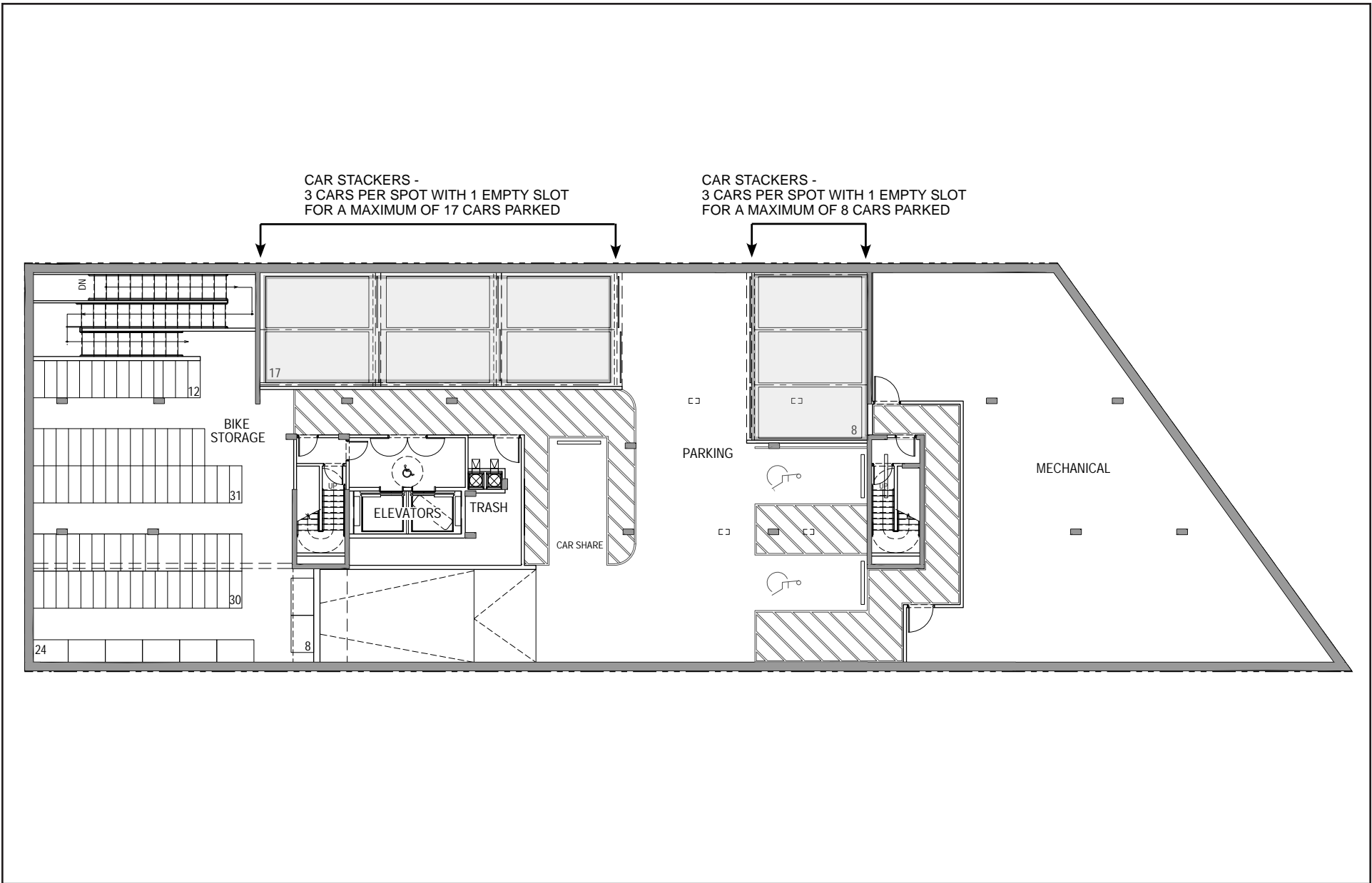
 Muni Light Rail Stop



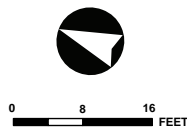
PROPOSED SITE PLAN

1546-1564 Market Street Project
San Francisco, California

FIGURE 2-3



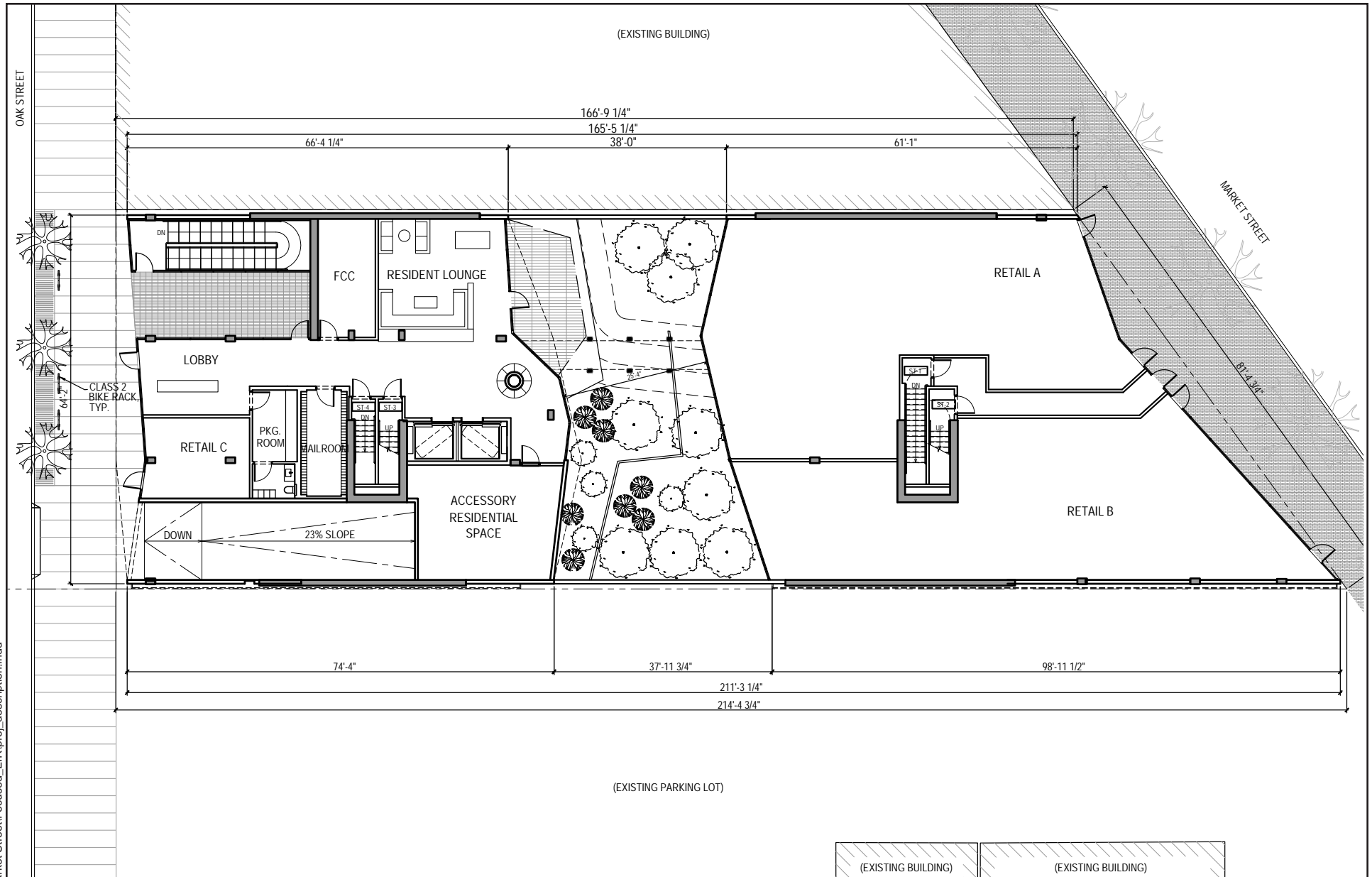
Source: Handel Architects LLP, February 2014.



PROPOSED BASEMENT/PARKING PLAN

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-4



Source: Handel Architects LLP, November 2013.



0 16 32 FEET

PROPOSED FLOOR PLAN – GROUND LEVEL

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-5

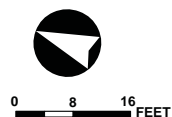
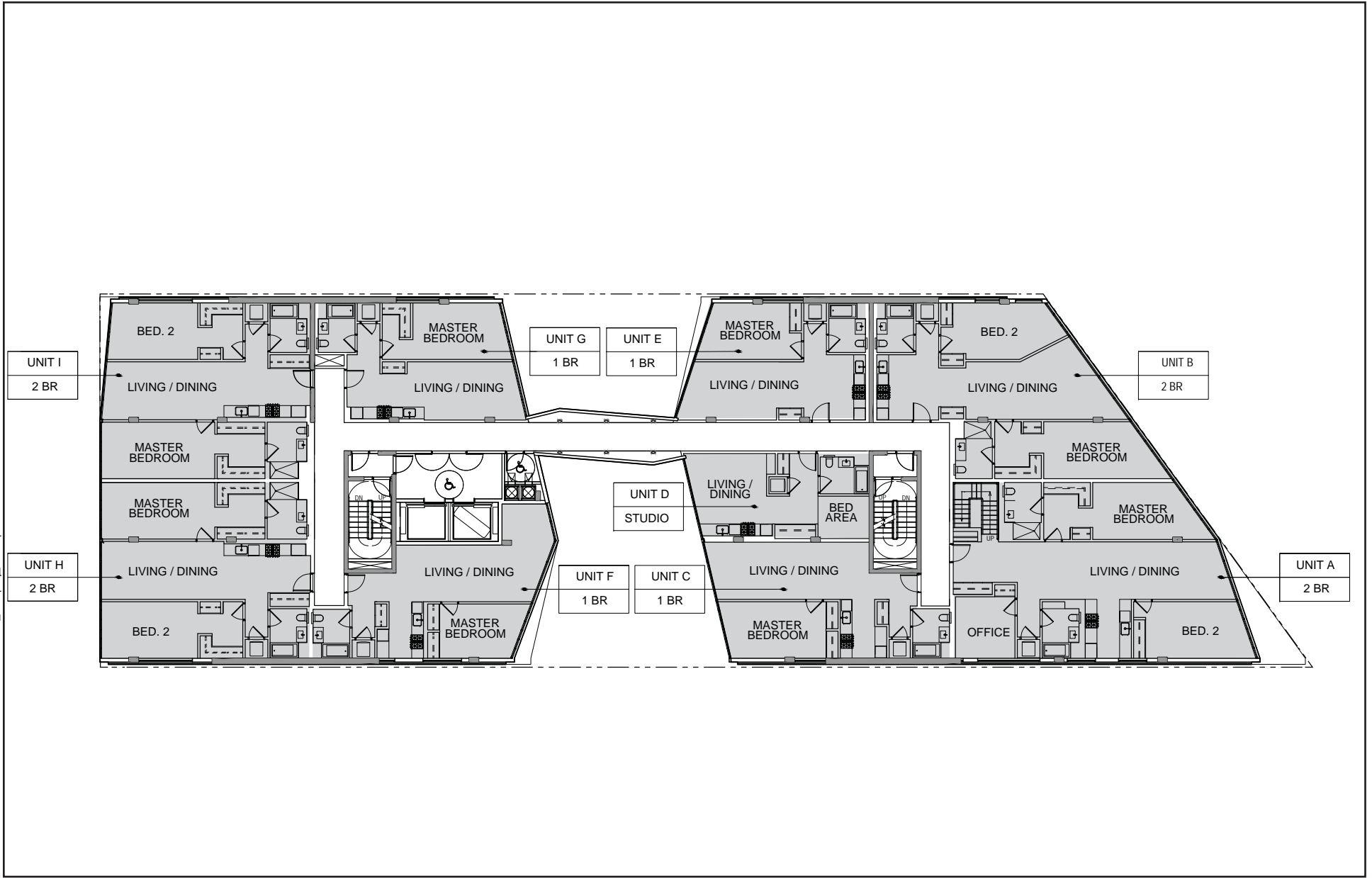
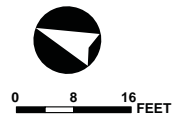


FIGURE 2-6



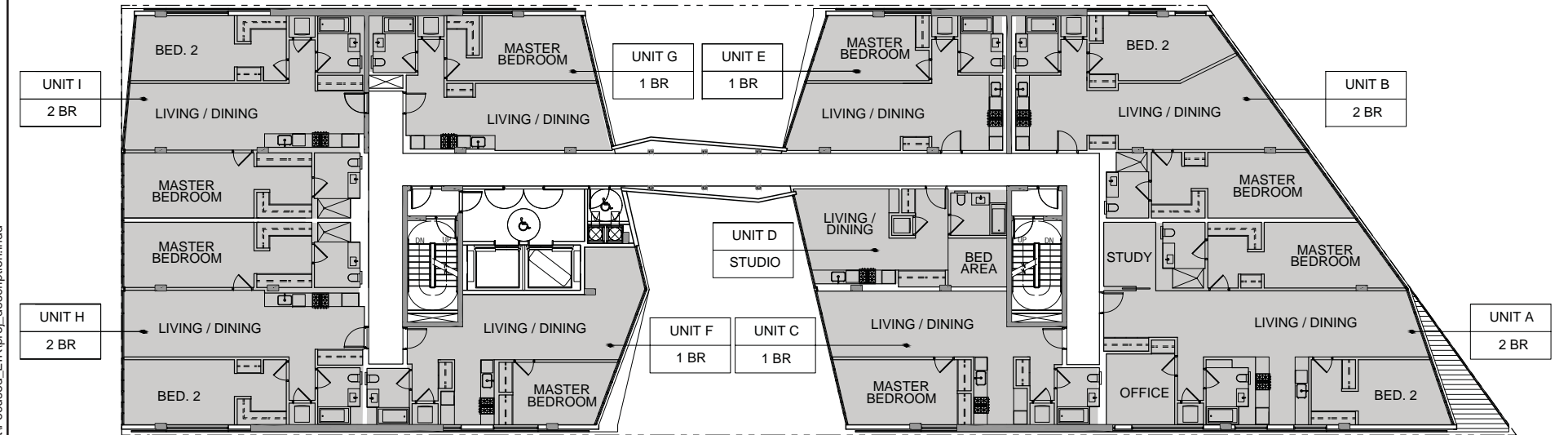
Source: Handel Architects LLP, September 2013



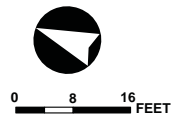
PROPOSED FLOOR PLAN – LEVELS 7 THROUGH 10

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-7



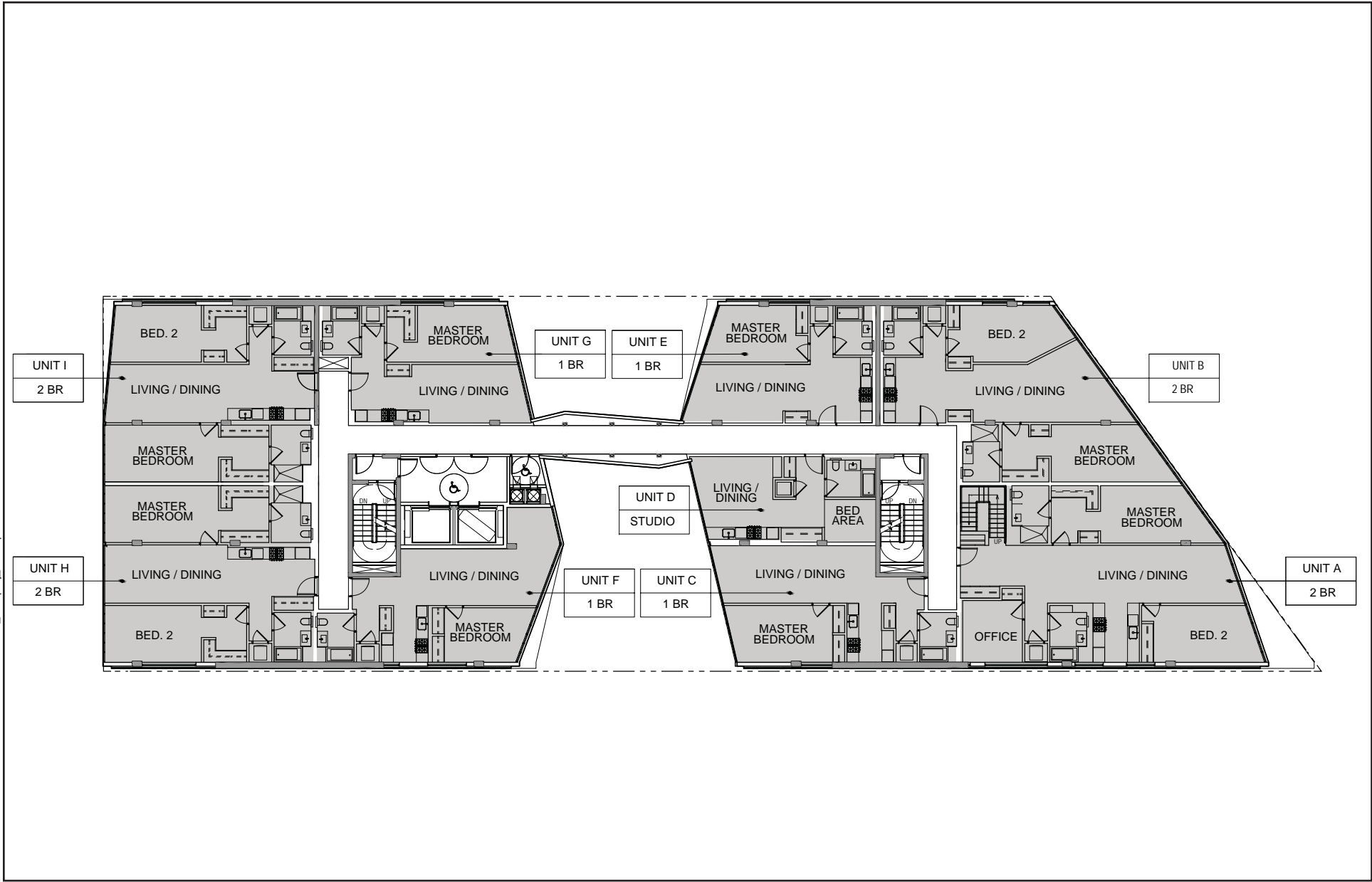
Source: Handel Architects LLP, September 2013



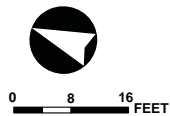
PROPOSED FLOOR PLAN – LEVEL 11

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-8



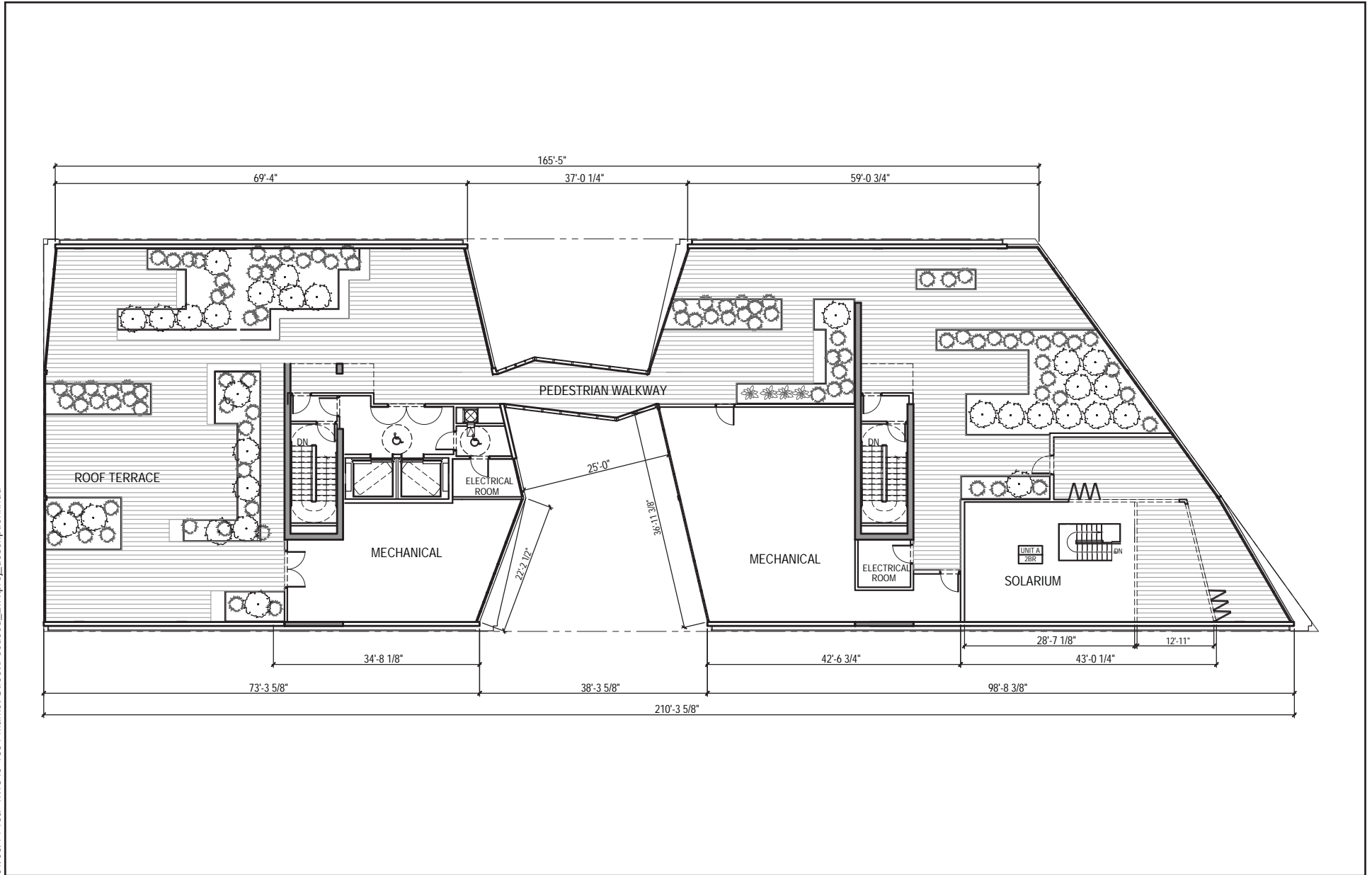
Source: Handel Architects LLP, September 2013



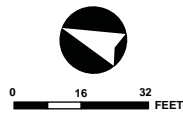
PROPOSED FLOOR PLAN – LEVEL 12

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-9



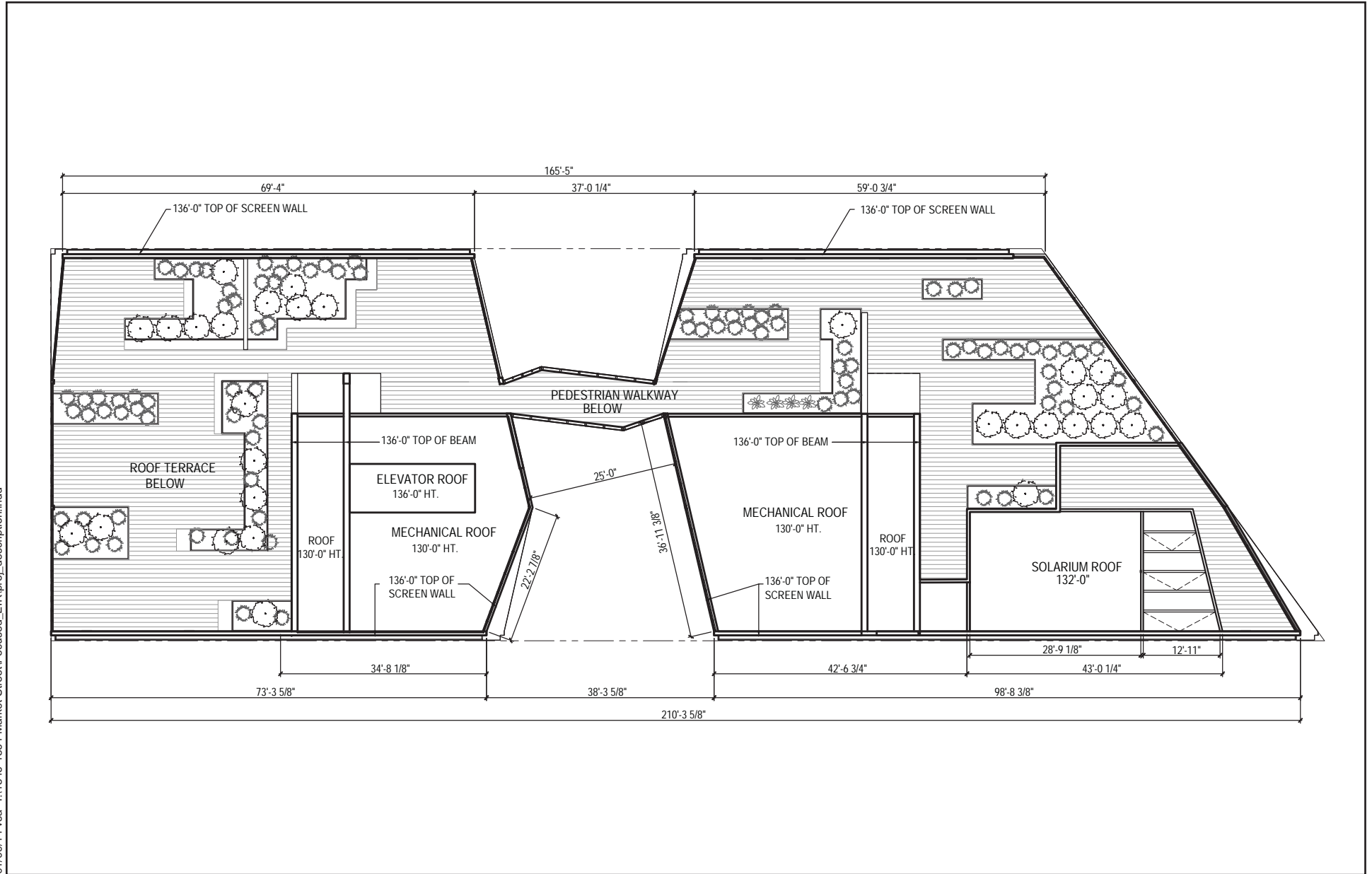
Source: Handel Architects LLP, November 2013



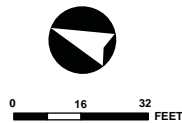
PROPOSED FLOOR PLAN – ROOF 1

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-10



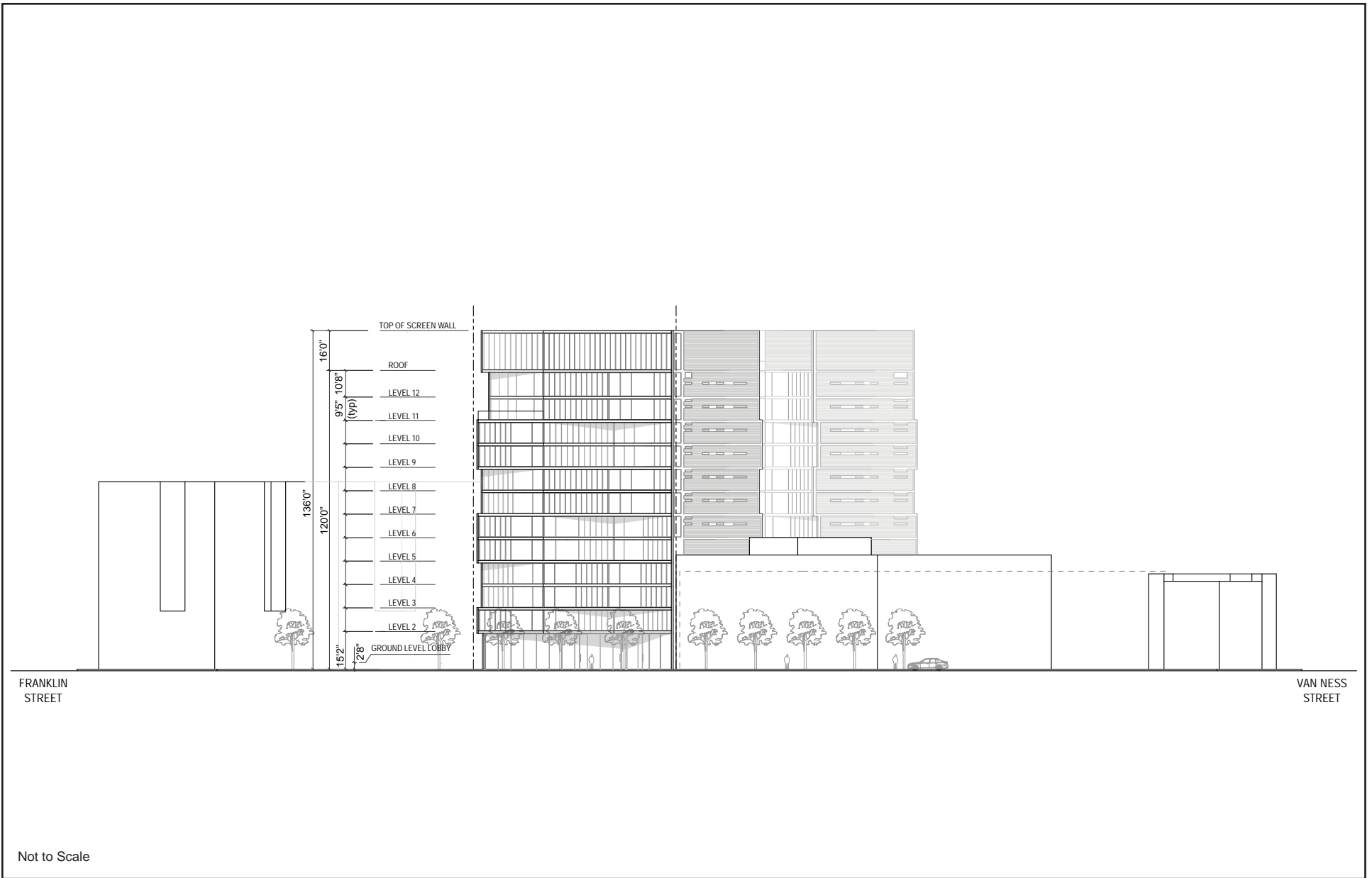
Source: Handel Architects LLP, November 2013



PROPOSED FLOOR PLAN – ROOF 2

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-11



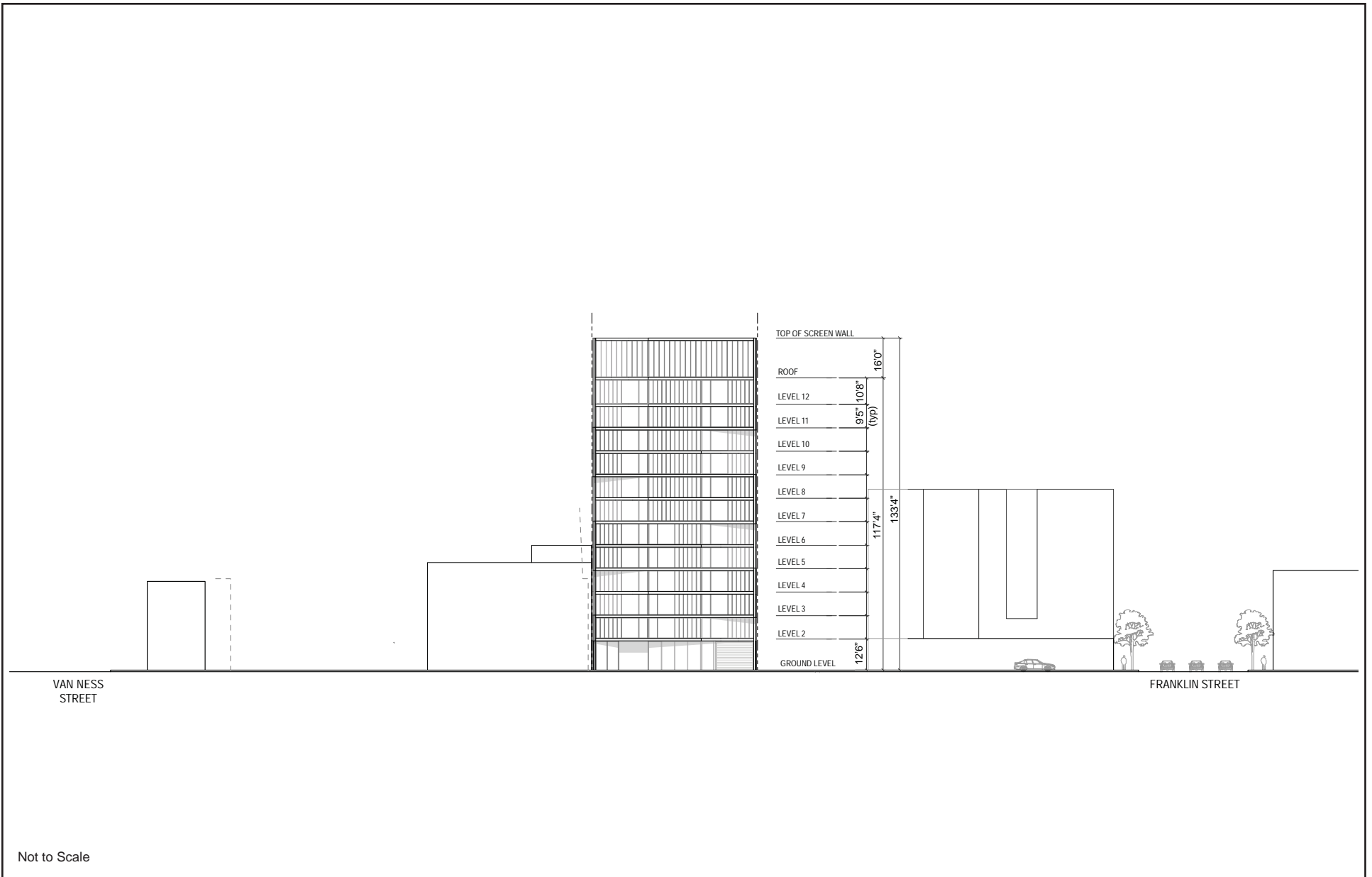
Source: Handel Architects LLP, September 2013

PROPOSED ELEVATION – SOUTH (MARKET STREET)

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-12

01/09/14 vsa T:\1546-1564 Market Street\Focused_EIR\proj_description.indd



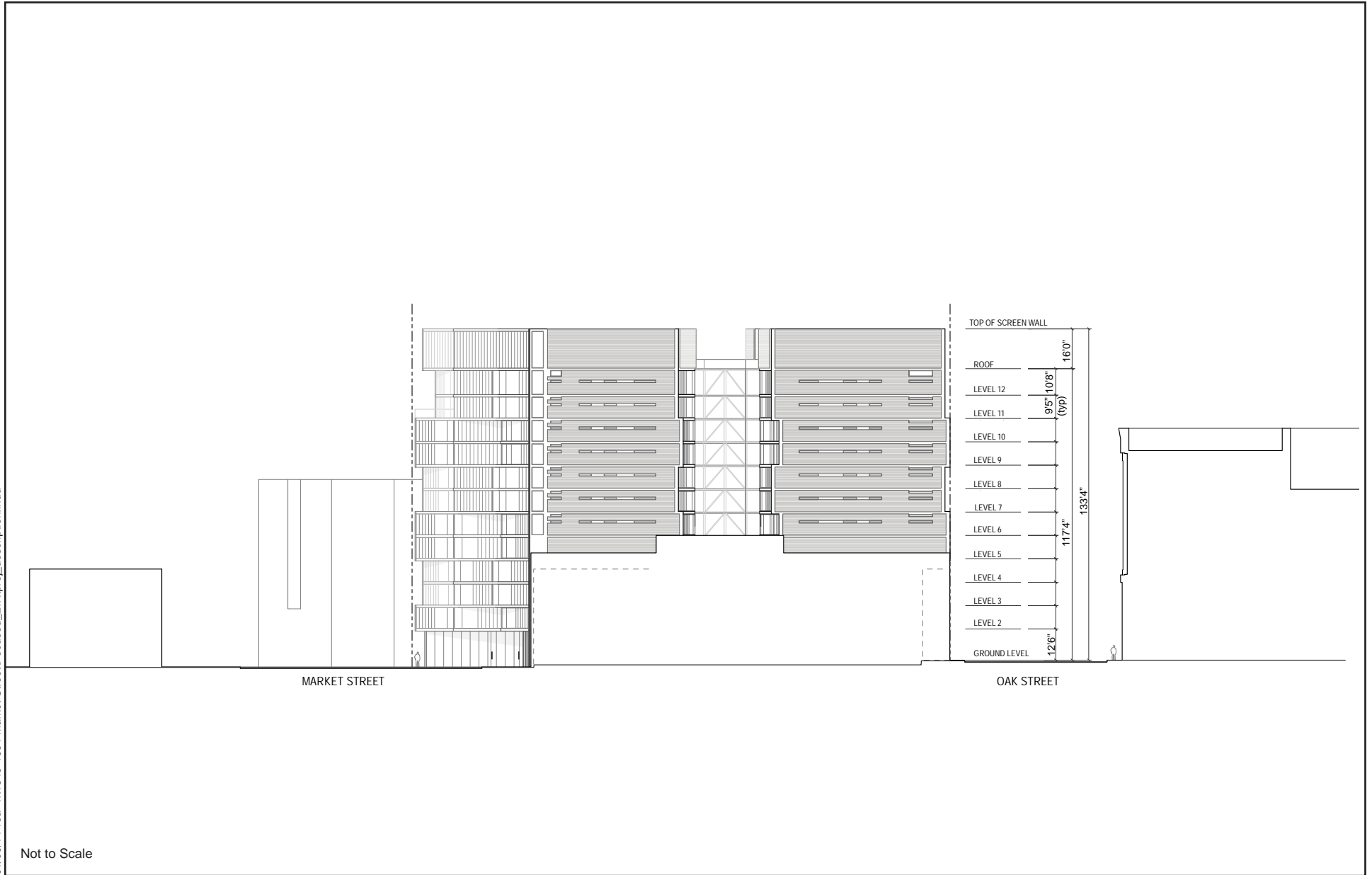
Source: Handel Architects LLP, September 2013

PROPOSED ELEVATION – NORTH (OAK STREET)

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-13

01/09/14 vsa T:\1546-1564 Market Street\Focused_EIR\proj_description.indd

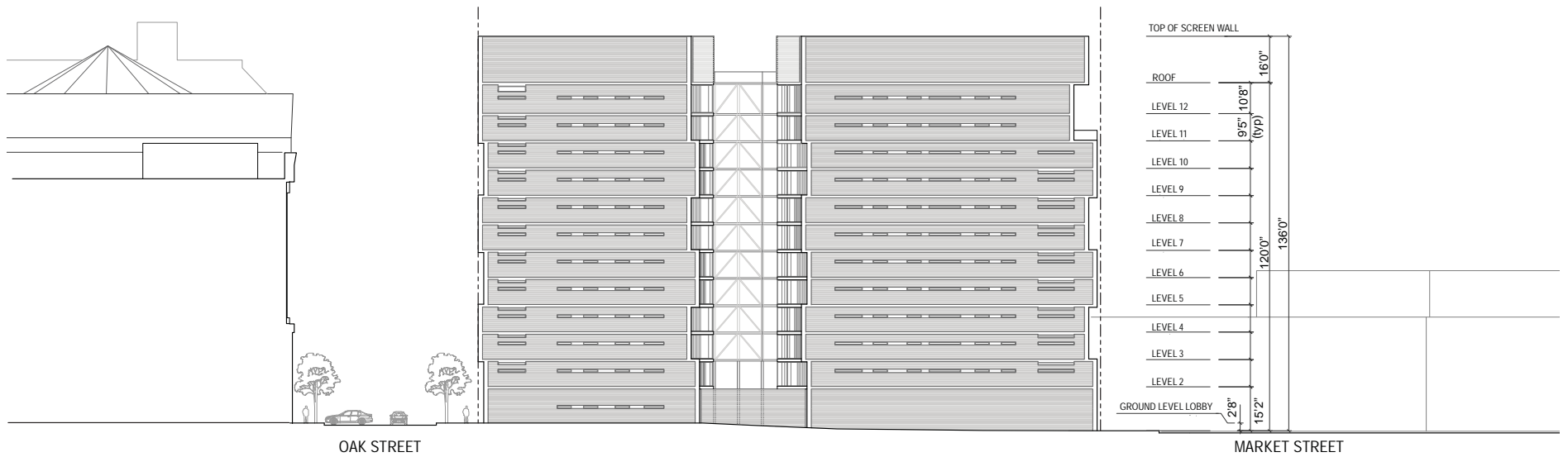


Source: Handel Architects LLP, September 2013

PROPOSED ELEVATION – EAST

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-14



Source: Handel Architects LLP, September 2013

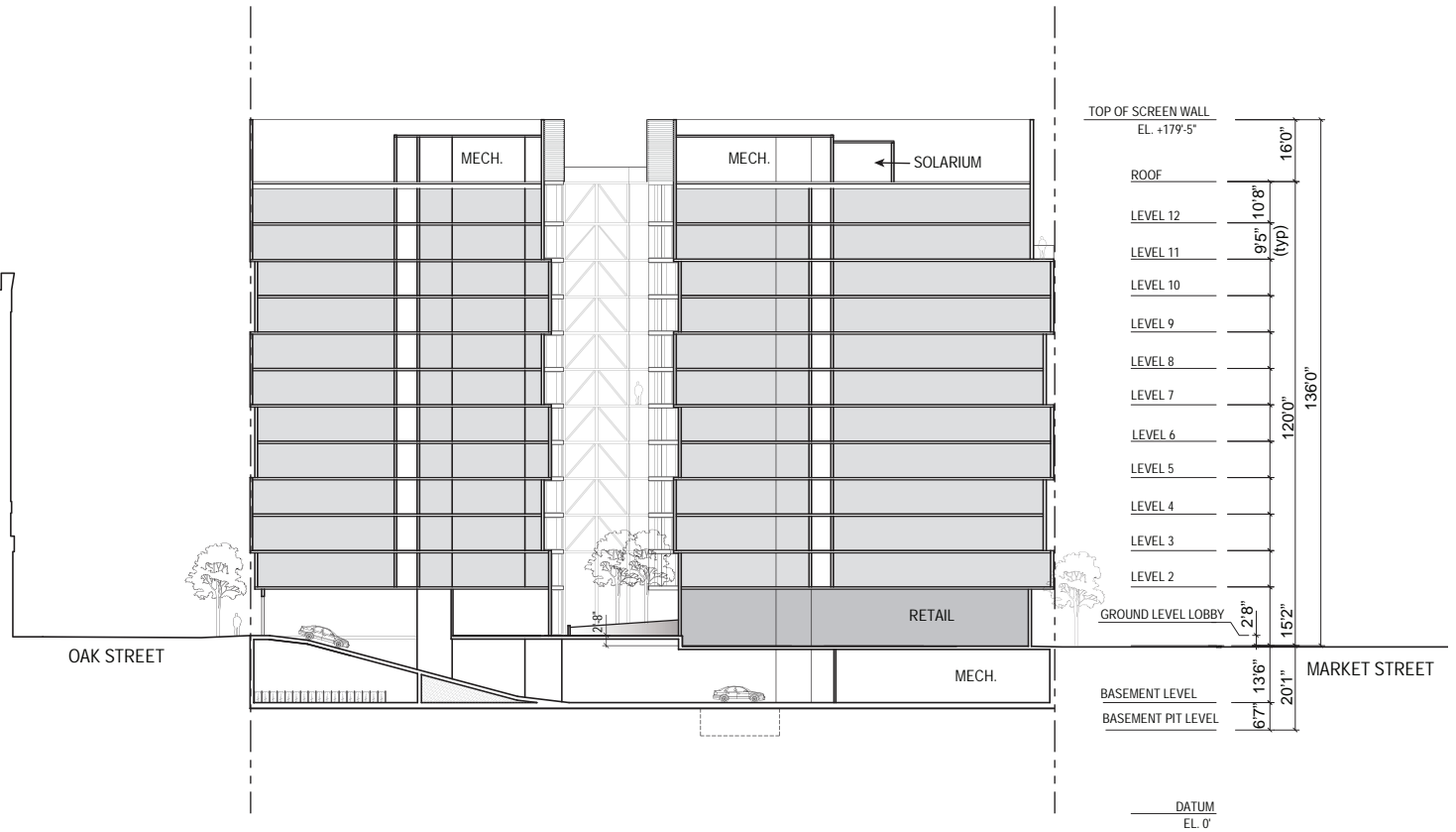
PROPOSED ELEVATION – WEST

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-15

Not to Scale

Source: Handel Architects LLP, September 2013



PROPOSED SECTION

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-16



Source: Handel Architects LLP, September 2013

VISUAL SIMULATION – MARKET STREET

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-17



Source: Handel Architects LLP, September 2013

VISUAL SIMULATION – OAK STREET

1546–1564 Market Street Project
San Francisco, California

FIGURE 2-18

**Table 2-2
Project Characteristics**

Lot	Dimensions
Size	12,565 square feet
Width	81 feet (Market Street) 64 feet (Oak Street)
Length	167 – 214 feet
Proposed Uses	Area (gsf)
Residential	116,217
Commercial (Retail)	4,810
Parking	12,512
Other (Residential Lobby/Lounge)	4,463
Total	138,002
Proposed Units	Amount (Percent)
Dwelling Units	109 (100%)
Studio	11 (10%)
1-Bedroom	74 (68%)
2-Bedroom	24 (22%)
Retail	3 spaces
Parking Spaces	28 ¹
Bicycle Parking Spaces	110 ²
Open Space	Area (sf)
Public (ground floor)	500 ³
Common (roof deck)	5,250 ⁴
Courtyard (ground floor)	1,993
Private decks (level 11 and roof)	1,339
Building Characteristics	Levels/Height
Oak Street portion	12 levels (ground floor – lobby/retail/11 stories residential)/ 117 feet plus 16-foot screen wall for roof terrace
Market Street portion	12 levels (ground floor – commercial/11 stories residential)/ 120 feet plus 16-foot screen wall for roof terrace
Basement (Parking)	1 level below grade
Source: Trumark Urban, 2014. Notes: gsf = gross square feet ¹ Car parking spaces: 28 parking spaces would be located in the basement level: two of which would be accessible to persons with disabilities, and one would be car-share. ² Bicycle parking spaces: 105 Class 1 bicycle parking spaces would be located in the basement level, and five Class 2 parking spaces would be located on Oak Street. ³ Public open space: 100 square feet would be located along the proposed building's Oak Street frontage, and 400 square feet would be located along the Market Street frontage. Provided in compliance with Planning Code Section 138. ⁴ Provided in compliance with Planning Code Section 135 requirements for residential usable open space.	

2. Commercial

The proposed project would have a total of 4,810 gsf of retail space, composed of 4,560 gsf of retail space along Market Street, provided as two retail spaces; and one 250 gsf retail space on Oak Street, adjacent to the residential lobby. On Market Street, one unit would have a storefront that is approximately 29 feet wide, and would have a minimum depth of 61 feet, with a total square footage of 2,000. The other space would have an approximately 28-foot-wide storefront, and a minimum depth of 100 feet. The proposed ceiling height for the retail space is 14 feet, 6 inches, and is anticipated to be occupied by neighborhood-serving retail use. On Oak Street, the retail space would have an approximately 14-foot-wide storefront, and depth of approximately 16.5 feet. Possible uses of the space may be for a coffee shop, florist, or café.

3. Parking Garage/Trash Storage and Mechanical Equipment

Car access to the parking garage would be via a ramp from Oak Street; the garage would provide 28 parking spaces, two of which would be accessible to persons with disabilities, and one of which would be car-share (Figure 2-4). Except for the accessible and car share spaces, parking would be provided in car stackers or lifts. Access to the car-share spot would be from the elevator in the lobby. The garage would have 105 Class 1 bicycle parking spaces. Five Class 2 bicycle parking spaces would be provided near the Oak Street residential entrance on the sidewalk.⁷

Trash storage and mechanical equipment would also be located in the garage. The building's maintenance staff would move the trash to the curb for pick up. The garage would be secured and accessible to residents and retailers only.

4. Circulation and Access

As described above, the residential entrance would be on Oak Street. This entrance would have a lobby, lounge, residential accessory space, and mailroom, and would also serve as the bicycle parking entrance, with stairs to the below-grade parking garage (Figure 2-5). The elevators in the Oak Street portion of the project would provide access to residential units of both buildings, while a staircase would be provided in each building. Resident egress onto Market Street would be provided through an exit corridor between the two retail spaces on the street.

Street improvements would include relocation of the existing curb cut for 55 Oak Street to the westernmost property line to serve as an entrance to the below-grade residential parking garage. A residential/commercial loading zone would be designated on Oak Street in front of the building lobby. The proposed new loading zone and relocated driveway entrance for the building would result in the loss of two metered on-street parking spaces on Oak Street.

No improvements are proposed on Market Street. On-street commercial loading would occur at an existing parking/loading zone carve-out in front of the project site on Market Street.

⁷ As defined in Planning Code Section 155.1, Class 1 spaces are spaces in secure, weather-protected facilities intended for use as long-term, overnight, and work-day bicycle storage by dwelling unit residents, nonresidential occupants, and employees; Class 2 spaces are spaces located in a publicly-accessible, highly visible location intended for transient or short-term use by visitors, guests, and patrons to the building or use.

5. Open Space

The project would have a total of 9,082 square feet of open space. The project includes a common roof deck measuring 5,250 square feet, exceeding the amount of open space required by Planning Codes Section 135.⁸ This area would include landscape and hardscape areas. A 16-foot screenwall consisting of translucent material would provide wind protection and allow for views from the roof deck. This screenwall would comply with Planning Code Section 139, Standards for Bird-Safe Buildings. The project also would include 1,339 square feet of private open space in the form of deck on level 11 and the roof, as well as an interior common courtyard measuring 1,993 square feet. These spaces are intended as amenities for residents of the building, but are not required to meet the open space requirements of Section 135.

Planning Code Section 138 requires a minimum of 1 square foot of public-accessible open space for every 50 square feet of retail uses. The required public open space would be in the building setback along the frontages of Oak and Market streets, resulting in 100 square feet and 400 square feet of open space on Oak and Market streets, respectively. These spaces would serve as an extension of the public sidewalk that is predominantly hard pavement, but may also include seating or landscaping.

Planning Code Section 138.1 requires one street tree to be planted for every 20 feet of frontage. The proposed project has approximately 81 feet of frontage along Market Street, and approximately 66 feet of frontage along Oak Street. Therefore, seven street trees are required for the proposed project. Details of the streetscape plan, including the number and location of tree plantings, would be finalized during the building permit review process.

6. Building Design

The proposed project design consists of two structures connected by a narrow breezeway that would provide light and air to the interior units.

The northern and southern building elevations along Oak and Market streets, respectively, would have alternating angled planes, creating a folding expression, as shown in the drawings on Figures 2-12 and 2-13 and in the visual simulations on Figures 2-17 and 2-18. The alternating setbacks from the property line between floors are intended to provide visual interest and break up the solid façade plane. The building façades along Market and Oak streets would have full-height glazing punctuated with aluminum vertical and horizontal elements (anodized-aluminum-frame fixed windows at each story, with each story separated by a simple aluminum panel belt cornice). The proposed project would comply with Planning Code Section 139, Standards for Bird-Safe Buildings. At street level, the Market Street façade would include two fully glazed storefronts set back at an angle from the lot line. Street level at the Oak Street façade would include an automobile entrance to the below-grade garage and a fully glazed residential entrance and lobby.

The eastern and western elevations, shown on Figures 2-14 and 2-15, would be constructed to the edge of the parcel and would generally form a straight plane along the parcel boundary. The façades would be clad in corrugated and perforated aluminum rainscreen with minimal glazing (narrow horizontally oriented aluminum frame fixed windows) at each story, to allow light into the units, as well as to create visual interest during the day, as well as at night, when light would emit from the windows.

⁸ Planning Code Section 135 requires that a minimum of 36 square feet of private usable open space or 47.88 square feet of common usable open space be provided for each dwelling unit. Therefore, 5,219 square feet of common open space is required to serve the 109 dwelling units.

Although the eastern and western facing elevations may be primarily obscured from public vantage points if buildings are constructed on the adjacent lots, the detailed façade is intended to provide visual interest in the interim. In addition, the pedestrian walkway would be fully glazed at all stories and be angled to create the illusion of movement through the courtyard. Although the walkway would serve as a visual divide between the eastern and western facades, its transparent quality would allow light to filter through. The roof of the proposed project is organized into common and private terraces, and is wrapped by a 16-foot windscreen that incorporates areas of aluminum-framed glass and anodized corrugated and perforated aluminum screen.

7. Construction Activities

Construction is anticipated to occur over 20 months. Construction hours would typically be from 7 a.m. to 3:30 p.m., Monday through Friday. Limited evening work (3:30 p.m. to 5:30 p.m.) and work on Saturdays (7 a.m. to 3:30 p.m.) would be required. Construction workers would park at nearby parking lots or take public transportation to the site. Construction access to the site would be from Oak Street, and demolition of existing buildings would proceed from Oak Street south toward Market Street. The sidewalk adjacent to the project site along Oak Street may be used for staging. If this occurs, a pedestrian detour would be provided through the parking lane on Oak Street. If other staging areas are needed, the location would be determined at a later time; these staging areas would comply with applicable San Francisco Department of Building Inspection and air quality requirements.

Construction activities would generally entail the following phases: (1) site preparation and demolition; (2) excavation and shoring; (3) foundation and below-grade construction; (4) construction of the building; and (5) finishing of interiors.

Site preparation and demolition would occur over approximately 2 months, and would include utility disconnection and hazardous materials abatement. Due to the age of the existing buildings on site, the storage of oil and solvents associated with the automobile repair uses, and the 1906 earthquake fill beneath the buildings, abatement would be required for asbestos, lead-paint-coated materials, and other hazardous materials in the existing buildings.

Excavation and shoring would occur over approximately 1.5 months. During this phase, the site would be cleared of existing fill and demolition debris, and existing basements would be backfilled as needed. Hazards abatement would also occur as needed during excavation to address hazards in the soil and groundwater. The site would be excavated up to approximately 20 feet below grade (accounting for the 2.7-foot increase in grade from Market Street to Oak Street), except at the location of the vehicle stackers, below which excavation would extend an additional 6.5 feet. Approximately 10,600 cubic yards (cy) of soil would be excavated at the site; up to 1,900 cy would be reused on site, and 8,700 cy would be removed from the site and disposed of at an appropriate facility, depending on soil quality. It is not anticipated that any soil would be imported to the site. A minimum of 75 percent of construction debris would be recycled.

Installation of the foundation and below-grade construction would occur over approximately 1.5 months. Ground improvements, such as controlled low-strength material columns, soil-cement columns, or vibro-replacement columns may be used to densify the subsurface soils prior to construction of the foundation, and would extend up to an additional 35 feet below the foundation (approximately 54.5 to 63.7 feet below grade). Pile-driving techniques would not be used to construct the proposed project. An approximately 3-foot mat concrete slab foundation would be constructed, supported by the ground improvements.

The construction of the building, including framing and rough-in, exterior, and interior finishing, would occur over the remainder of the construction period, approximately 15 months.

G. Intended Uses of the EIR

This is a project-specific EIR, intended to inform the public and decision-makers of the impacts that the proposed project could have on historic architectural resources, and that were not fully disclosed in the PEIR; and to present mitigation measures and feasible alternatives to avoid or reduce these significant impacts.

As described in Section 1.B of Chapter 1, Introduction, the CEQA State Guidelines Section 15183 streamlines environmental review for projects that are consistent with the development density established by existing zoning, community plan, or general plan policies, for which an EIR was previously certified. The proposed project was addressed at a program level in the PEIR.⁹ The Citywide Planning and Current Planning Divisions of the Planning Department have determined that the proposed project is consistent with the requirements (i.e., development density) of the Area Plan, as evaluated in the PEIR.^{10,11} Therefore, because the project is consistent with the programmatic document prepared for the area, the environmental review can be streamlined per CEQA State Guidelines Section 15183.

The Planning Department prepared a Community Plan Exemption (CPE) checklist for the proposed 1546-1564 Market Street project, to determine whether the project's impacts were adequately addressed in the PEIR. Based on the analysis in the CPE checklist (see Appendix A), the proposed project would result in significant impacts on historic architectural resources that are peculiar to the project site and that were not identified in the PEIR. For all the other environmental topics, the proposed project would not result in new significant impacts, nor would it result in more severe adverse impacts to these resources than were identified in the PEIR. Therefore, the Planning Department has prepared this focused EIR to address the project's impacts to historic architectural resources.¹²

This Draft EIR is available for public review and comment during the public review period noted on the cover, during which time the Planning Commission will hold a public hearing on the Draft EIR. Following the close of the public comment period, the Planning Department will prepare and publish a Responses to Comments document, containing all substantive comments received on the Draft EIR, as well as the Planning Department's responses to those comments. The document may also contain specific changes to the Draft EIR. The Draft EIR, together with the Responses to Comments document, including revisions to the Draft EIR—if any—will be considered by the Planning Commission at a public meeting for certification, and certified as a Final EIR if deemed adequate, accurate, and objective. No discretionary approvals may be granted for the project until the San Francisco Planning Commission (Planning Commission) certifies the EIR as adequate, accurate, and objective.

⁹ San Francisco Planning Department, 2007. Market and Octavia Neighborhood Plan Final Environmental Impact Report. Case No. 2003.0347E; State Clearinghouse No. 2004012118, certified April 5, 2007. This document is available online at www.sf-planning.org/index.aspx?page=1714, or at the Planning Department, 1650 Mission Street, Suite 400.

¹⁰ San Francisco Planning Department, 2014. Community Plan Exemption Eligibility Determination, Citywide Planning and Policy Analysis for 1546-1564 Market Street, from Adam Varat. January 28. This document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2012.0877E.

¹¹ San Francisco Planning Department, 2014. Community Plan Exemption Eligibility Determination Current Planning Division for 1546-1564 Market Street, from Jeff Joslin. July 9. This document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2012.0877E.

¹² Applicable CEQA regulations and guidelines are: California Public Resources Code Sections 21000 et seq., California Code of Regulations Title 14, Sections 15000 et seq. (State CEQA Guidelines); and San Francisco Administrative Code, Chapter 31.

1. Required Approvals

The proposed project would be subject to compliance and permitting requirements under local regulations. The anticipated approvals necessary for the implementation of the proposed project are listed below.

a. Actions by the San Francisco Planning Commission

- Approval of an application for a Section 309 Downtown Project Authorization. As part of the Section 309 process, the proposed project would require the following exceptions:
 - Lot coverage requirements (Planning Code Section 249.33[b][5]);
 - Off-street loading requirements (Planning Code Section 152.1);
 - Ground-level wind currents requirements (Planning Code Section 148);
 - Variance for dwelling unit exposure (Section 140).
- Approval of a Conditional Use authorization to exclude the gross floor area for dwelling units that would be affordable for a minimum of 20 years to households whose incomes are within 150 percent of the median income from the FAR calculation (Planning Code section 124[f]); and
- Certification of the Final EIR and adoption of CEQA findings.

b. Actions by the San Francisco Board of Supervisors

- Consideration of any appeals of the Planning Commission Final EIR certification.

c. Actions by City Departments

- **Planning Department** – Variance approval by the Zoning Administrator, pursuant to Planning Code 140 for dwelling unit open space exposure.
- **Department of Public Health** – Approval of a Site Mitigation Plan in accordance with Article 22A of the Health Code (Maher Ordinance).
- **Department of Building Inspection** – Approval of site permit. Demolition, grading, and building permits for the demolition of the existing buildings and construction of the new building.
- **Department of Public Works** – Approval of a lot merger and condominium map.
- **San Francisco Municipal Transportation Agency** – Approval of the proposed curb modifications and parking garage operations plan.
- **Bureau of Streets and Mapping, Department of Public Works** – Street and sidewalk permits for any modifications to public streets, sidewalks, protected trees, street trees, or curb cuts.
- **San Francisco Public Utilities Commission** – Approval of any changes to sewer laterals. Approval of an erosion and sediment control plan prior to commencing construction, and compliance with

post-construction stormwater design guidelines, including a stormwater control plan; required for projects that result in ground disturbance of an area greater than 5,000 square feet.

d. Actions by Other Agencies

- **Bay Area Air Quality Management District** – Issuance of permits for installation and operation of the emergency generator.

CHAPTER 3

Plans and Policies

Pursuant to the California Environmental Quality Act Guidelines Section 15125(d), this section describes applicable land use plans and policies, the manner in which they apply to the proposed 1546-1564 Market Street project, and analyzes the project's consistency with these plans and policies. Project-related policy conflicts and inconsistencies do not constitute, in and of themselves, significant environmental impacts. Such conflicts or inconsistencies result in environmental impacts only when they would result in direct physical effects. With the exception of effects on historic architectural resources, all physical impacts of the proposed project are discussed in the Community Plan Checklist prepared for the proposed project (see Appendix A). Physical impacts on historic architectural resources are discussed in this Focused Environmental Impact Report (EIR) in Chapter 4, Environmental Setting, Impacts, and Mitigation Measures.

Plans and policies addressed in this chapter include:

- **San Francisco Plans and Policies.** This section describes the San Francisco General Plan, including the Market and Octavia Area Plan (Area Plan), San Francisco Planning Code including Planning Code Provisions and the Accountable Planning Initiative, Transit First Policy, Better Streets Plan, and the Green Building Ordinance.
- **Regional Plans and Policies.** Bay Area Air Quality Management District's (BAAQMD) 2010 Clean Air Plan; San Francisco Regional Water Quality Control Board's (RWQCB) San Francisco Basin Plan, and Metropolitan Transportation Commission's (MTC) and Association of Bay Area Governments' (ABAG) the Plan Bay Area Sustainable Communities Strategy (Plan Bay Area).

Aside from Accountable Planning Initiative Policy 7 and the need for a variance for dwelling unit exposure to qualifying open space per Planning Code Section 140, the proposed project would not conflict with local and regional plans, policies, and regulations, as described below. With the necessary approvals, the proposed project would be generally consistent with Planning Code regulations. Potential inconsistencies of the proposed project with applicable plans, policies, and regulations do not, in and of themselves, indicate a significant environmental effect. To the extent that physical environmental impacts on historic architectural resources may result from such conflicts, these impacts are analyzed in this EIR in Chapter 4, Environmental Setting, Impacts, and Mitigation Measures. The consistency of the proposed project with plans, policies, and regulations that do not relate to physical environmental issues or result in physical environmental effects will be considered by City decision-makers as part of their determination on whether to approve, modify, or disapprove the proposed project. As described in Section 2.G.1, Required Approvals, the San Francisco Planning Commission is the agency responsible for certifying the Final EIR for the proposed project.

A. San Francisco Plans and Policies

1. San Francisco General Plan

The San Francisco General Plan (General Plan) is the embodiment of the City's vision for the future of San Francisco. It is comprised of a series of ten elements, each of which deals with a particular topic that applies Citywide: Air Quality, Arts, Commerce and Industry, Community Facilities, Community Safety, Environmental Protection, Housing, Recreation and Open Space, Transportation, and Urban Design Elements. Development in the City is subject to the General Plan. The General Plan provides general policies and objectives to guide land-use decisions and contains some policies that relate to physical environmental issues.

The Planning Department, the Zoning Administrator, the Planning Commission, the Board of Supervisors, and other City decision-makers will evaluate the proposed project in accordance with provisions of the General Plan, and will consider potential conflicts as part of the decision-making process. This consideration of General Plan objectives and policies is carried out independent of the environmental review process, as part of the decision to approve, modify, or disapprove a proposed project. Potential conflicts with General Plan objectives and policies identified in the EIR that could have potentially significant impacts are discussed in Section 4.B, Historic Architectural Resources, of this EIR. No inconsistencies were identified.

Any potential conflicts with General Plan objectives and policies not identified in the EIR could be considered in the project evaluation process and would not alter the physical environmental effects of the proposed project. The proposed project will be reviewed by the Planning Commission in the context of all applicable objectives and policies of the San Francisco General Plan.

2. Market and Octavia Area Plan

The project site is located within the Area Plan boundaries. The Plan promotes a mixed use, urban neighborhood in which new and current residents enjoy a vibrant pedestrian realm and rich transit connections. On April 5, 2007, the Planning Commission certified the final EIR for the Area Plan.¹ The Program EIR analyzed amendments to the Planning Code and Zoning Maps and the then-proposed Area Plan. The EIR analysis was based on assumed land use development and activities that were anticipated to occur under the Area Plan.

The Area Plan allows for intensive commercial uses and residential towers clustered around the intersection of Market Street and Van Ness Avenue. The proposed project is consistent with the Area Plan's goals for mixed-use, high-density development near transit. The proposed project would provide limited onsite parking that supports transit trips, consistent with the Plan's policies. The building façade, street-level retail uses, and pedestrian-scale design along Market and Oak streets are consistent with the Area Plan's design principles.

The proposed project at 1546-1564 Market Street would implement the Area Plan by replacing existing structures with a high-quality residential project with exceptional design that reflects the transitional nature

¹ San Francisco Planning Department, 2007. Market and Octavia Neighborhood Plan Final Environmental Impact Report. Case No. 2003.0347E; State Clearinghouse No. 2004012118, certified April 5, 2007. This document is available online at www.sf-planning.org/index.aspx?page=1714, or at the Planning Department, 1650 Mission Street, Suite 400.

of the block from higher-density development at the corner of Market Street and Van Ness Avenue/South Van Ness Avenue, to lower-density at Market Street and Franklin Street. As such, Planning Department Citywide Planning, Environmental Planning, and Current Planning staff have determined that the proposed project is consistent with density established in the Area Plan, satisfies the requirements of the General Plan and the Planning Code, and is eligible for a Community Plan Exemption.^{2,3} The proposed project would not result in inconsistencies with the Area Plan policies.

3. San Francisco Planning Code

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

Use Districts. The project site is within the Area Plan boundaries, and is zoned C-3-G (Downtown General Commercial District). The project would be consistent with the allowed residential and commercial uses in this district.

Height and Bulk Districts. The site is also within the Van Ness and Market Downtown Residential Special Use District and the 120-R-2 Height and Bulk District, which encourages the development of a transit-oriented, high-density, mixed-use neighborhood around the intersection of Van Ness Avenue and Market Street, adjacent to downtown. The project is consistent with the bulk, density, and land uses envisioned in the Area Plan.^{4,5}

Other Planning Code Requirements. The proposed project would have a floor area ratio (FAR) of 9.2:1, which would exceed the allowed base FAR of 6:1, as well as the maximum allowed FAR of 9:1. The project sponsor would pay the fees to exceed the FAR, as allowed under Planning Code Section 424; and is also seeking a conditional use authorization for the elimination of onsite inclusionary housing gross floor area square footage from the FAR calculation, as allowed under Planning Code Section 124(f). The proposed project would also require exceptions to the lot coverage requirements per Planning Code Section 249.33(b)(5), the off-street loading requirements per Planning Code Section (152.1), and the ground-level wind currents requirements per Planning Code Section 148. The proposed project would require a variance for dwelling unit exposure to qualifying open space per Planning Code Section 140, because the five units per floor that face onto the interior courtyard do not meet the requirements for exposure to qualifying open space.

² San Francisco Planning Department, 2014. Community Plan Exemption Eligibility Determination, Citywide Planning and Policy Analysis for 1546-1564 Market Street, from Adam Varat. January 28. This document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2012.0877E.

³ San Francisco Planning Department, 2014. Community Plan Exemption Eligibility Determination Current Planning Division for 1546-1564 Market Street, from Jeff Joslin. July 9. This document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2012.0877E.

⁴ San Francisco Planning Department, 2014. Community Plan Exemption Eligibility Determination, Citywide Planning and Policy Analysis for 1546-1564 Market Street, from Adam Varat. January 28. This document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2012.0877E.

⁵ San Francisco Planning Department, 2014. Community Plan Exemption Eligibility Determination Current Planning Division for 1546-1564 Market Street, from Jeff Joslin. July 9. This document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2012.0877E.

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

The proposed demolition of the existing 1554-1564 Market Street and 55 Oak buildings would conflict with Priority Policy No. 7. The physical environmental impacts that could result from the proposed demolition are discussed in Section 4.B, Historic Architectural Resources. The Planning Commission will review the proposed project for consistency with the Priority Policies during its final review of the required project approvals. The case report and approval motions for the proposed project that are presented to the Planning Commission will contain the Planning Department's comprehensive project analysis and findings regarding the proposed project's consistency with the Priority Policies. The consistency of the proposed project with plans, policies, and regulations that do not relate to physical environmental issues will be considered by City decision-makers when they determine whether to approve, modify, or disapprove the proposed project.

4. San Francisco Transit First Policy

In 1998, the San Francisco voters amended the City Charter to include a Transit First Policy. The Transit First Policy is a set of principles that emphasize the City's commitment that the use of public rights of way by pedestrians, bicyclists, and public transit be given priority over the private automobile. These principles are embodied in the policies and objectives of the Transportation Element of the General Plan. All City boards, commissions, and departments are required, by law, to implement Transit First Policy principles in conducting the City's affairs.

The City's Transit First Policy provides that "6. Bicycling shall be promoted by encouraging safe streets for riding, convenient access to transit, bicycle lanes, and secure bicycle parking," and "7. Parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation" (City Charter, Section 8A.115). The proposed project would provide 110 bicycle spaces and 28 auto parking spaces; the limited onsite vehicular parking would support transit trips, consistent with the Plan's policies. No inconsistencies with the Transit First Policy were found.

The Planning Department, the Planning Commission and other City decision-makers will evaluate the proposed project in accordance with the provisions of the Transit First Policy, and will consider whether the proposed project would, on balance, conform or conflict with the Transit First Policy. This consideration is carried out independently of the environmental review process as part of the decision to approve, modify, or disapprove a proposed project.

5. San Francisco Better Streets Plan

In December 2010, the San Francisco Better Streets Plan (Better Streets Plan) was adopted in support of the City's efforts to enhance the streetscape and the pedestrian environment. The Better Streets Plan carries out the intent of San Francisco's Better Streets Policy, adopted by the Board of Supervisors on February 6, 2006. The Better Streets Plan classifies the City's public streets and rights-of-way and creates a unified set of standards, guidelines, and implementation strategies, which govern how the City designs, builds, and maintains its public streets and rights-of-way.

The Better Streets Plan consists of two primary elements: the Streetscape Master Plan (SMP) and the Pedestrian Transportation Master Plan (PMP). Major project concepts related to streetscape and pedestrian improvements include: (1) pedestrian safety and accessibility features, such as enhanced pedestrian crossings, corner or midblock curb extensions, pedestrian countdown and priority signals, and other traffic-calming features; (2) universal pedestrian oriented streetscape design with incorporation of street trees, sidewalk plantings, streetscape furnishing, street lighting, efficient utility location for unobstructed sidewalks, shared single surface for small streets/alleys, and sidewalk/median pocket parks; (3) integrated pedestrian/transit functions using bus bulb-outs and boarding islands (bus stops located in medians within the street); (4) opportunities for new outdoor seating areas; and (5) improved ecological performance of streets and streetscape greening with incorporation of stormwater management techniques and urban forest maintenance.

The proposed project would comply with the San Francisco Better Streets Plan by constructing streetscape improvements and open space that would complement the proposed Oak Street Plaza (proposed by adjacent 1510-1540 Market Street project), and enlivening pedestrian activity by developing ground-floor retail and public-amenity space, which include new outdoor seating areas.

6. San Francisco Green Building Ordinance

The San Francisco Building Code was amended in 2008 to add Chapter 13C, Green Building Requirements. The new requirements mandate that newly constructed private residential and commercial buildings include energy- and water-efficiency features during construction and operation. The stated purpose of Chapter 13C is "to promote the health, safety and welfare of San Francisco residents, workers, and visitors by minimizing the use and waste of energy, water and other resources in the construction and operation of the City and County of San Francisco's building stock and by providing a healthy indoor environment." The California Building Standards Commission adopted a green building code as part of the California Building Code (Title 24 of the California Code of Regulations, part 6); these provisions of the state code became effective on January 1, 2011. Local jurisdictions are allowed to adopt or continue to use their own green building ordinances as long as they are as or more stringent than those adopted by the State.

The San Francisco Green Building Requirements establish either Leadership in Energy and Environmental Design (LEED) certification levels or GreenPoint Rated⁶ (GPR) systems points for types of residential and commercial buildings. Applicants for building permits for mid-sized residential

⁶ GreenPoint Rated is a program of Build it Green established for evaluating residential building performance in the areas of resource conservation, indoor air quality, water conservation, energy efficiency and livable communities (infill development, density, diversity). From "GreenPoint Rated" at <http://www.builditgreen.org/greenpoint-rated/> accessed on February 2, 2010.

buildings⁷ must be GreenPoint rated and demonstrate that a minimum of 75 GreenPoints will be achieved as of January 1, 2011; and for small residential buildings with four or fewer units, this standard applies after January 1, 2012.

The project would comply with applicable Green Building requirements, including those for construction and recycling, construction materials including low-emitting materials, energy consumption, parking, and water and stormwater.

B. Regional Plans and Policies

The over-arching policy plans to guide planning in the nine-county Bay Area and the regional planning entities which produced them include: the Bay Area 2010 Clean Air Plan, produced by the BAAQMD; the Water Quality Control Plan for the San Francisco Bay Basin, produced by the RWQCB; and Plan Bay Area, the integrated long-range transportation and land-use/housing plan produced jointly by the MTC and ABAG.

The proposed project was reviewed against the BAAQMD's Bay Area 2010 Clean Air Plan and there were no potential conflicts. Physical impacts of the proposed project related to air quality and compliance with these plans are addressed in Topic 6, Air Quality, of the CPE checklist (see Appendix A).

The stormwater discharge, wastewater management, drainage plan, and water quality control systems for the proposed project would comply with the water quality regulations of the San Francisco Basin Plan and would not result in potential conflicts. The physical impacts of implementing these systems and permitting requirements of the RWQCB are discussed in Topic 14, Hydrology and Water Quality, of the CPE checklist.

The proposed project was reviewed against the MTC and ABAG's Plan Bay Area and no potential conflicts were found. The physical impacts of the proposed project relating to population and housing are discussed in Topic 2, Population and Housing, of the CPE checklist; and the impacts relating to transportation are discussed in Topic 4, Transportation and Circulation, of the CPE checklist.

⁷ Mid-sized residential buildings are defined in Chapter 13C of the San Francisco Building Code as those with five or more units that do not fit the Building Code definition of a high-rise.

CHAPTER 4

Environmental Setting, Impacts, and Mitigation Measures

A. Introduction

This chapter provides a project-level impact analysis of the physical environmental effects of implementing the 1546-1564 Market Street project. The Community Plan Exemption checklist (see Appendix A) determined that the only project-specific significant impacts that were not identified in the Market and Octavia Neighborhood Plan Environmental Impact Report (PEIR)¹ would occur to historic architectural resources. All other environmental resources were found to have been adequately covered under the existing PEIR, and would have no project-specific impacts that were not already identified in the PEIR.

1. Significance Determinations

Under the California Environmental Quality Act (CEQA), a significant effect is defined as a substantial, or potentially substantial, adverse change in the physical environment. The guidelines implementing CEQA direct that this determination be based on scientific and factual data, including the entire record for the project, and not on argument, speculation, or unsubstantiated evidence. The significance criteria used in this Environmental Impact Report (EIR) are based on the San Francisco Planning Department's (Planning Department's) Environmental Planning Division guidance regarding the thresholds of significance used to assess the severity of the environmental impacts of the proposed project. The Planning Department's guidance is based on CEQA Guidelines Appendix G, with some modifications. The specific significance criteria used to analyze historical architectural resources are presented before the discussion of impacts. The categories used to designate impact significance are:

- **No Impact (NI).** An impact is considered not applicable (no impact) if there is no potential for impacts, or the environmental resource does not occur in the project area or the area of potential effect.
- **Less-than-Significant impact, no mitigation required (LS).** This determination applies if there is a potential for a limited impact that does not exceed the defined significance criteria or would be eliminated or reduced to a less-than-significant level through compliance with existing local, state, and federal laws and regulations.
- **Less-than-Significant Impact with Mitigation (LSM).** This determination applies if the project would result in an adverse effect that meets the significance criteria, but feasible mitigation is available that would reduce the impact to a less-than-significant level.

¹ San Francisco Planning Department, 2007. Market and Octavia Neighborhood Plan Final Environmental Impact Report. Case No. 2003.0347E, State Clearinghouse No. 2004012118, certified April 5, 2007. This document is available online at www.sf-planning.org/index.aspx?page=1714, or at the Planning Department, 1650 Mission Street, Suite 400.

- **Significant impact (S).** This determination applies if the project would result in a substantial, or potentially substantial, adverse change that meets the significance criteria, before mitigation.
- **Significant and Unavoidable impact for which feasible mitigation is not available (SU).** This determination applies if the project would result in an adverse effect that meets the significance criteria, but for which there appears to be no feasible mitigation available to reduce the impact to a less-than-significant level. Therefore, the impact would be significant and unavoidable.
- **Significant and Unavoidable impact with implementation of feasible Mitigation (SUM).** This determination applies if it is certain that the project would result in an adverse effect that meets the significance criteria and mitigation is available to lessen the impact, but the residual effect after implementation of the measure would remain significant. Therefore, the impact is significant and unavoidable with mitigation.

2. Approach to Analysis

a. Project-Level Analysis

To evaluate the project impacts, this EIR addresses Historic Architectural impacts related to the demolition of the three existing buildings on the project site, and the construction and operation of a new 12-story, 120-foot (136 feet with roof terrace screen wall) residential building with ground-floor retail uses and a below-grade parking garage, as described in Chapter 2, Project Description.

b. Cumulative Impacts

CEQA defines cumulative impacts as “two or more individual effects, which, when considered together, are considerable, or which can compound or increase other environmental impacts.” Section 15130 of the *CEQA Guidelines* requires that an EIR evaluate potential environmental impacts that may be individually limited but cumulatively significant. These impacts could result from the proposed project alone, or together with other projects. The *CEQA Guidelines* state: “The cumulative impact from several projects is the change in the environment which results from the incremental impact of the project when added to other closely related past, present, and reasonably foreseeable probable future projects.” Cumulative impacts could result from individually minor but collectively significant projects taking place over time.

For the evaluation of cumulative impacts, CEQA allows the use of either a list of past, present, or reasonably anticipated relevant projects, a summary of the projections in an adopted planning document, or a thoughtful combination of the two. For the proposed project, the cumulative analysis relies on the cumulative assumptions found in the PEIR, and a list of relevant past, present, and reasonably foreseeable future projects that have, or may, affect historic architectural resources that are similar in type to those that exist on the project site, as described below. Cumulative impacts for other resource topics were discussed in the Community Plan Exemption.

List of Relevant Projects

The cumulative analysis for the proposed project focuses on potential impacts to the two types of historic architectural resources that would be affected by the proposed project; a post-Earthquake reconstruction “tax-payer block” commercial building type and a general automobile repair building type. A list of historic architectural resources with these two building types was compiled based on the Market and Octavia Area Plan Historic Survey (2008)² and the Van Ness Auto Row Support Structures Survey

² Page & Turnbull, Inc., 2008. Market and Octavia Area Plan Historic Resource Survey. Prepared for San Francisco Planning Department. December 16. This document is available for public review at the Planning Department, 1650 Mission Street, Suite 400.

(2010).³ These surveys served as the basis for compiling the list of resources with similar building types, because they address the historic resources on the project site, as well as resources in the project vicinity.

Two post-Earthquake reconstruction “tax-payer block” commercial buildings were identified in the Market and Octavia Area Plan Historic Survey, and appear to remain register-eligible despite alterations to the buildings. A third post-Earthquake reconstruction “tax-payer block” commercial building was identified in the Van Ness Auto Row Support Structures Survey. In addition, the Van Ness Auto Row Support Structures Survey identified 13 general automobile repair shops eligible for California Register of Historical Resources (CRHR) inclusion.⁴

To identify projects in the cumulative setting that may affect these historic architectural resources, the Planning Department’s Parcel Information database was reviewed for past, present, and reasonably foreseeable future projects that may result in alterations to these properties. Table 4.A-1 lists the two projects in the cumulative setting that were identified as having potential impacts to these resources. The proposed project’s contribution to cumulative impacts associated with these historic architectural resources is presented in Section 4.B.5.

Table 4.A-1
Projects in the Cumulative Setting

Project	Project Description	Historic Resource/ Property Address (Building Type)¹	Summary of Changes to Resource
1634–1690 Pine Street Project	Demolish the majority of the existing five buildings on the project site, and construct a 130-foot-tall, 353,360-gross-square-foot building.	1656 Pine Street (general automobile repair)	Demolition
1527-1545 Pine Street Mixed-Use Project	Demolish the three existing buildings on the site, and construct an approximately 128,200-gross-square-foot project having two buildings (one 14-story and one six-story), with a total of 113 dwelling units, 113 parking spaces, and 10,000 square feet of ground-floor commercial space.	1545 Pine Street (post-Earthquake reconstruction “tax-payer block” commercial)	Demolition
<p>Sources:</p> <p>San Francisco Planning, 2013. 1634–1690 Pine Street Project Draft EIR, Case No. 2011.1306E. October 2, 2013.</p> <p>San Francisco Planning, 2014. 1527-1545 Pine Street Mixed-Use Project Draft EIR, Case No. 2006.0383E. May 14, 2014.</p> <p>Notes:</p> <p>¹ Building type is based on the categories described in the Van Ness Auto Row Support Structures Survey (2010).</p> <p>² 1545 Pine Street was surveyed in the Van Ness Auto Row Support Structures Survey. The building type assigned to this building in this survey was general automobile repair shop. However, the building was determined to be historically significant as an example of commercial construction along the Van Ness Avenue corridor after the 1906 Earthquake, not for its automobile-related use.</p> <p>gsf = gross square feet</p>			

³ Kostura, William, 2010. Van Ness Auto Row Support Structures, A Survey of Automobile-Related Buildings along the Van Ness Avenue Corridor. This document is available for public review at the Planning Department, 1650 Mission Street, Suite 400.

⁴ These properties are register-eligible properties identified in the Market and Octavia Area Plan Historic Survey; they were constructed between 1906 and 1910, and are located on Market Street. Page & Turnbull, 2014. 1546-1564 Market Street/55 Oak Street Historic Resource Evaluation, Part 2, San Francisco, California, [12155A]. Prepared for Trumark Homes. February 21. Page & Turnbull, 2014. Supplemental Memorandum for the 1546-1564 Market Street/55 Oak Street Historic Resource Evaluation. Prepared for Trumark Homes. December. These documents are available for public review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2012.0877E.

B. Historic Architectural Resources

1. Introduction

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

For the purposes of this EIR, the term “historic architectural resource” is used to distinguish such resources from archaeological resources, which may also be considered historical resources under CEQA. The Notice of Preparation and Community Plan Exemption (included as Appendix A to this EIR) determined that the project would not cause significant adverse impacts to potential archeological and other cultural resources beyond those identified in the PEIR. Therefore, further discussion of archeological and other cultural resources is not required in this EIR.

Project impacts on “historical resources,” as defined by CEQA Guidelines Section 15064.5, are analyzed in two steps. The first analysis determines whether a project may impact a resource that falls within the definition of “historical resource(s)” under CEQA. If the project is found to impact historical resources, a second analysis then determines whether the project would cause a substantial adverse change to the resource. A project that may cause a substantial adverse change in the significance of a historical resource is one that may have significant effects on the environment (CEQA Guidelines Section 21084.1).

This chapter is based on information provided in the Historical Resource Evaluation (HRE) prepared by Page & Turnbull⁵ (and associated appendices) for the proposed project and an HRE Response prepared by the Planning Department that includes a determination regarding the historical resource status of the buildings on the project site and the potential project impacts to historic district resources.⁶

2. Regulatory Framework

This subsection describes the pertinent state and local laws and regulations that pertain to the identification and regulation of historic architectural resources. There are no federal laws or regulations that apply to this project site, because the project is not federally funded and does not require federal permitting. State and local laws do apply.

⁵ Page & Turnbull, 2014. 1546-1564 Market Street/55 Oak Street Historic Resource Evaluation, Part 2, San Francisco, California, [12155A]. Prepared for Trumark Homes. February 21. Page & Turnbull, 2014. Supplemental Memorandum for the 1546-1564 Market Street/55 Oak Street Historic Resource Evaluation. Prepared for Trumark Homes. December. These documents are available for public review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2012.0877E.

⁶ San Francisco Planning Department, 2014. Historic Resources Evaluation Response for 1546-1564 Market Street. March 27. This document is available for public review at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2012.0877E.

a. State

California Office of Historic Preservation

The State of California implements the National Historic Preservation Act (NHPA) through its statewide comprehensive cultural resource surveys and preservation programs. The California Office of Historic Preservation is an office of the California Department of Parks and Recreation, and implements the policies of the NHPA on a statewide level. The Office of Historic Preservation also maintains the California Historical Resources Inventory. The State Historic Preservation Officer is an appointed official who implements historic preservation programs in the state's jurisdiction, and is housed at the California Office of Historic Preservation.

California Environmental Quality Act

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

- (1) A resource listed in, or determined to be eligible by the state Historical Resources Commission, for listing in the CRHR.
- (2) A resource included in a local register of historical resources, as defined in Section 5020.1(k) of the Public Resources Code (PRC) or identified as significant in a historical resource survey meeting the requirements of Section 5024.1(g) of the PRC, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
- (3) Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be a historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the CRHR.
- (4) The fact that a resource is not listed in, or determined to be eligible for listing in the CRHR, not included in a local register of historical resources (pursuant to Section 5020.1(k) of the PRC), or identified in a historical resources survey (meeting the criteria in Section 5024.1(g) of the PRC) does not preclude a lead agency from determining that the resource may be a historical resource as defined in PRC Sections 5020.1(j) or 5024.1.

Therefore, under the CEQA Guidelines, even if a resource is not included on any local, state, or federal register, or identified in a qualifying historical resources survey, a lead agency may still determine that any resource is a historical resource for the purposes of CEQA if there is substantial evidence supporting such a determination. A lead agency must consider a resource to be historically significant if it finds that the resource meets the criteria for listing in the CRHR.

California Register of Historical Resources

The CRHR is "an authoritative listing and guide to be used by state and local agencies, private groups, and citizens in identifying the existing historical resources of the state and to indicate which resources deserve to be protected, to the extent prudent and feasible, from substantial adverse change" (PRC

Section 5024.1[a]). The criteria for eligibility to the CRHR are based on National Register criteria (PRC Section 5024.1[b]). Certain resources are determined by the statute to be automatically included in the CRHR, including California properties formally determined eligible for or listed in the National Register (PRC Section 5024.1[d]).

To be eligible for the CRHR as a historical resource, a prehistoric or historic-period resource must be significant at the local or state level under one or more of the following criteria:

- Criterion 1: Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
- Criterion 2: Is associated with the lives of persons important in our past;
- Criterion 3: Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
- Criterion 4: Has yielded, or may be likely to yield, information important in prehistory or history (CEQA Guidelines Section 15064.5 [a][3]).

For a resource to be eligible for the CRHR, it must also retain enough integrity to be recognizable as a historical resource and to convey its significance.⁷ A resource that does not meet the National Register criteria may still be eligible for listing in the CRHR.

b. Local

San Francisco General Plan

The draft Preservation Element of the San Francisco General Plan, which contains objectives and policies that promote the protection and preservation of historic architectural resources, was published in 2007, but has not been formally adopted. However, the City of San Francisco's (City's) commitment to historic preservation is codified generally in Section 101.1 of the Planning Code, which sets forth eight Priority Policies, including Policy 7, which requires that landmarks and historic buildings be preserved, and further states: "The purpose of the Preservation Element of the San Francisco General Plan is to provide background information related to historic preservation and to outline a comprehensive set of objectives and policies for the preservation and enhancement of San Francisco's historic resources. Historic resources include buildings, sites, structures, cultural landscapes, districts, and objects that are historically and/or archaeologically significant."

The San Francisco General Plan Urban Design Element addresses historic preservation and includes the following policies:

Policy 2.4: Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

⁷ Integrity is defined as "the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance." California Office of Historic Preservation, Technical Assistant Series No. 7, How to Nominate a Resource to the California Register of Historic Resources (Sacramento, CA: California Office of State Publishing, September 4, 2001).

Market and Octavia Area Plan

The Market and Octavia Area Plan contains the following objective and supporting policies that address historic preservation:

Objective 3.2: Promote the preservation of notable historic landmarks, individual historic buildings, and features that help to provide continuity with the past.

Policy 3.2.5: Preserve landmark and other buildings of historic value as invaluable neighborhood assets.

Policy 3.2.6: Encourage rehabilitation and adaptive reuse of historic buildings and resources.

Policy 3.2.8: Protect and preserve groupings of cultural resources that have integrity, convey a period of significance, and are given recognition as groupings through the creation of historic or conservation districts.

Policy 3.2.9: Preserve resources in identified historic districts.

Policy 3.2.11: Ensure that changes in the built environment respect the historic character and cultural heritage of the area, and that resource sustainability is supported.

Policy 3.2.12: Encourage new building design that respects the character of nearby older development.

Policy 3.2.14: Apply the “Secretary of the Interior’s Standards for the Treatment of Historic Properties” for all projects that affect individually designated buildings at the local, state, or national level.

Policy 3.2.16: Preserve the cultural and socioeconomic diversity of the plan area through preservation of historic resources.

Policy 3.2.17: To maintain the City’s supply of affordable housing, historic rehabilitation projects may need to accommodate other considerations in determining the level of restoration.

Planning Department CEQA Review Procedures for Historical Resources

As a certified local government⁸ and the lead agency in CEQA determinations, the City and County of San Francisco has instituted guidelines for initiating CEQA review of historic resources. The Planning Department’s CEQA Review Procedures for Historical Resources⁹ incorporates the state’s CEQA Guidelines into the City’s existing regulatory framework. To facilitate the review process, the Planning Department has established the following categories to establish the baseline significance of historic properties based on their inclusion in cultural resource surveys and/or historic districts:

Category A – Historical Resources is divided into two sub-categories:

- **Category A.1** – Resources listed on or formally determined to be eligible for the CRHR. These properties will be evaluated as historical resources for purposes of CEQA. Only the removal of the

⁸ "Certified local government" means a local government that has been certified by the National Park Service to carry out the purposes of the National Historic Preservation Act of 1966 (16 U.S. Code Section 470 et seq.) as amended, pursuant to Section 101(c) of that act and the regulations adopted under the act which are set forth in Part 61 (commencing with Section 61.1) of Title 36 of the Code of Federal Regulations.

⁹ San Francisco Planning Department, 2008. San Francisco Preservation Bulletin No. 16, City and County of San Francisco Planning Department CEQA Review Procedures for Historic Resources. March 31. This document is available online at www.sf-planning.org/index.aspx?page=1827, or at the Planning Department, 1650 Mission Street, Suite 400.

property's status as listed in or determined to be eligible for listing in the CRHR by the California Historic Resources Commission will preclude evaluation of the property as a historical resource under CEQA.

- **Category A.2** – Adopted local registers, and properties that have been determined to appear or may become eligible, for the CRHR. These properties will be evaluated as historical resources for purposes of CEQA. Only a preponderance of the evidence demonstrating that the resource is not historically or culturally significant will preclude evaluation of the property as a historical resource. In the case of Category A.2 resources included in an adopted survey or local register, generally the “preponderance of the evidence” must consist of evidence that the appropriate decision-maker has determined that the resource should no longer be included in the adopted survey or register.

Where there is substantiated and uncontroverted evidence of an error in professional judgment, of a clear mistake or that the property has been destroyed, this may also be considered a “preponderance of the evidence that the property is not a historical resource.”

- **Category B** – Properties Requiring Further Consultation and Review. Properties that do not meet the criteria for listing in Categories A.1 or A.2, but for which the City has information indicating that further consultation and review will be required for evaluation whether a property is a historical resource for the purposes of CEQA.
- **Category C** – Properties Determined Not to Be Historical Resources or Properties for which the City Has No Information indicating that the Property is a Historical Resource. Properties that have been affirmatively determined not to be historical resources, properties less than 50 years of age, and properties for which the City has no information.

San Francisco Historic Preservation Commission and Planning Code, Articles 10 and 11

The San Francisco Historic Preservation Commission (HPC) is a seven-member body that makes recommendations to the San Francisco Board of Supervisors on landmark designations, historic district designations, and individual resource designations in historic districts. The HPC reviews and provides comments on environmental documents under CEQA for projects affecting historical resources; and the HPC reviews and comments on any agreements proposed under the NHPA where the City would be a signatory. The HPC also approves Certificates of Appropriateness for landmarks and properties in Article 10 Historic Districts. The City and County of San Francisco reviews the historical resources designated under Articles 10 and 11 of the San Francisco Planning Code when it evaluates project impacts on historical resources. Article 10 describes procedures regarding the preservation of sites and areas of special character or special historical, architectural, or aesthetic interest or value, such as officially designated city landmarks and buildings included in locally designated historic districts. Article 11 of the Planning Code designated six downtown conservation districts.

3. Environmental Setting

The project site is located on the block bound by Market Street, Van Ness Avenue, Oak Street, and Franklin Street, and the project site has frontage on both Market and Oak streets. Three buildings occupy the project site: 1546-1550 Market Street; 1554-1564 Market Street; and 55 Oak Street. A three-story, mixed-use building, 1546-1550 Market Street was constructed in 1912. A one-story, commercial building, 1554-1564 Market Street was constructed in 1907. Lastly, 55 Oak Street is a one-story, automotive repair shop constructed in 1929. Two of the buildings, 1554-1564 Market Street and 55 Oak Street, are listed as

Assessor's Parcel Number (APN) 0836/006. 1546-1550 Market Street is listed as assessor parcel APN 0836/007. The 12,565-square-foot rectangular site comprises the entirety of these two adjacent lots.

Four other buildings are on the block: 1580-1598 Market Street, 22-24 Franklin Street, 1540 Market Street, and 1500 Market Street. Five lots on the block are currently in use as surface parking. The block has primarily commercial and automotive repair uses, and residential in the upper-stories in 1580-1598 Market Street. Buildings on this block generally retain their historic appearance, although the primary façade of 1540 Market Street was reconfigured significantly in 1956. Building heights along the block range from one story (1554-1564 Market Street) to six stories (1580-1598 Market Street).

The existing buildings on the site were examined in several historic studies, including the Market and Octavia Area Plan Historic Survey and the Van Ness Auto Row Support Structures Survey. Because the findings of the Market and Octavia Area Plan Historic Survey were finalized in 2008 and are more than 5 years old, additional research was completed to determine if there were any changes required to the previous survey's findings. The HRE prepared by Page & Turnbull for the proposed project evaluated all three buildings. As summarized in Table 4.B-1, the HRE found that both 1554-1564 Market Street and 55 Oak Street were eligible for inclusion on the CRHR, and that 1546-1550 Market Street was not eligible for inclusion on the CRHR. Therefore, 1554-1564 Market Street and 55 Oak Street qualify as historical resources under CEQA; however, the building at 1546-1550 Market Street does not. The existing buildings on the project site are not in a historic district as defined under CEQA.

Table 4.B-1
Historic Architectural Resources Eligibility Status (On Project Site)

Building	Date of Construction	Uses/Building Characteristics	Significance
1546-1550 Market Street	1912	three-story reinforced concrete building/retail and office	Not Eligible
1554-1564 Market Street	1907	one-story brick building/ commercial retail uses	Local Register-eligible, Historical Resource for CEQA
55 Oak Street	1929	one-story plus mezzanine reinforced-concrete building/ automotive repair	CRHR-eligible, Historical Resource for CEQA
Source: Page & Turnbull, 2014. Notes: CEQA = California Environmental Quality Act CRHR = California Register of Historical Resources			

This section describes the two historic architectural resources on the project site (1554-1564 Market Street and 55 Oak Street), as well as the offsite historic resources in the vicinity, including three historic districts and nine individual resources.

a. Historic Architectural Resources on the Project Site

1554-1564 Market Street

Building Description. The 1907 building is a one-story, brick masonry commercial building. It is located on the south portion of APN 0836/007, a parcel that extends from Market Street to Oak Street. The building occupies the full width of the lot; the northern portion of the lot is occupied by 55 Oak Street. The brick-clad building was designed in the Classical Revival style and has a roughly rectangular plan, resting on a concrete-slab foundation. The building façade is brick, stucco, and brick veneer, and has a flat roof with prominent dentil cornice. As shown in Figure 4.B-1, the primary building façade contains two bays.

The building contains a single storefront in each bay with recessed entries, brick water tables, and metal-frame, plate-glass windows and doors. The transoms on both storefronts are covered with signage. Two wide Doric pilasters are set at each end of the façade, and a thinner pilaster divides the storefronts. The façade terminates in an entablature with a wide frieze and a metal modillion cornice.

The front doors were widened to 7 feet, 6 inches in 1919. The storefront was remodeled in 1928. In 1954, a new storefront was added for unit 1564, with added brick veneer standing 24 inches high and new stucco and moldings. A mezzanine was constructed in unit 1554 in 1960. After 1980, the original double wooden storefront doors were replaced with single metal-framed door with a metal-framed sidelight and transom.

Building History. This building was built in 1907 as a two-unit commercial property for Seaboard Bank, and designed by Meyers and Ward. The building was part of a pattern of commercial reconstruction on Market Street following the 1906 Earthquake and Fire. The reconstruction of this part of Market Street, between Franklin Street and Van Ness Avenue, replaced pre-earthquake, wood-framed residential structures with predominantly masonry commercial buildings. These types of buildings are post-Earthquake reconstruction “tax-payer block” commercial structures. Constructed directly after the 1906 Earthquake and Fire with the proceeds of insurance settlements, these buildings were erected quickly to establish a commercial presence on a lot without substantial outlay of funds, and were generally lacking in complex architectural detailing. Many of these buildings were eventually demolished and replaced with larger, more permanent buildings.

Architects Henry H. Meyers (1867-1943) and Clarence Ward (1870-1939) formed a partnership in 1903, and designed more than one hundred buildings for the reconstruction efforts following the 1906 Earthquake and Fire. Notable downtown buildings designed by Meyers and Ward include the Wells Fargo Building at 71-85 Second Street (1902; rebuilt 1907) and the Goldenberg-Bowen Building at 250-254 Sutter Street (1909). Meyers and Ward dissolved their partnership in 1910. Ward started a new firm with draftsman J. Harry Blohme. Meyers continued in private practice and served as the Alameda County Architect from 1912-1935.

1554-1564 Market Street was owned by a series of banks and investment companies prior to 1926, when the building was purchased by John A. Sullivan, whose heirs retain ownership of the building today. Occupants of the building have included a paint company, heater company, radio and television parts company, and music store.¹⁰ The building continues in use as a retail commercial property.

Building Integrity. The building retains integrity of location, setting, association and feeling. The property remains in commercial use, and remains situated in a small group of early reconstruction-era

¹⁰ Detailed ownership and occupancy history for 1554-1564 Market Street is discussed in the HRE prepared for the proposed project.



View northwest of 1554-1564 Market Street primary façade



View northeast of 1554-1564 Market Street primary façade



Detail of storefront of 1554 Market Street



Detail of storefront of 1564 Market Street

1554 – 1546 MARKET STREET

1546–1564 Market Street Project
San Francisco, California

FIGURE 4.B-1

properties along Market Street following the 1906 Earthquake and Fire. The storefronts have been altered numerous times during the 20th century to update their style. Removal of the original show windows; removal of the wood-frame double-leaf store doors; and construction of a brick water table have diminished the building's integrity of design, workmanship, and materials. However, overall, the building retains sufficient integrity to convey its significance.

Evaluation. The Market and Octavia Area Plan Historic Survey assigned 1554-1564 Market Street a California Historic Resource Status (CHRS) code of "5S3," meaning that the building "appears to be individually eligible for local listing or designation through survey evaluation." No additional information or change in condition was uncovered in the HRE that would change this evaluation.

The building was determined to be significant under Criterion 1 (Events) for its association with the immediate rebuilding efforts after the 1906 Earthquake and Fire and Criterion 3 (Design/Construction) "for embodying the distinctive characteristics of a single-story, multiple-unit commercial building constructed on Market Street" during commercial reconstruction efforts following the 1906 Earthquake and Fire.¹¹ It is a relatively rare survivor from the early period of reconstruction. The period of significance was recorded as 1907.

Character-Defining Features. The character-defining features of the resource included its massing, brick masonry construction, pilasters with simple capitals, brick beltcourses below the cornice, modillion cornice, dual storefront configuration, and angled bay entrances.

55 Oak Street

Building Description. The 1929 building is a one-story, reinforced-concrete automotive repair shop. It is located on the northern portion of APN 0836/007, a parcel that extends from Market Street to Oak Street. The building occupies the width of the 66-foot-wide lot, and the south portion of the lot is occupied by 1554-1564 Market Street, as described above. As described in the Van Ness Auto Row Support Structures Survey, 55 Oak Street is categorized as a general automobile repair shop. The concrete-framed building was designed in the Classical Revival style and has a rectangular plan resting on a concrete-slab foundation. As shown in Figure 4.B-2, the building façade is coated in stucco, and has a flat roof topped by a shallow cornice that runs the full width of the building. Five pilasters divide the façade into four bays of equal width. Each pilaster has deep fluting and prominent capitals that merge with the cornice.

In each bay, spandrels divide the main façade into first-story and mezzanine levels. All of the mezzanine-level windows have industrial, steel-sash windows with divided lights, along with the two outer bays. Two vehicle entrances fill the center two bays on the first floor. A pedestrian entrance with a replacement door has been inserted into the westernmost bay, but other than that, there are no major exterior alterations. The interior of the building is comprised of steel trusses supporting a bowed wooden roof.

Building History. This building was constructed in 1929 by contractor Richard H. Hanns for owner John A. Sullivan, who was the president of Madison and Burke, a prominent real estate firm. The original occupant of this building was Earl E. Robbins, who owned and operated an automotive repair shop

¹¹ Page & Turnbull, Inc., 2006. State of California Department of Parks and Recreation 523B, 1554-1564 Market Street Prepared for San Francisco Planning Department. August 14. Provided in 1546-1564 Market Street/55 Oak Street Historic Resource Evaluation, Part 2, San Francisco, California, [12155A], Page & Turnbull, 2014. This document is available for public review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2012.0877E.



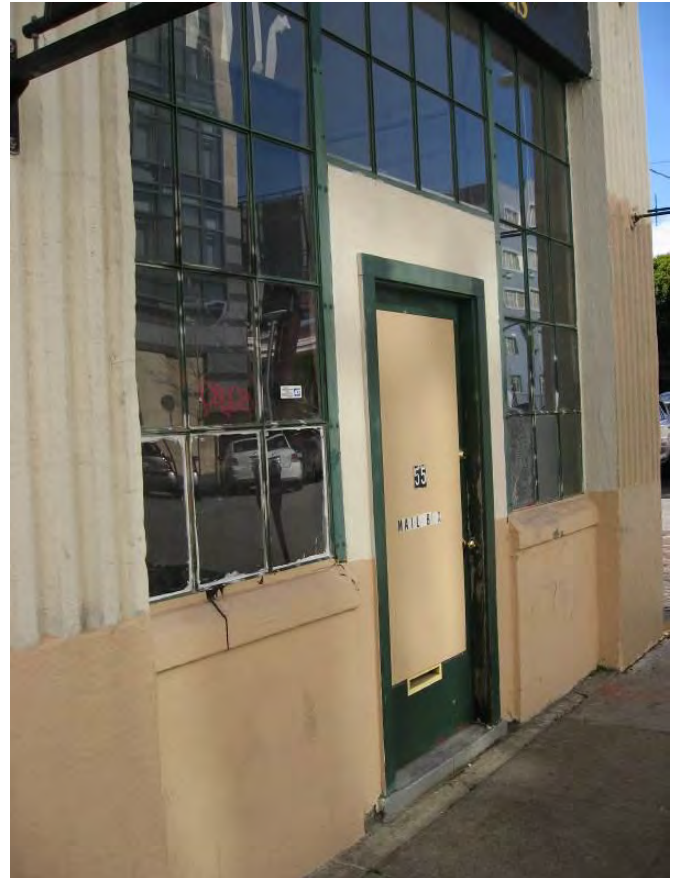
View southeast to the primary (north)
façade of 55 Oak Street



View southwest to the primary (north)
façade of 55 Oak Street



Detail of the eastern structural bay



Detail of the western structural bay

55 OAK STREET

1546–1564 Market Street Project
San Francisco, California

FIGURE 4.B-2

through 1943. After 1943, the building housed a series of automotive repair businesses, continuing to the present day.¹²

Building Integrity. The exterior of the building has undergone very minor changes from the time of construction. The setting has changed somewhat with the construction of new buildings in the vicinity, although some buildings that were nearby in 1929 still stand. A survey evaluation conducted in 2009 describes the building as retaining unusually high integrity.¹³ Overall, the building retains integrity of location, design, materials, workmanship, feeling, and association.

Evaluation. The Van Ness Auto Row Support Structures Survey assigned 55 Oak Street a CHRS code of “3CS,” meaning that it “appears eligible for the CRHR as an individual property through survey evaluation.” The HRE found that the building had not been significantly altered since it was initially surveyed, and no new evidence has emerged that would change the historic status.

The building was found to be significant under Criterion 1 (Events) for its use as an automobile repair shop. The period of significance under this criterion is 1929-1964. This building also appears to be significant under Criterion 3 (Design) for its clarity of expression as an automobile repair shop. The period of significance under this criterion is 1929, the year of construction.

Character-Defining Features. The character-defining features of this building include its height and width, its stucco coating, the belt course (or cornice) at the top of the building, the five pilasters with their flutings and capitals, the spandrels, and the industrial steel sash windows.

b. Historic Architectural Resources in the Vicinity

The project site is at the edge of the Downtown/Civic Center neighborhood, adjacent to the South of Market neighborhood, and is characterized by multi-family residential uses and neighborhood commercial uses, including a variety of retail establishments. Two surveys of historic architectural resources, the Van Ness Auto Row Support Structures Survey and the Market and Octavia Area Plan Historic Survey, described above, form the framework for the description of historic resources in the project vicinity.

Known historic resources in the project vicinity include historic districts and individual historic resources, as described below. Individual and historic district resources identified in an adopted local register of historical resources under CEQA Guidelines Section 15064.5(a)(2)—as these nearby buildings and historic districts are—are considered historical resources under CEQA.

Historic Districts

There are three historic districts in the project vicinity: the Market Street Masonry District, the Civic Center Historic District, and the Hayes Valley Residential Historic District.

¹² Detailed ownership and occupancy history for 55 Oak Street is discussed in the HRE prepared for the proposed project.

¹³ Kosturas, William, 2009. State of California Department of Parks and Recreation 523B, 55 Oak Street, Prepared for San Francisco Planning Department. August. Provided in 1546-1564 Market Street/55 Oak Street Historic Resource Evaluation, Part 2, San Francisco, California, [12155A], Page & Turnbull, 2014. This document is available for public review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2012.0877E.

The Market Street Masonry District. The Market Street Masonry District includes eight discontinuous buildings on and near Market Street between Franklin Street and Valencia Street.¹⁴ The district was designated an Article 10 Historic District of the City of San Francisco by Planning Commission Resolution No. 18707, on September 25, 2012.

According to the Landmark Designation Report for the Market Street Masonry District, “a district is usually a single geographic area of contiguous historic properties; however, a district can also be composed of multiple definable significant resources separated by non-significant areas. The Market Street Masonry discontinuous district is composed of eight elements on four blocks that are spatially discrete. The space between the elements is not related to the significance of the district. While all buildings can be seen from the intersection of Market and Franklin Streets, the visual continuity is not a factor in the significance.”¹⁵

The district is significant for its association with San Francisco’s reconstruction after the 1906 Earthquake and Fire, with a period of significance of 1911 to 1925. The buildings included in the district were built from earthquake and fire-resistant materials such as reinforced concrete, or a combination of brick and reinforced concrete. The district is also significant for the high-quality designs by master architects working in the formal styles of the early 20th century, such as Classical Revival, Colonial Revival, Renaissance Revival, and Venetian Gothic Revival. For each building, the architects used a formal three-part arrangement consisting of a base (often with commercial storefronts), main portion or column (often with residential floors), and a decorative top, either cornice or decorative parapet. Projecting bay windows visually reinforce the vertical emphasis, while increasing the light and air into the interiors of many buildings.

All of the buildings are well-preserved examples and retain most or all of their character-defining features. Unaltered historic storefronts, with their prism glass transom lights, bronze plate-glass window frames, and decorative bases, are still commonly found on the buildings. Two of the buildings are adjacent to the project site.

- 1580-1598 Market Street, on the same block as the project site as described above, is a contributor to the Market Street Masonry District. Commonly known as the Miramar Apartments, the building was designed by master architect G. Albert Lansburgh and constructed in 1911. The building is a six-story residential-over-commercial Classical Revival-style building with an E-shaped plan created by blocks of apartments separated by light courts. The building is of steel-frame construction, brick clad, and retains historic integrity despite contemporary window and storefront material updates.
- 150 Franklin Street is also included in the Market Street Masonry District and is one block from the Oak Street façade of the proposed project. Historically known as the Whiteside Apartments, the building was designed by August Nordin and constructed in 1912. The building is a five-story apartment building with a rectangular plan, designed in the Classical Revival style. The building is of steel-frame construction, clad in brick and concrete, and retains historic integrity.

¹⁴ The National Park Service defines a discontinuous district as a district made up of elements that are spatially discrete, where space between the elements is not related to the significance of the district, and where visual continuity is not a factor in significance.

U.S. Department of the Interior, National Park Service, 1990. National Register Bulletin, How to Apply the National Register Criteria for Evaluation. Revised for Internet 2002. Available online at: <http://www.nps.gov/nr/publications/bulletins/nrb15/INDEX.htm>. Accessed December 1, 2014.

¹⁵ San Francisco Planning Department, 2012. Draft Landmark Designation Report, Market Street Masonry Discontinuous District, designated an Article 10 Historic District of the City of San Francisco by Planning Commission Resolution No. 18707, on September 25. Approved by the Historic Preservation Commission, April 2013.

The Civic Center Historic District. The Civic Center Historic District is a San Francisco Article 10 Landmark District (listed in 1994), a National Register of Historic Places Historic District (listed in 1978), and a National Historic Landmark District (designated in 1987). The boundaries of the district as laid out in the local landmark designation are irregular, but stretch as far north as Golden Gate Avenue, as far east as Seventh Street, as far south as Fell Street, and as far west as Franklin Street. The district includes 19 contributory buildings, including San Francisco City Hall, the War Memorial Opera House, the War Memorial Veteran's Building, Newton Tharp Commercial High School, and the High School of Commerce, as well as plazas and landscape features associated with these buildings. The district also includes five contributory but altered buildings, and 23 noncontributory buildings. The district, and the contributing features contained therein, is considered a historical resource under CEQA.

The Civic Center Historic District is significant in the areas of architecture, history, and environment, and embodies the City Beautiful planning movement and the concurrent rise of the Beaux Arts architectural style for government and civic buildings. In the local context, the implementation of the uniform design and construction of the Civic Center complex transmitted a message of new national importance, of recovery after the 1906 earthquake and fire, a permanent expression of the grandeur of the 1915 Panama Pacific International Exposition, and a new political era in a city known for graft. The period of significance for the district is 1906 to 1939, and contributory buildings are characterized by their overall massive form and solid massing, heavy construction materials, civic and public use, relation to formal plazas and courtyards, elaborate and meticulous level of design ornament and detail, and general symmetry of façade appearance.

Although the majority of contributory buildings to the Civic Center Historic District are more than three blocks away from the proposed project, both the Newton Tharp Commercial High School and the High School of Commerce are at the southwestern perimeter of the district, and are one block north of the Oak Street façade of the proposed project.

- In addition to being a contributor to the Civic Center Historic District, the Newton Tharp Commercial High School, at 170 Fell Street, was also listed in 1981 as individual San Francisco Historic Landmark #140. The three-story building is designed in a reserved Classical Revival style.
- Also on the same block, the High School of Commerce at 135 Van Ness Avenue is a contributor to the Civic Center Historic District. This building was also listed in 1981 as an individual San Francisco Historic Landmark, under the same landmark number (#140). It is a three-story building designed by master architect John Reid, Jr., who was also responsible for the design of Mission High, Everett Junior High, and Sherman Elementary schools. Expressing an exuberant Spanish Colonial style with Churrigueresque detail, the building is called out in its landmark nomination as the only Spanish Colonial-style building in the Civic Center area, and as an important element in the western wall of Van Ness Avenue, which also includes Masonic Hall, Davies Hall, the War Memorial Complex, the State Building, and Opera Plaza.

The Hayes Valley Residential Historic District. The Hayes Valley Historic Residential District was evaluated in 1997 as a "National Register eligible district" and is listed in the CRHR. The district at that time had irregular boundaries, generally defined by Octavia Street at the east, Grove Street at the north, Fillmore Street at the west, and Herman Street at the south. As part of the Market and Octavia Area Plan Historic Survey, which was undertaken by the Planning Department in 2006, additional residential properties were documented in the Hayes Valley neighborhood, and an update was proposed to the original Hayes Valley Residential Historic District boundary. The updated Hayes Valley Residential Historic District was adopted in July 2010.

The Hayes Valley Residential Historic District is significant in the area of architecture as a highly intact group of Victorian and Edwardian residential buildings, dating in construction from 1860 to 1920. There are four properties that are contributors to the Hayes Valley Residential Historic District near the site of the proposed project. These properties are 52 Page Street, 74-78 Page Street, 75-79 Lily Street, and 72 Lily Street, all of which are west of Franklin Street, a full block from the project site. These properties are all eligible for the CRHR as contributors to a CRHR-eligible district. These properties are residential, of representative styles, and were constructed during the district's period of significance.

Individual Historic Architectural Resources

Several individual historic resources that are eligible for listing in the CRHR are in the one-block radius surrounding the project site.

- 66 Page Street: Constructed in 1924, designed by architects the O'Brien Brothers, this two-story automotive building was determined individually eligible for listing in the CRHR under both Criterion 1 (Event) and Criterion 3 (Design/Construction) as an intact and well-preserved example of an automotive support structure along San Francisco's historic Van Ness Auto Row, and as an example of Tudor Revival-style architecture applied to a public garage, designed by noted architects the O'Brien Brothers.
- 44 Page Street: Constructed in 1912, designed by architect E.P. Antonovich, this five-and-a-half story commercial building was determined individually eligible for listing in the CRHR under both Criterion 1 (Event) and Criterion 3 (Design/Construction) as an intact and well-preserved example of a Beaux Arts commercial building constructed during the reconstruction period after the 1906 Earthquake and Fire.
- 68 12th Street: Constructed in 1912, this three-story building was determined to be individually eligible for listing in the CRHR under Criterion 1 (Event) as a good example of an automotive support structure along San Francisco's historic Van Ness Auto Row.
- 159 Fell Street: Constructed in 1926, architect unknown, this two-story automotive building was determined individually eligible for listing in the CRHR under Criterion 1 (Event) as a good example of an automotive support structure along San Francisco's historic Van Ness Auto Row.
- 145 Fell Street: Constructed in 1907, designed by architect William Koenig, this five-story residential building was determined individually eligible for listing in the CRHR under both Criterion 1 (Event) and Criterion 3 (Design/Construction) as an intact and well-preserved example of a Classical Revival apartment building constructed during the reconstruction period after the 1906 Earthquake and Fire.
- 41 Franklin Street: Constructed in 1906, designed by architect Harold D. Mitchell, this three-story residential-over-commercial building was determined individually eligible for listing in the CRHR under Criterion 1 (Event) as a relatively intact example of a residential-over-commercial building constructed during the reconstruction period after the 1906 Earthquake and Fire.
- 50 Oak Street was constructed in 1914 by William Shea to serve as the Young Men's Institute. This building is eight stories tall, clad in ornamented concrete and terra cotta, designed in the Classical Revival style, and currently used as the San Francisco Conservatory of Music Concert Hall. Previous determinations of historic status for this building include local assignment as an Article 11

Category II (Significant Building, Possible Alterations). In 2008, a six-story addition to 50 Oak Street was constructed at 70 Oak Street. The addition is contemporary in design.

- 1601 Market Street is a five-story residential building with an L-shaped massing. The building, constructed in 1915, is designed in a tripartite arrangement—commercial base, residential stories, and upper story bounded by a beltcourse and an elaborate cornice.
- 11-35 Van Ness Avenue at the corner of Van Ness Avenue and Oak Street, was constructed in 1911 by master architectural firm Bliss & Faville to serve as a Masonic Temple. This building is eight stories tall, clad in granite, marble, and terra cotta, designed in a Venetian Revival style, and currently used as offices. Previous determinations of historic status for this building include local assignment as an Article 11 Category I Building (Significant Building, No Alterations), determination of eligibility for the National Register by the Keeper, and determination of eligibility for the National Register by Part I Tax Certification. The property is listed in the CRHR.

4. Impacts and Mitigation

a. Significance Thresholds

Thresholds for determining the significance of impacts in this analysis were determined and are consistent with the environmental checklist in Appendix G of the CEQA Guidelines, which has been adopted and modified by the Planning Department. For the purpose of this analysis, the following applicable threshold was used to determine whether implementation of the project would result in a significant historic architectural resources impact. Implementation of the proposed project would have a significant effect on historic architectural resources if the project would:

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

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

b. Approach to Analysis

Project impacts on “historical resources,” as defined by CEQA Guidelines Section 15064.5, are analyzed in two steps. The first analysis determines whether a resource that falls within the definition of “historical resource(s)” under CEQA could be affected by the project. The summary of the HRE analysis regarding

potential historic resources on the project site and in the vicinity is described under Section 4.B.2, Environmental Setting, above.

If the project is found to affect historical resources, a second analysis then determines whether the project would cause a substantial adverse change to the resource. A project that may cause a substantial adverse change in the significance of a historical resource is one that may have significant impact (CEQA Guidelines Section 21084.1). The Impact Evaluation and Cumulative Impacts sections below summarize the findings of the HRE.

c. Impact Evaluation

This section analyzes the proposed project's impacts to historic architectural resources.

Impact CP-1: The proposed demolition of the existing 1554-1564 Market Street building would have a substantial adverse effect on an individual historic architectural resource. (*Significant and Unavoidable with Mitigation*)

The proposed project would require the demolition of 1554-1564 Market Street. As discussed above, 1554-1564 Market Street is an individual historical resource eligible for listing on the CRHR under Criterion 1 (Events) for its association with the immediate rebuilding efforts after the 1906 Earthquake and Fire and Criterion 3 (Design/Construction), "for embodying the distinctive characteristics of a single-story, multiple-unit commercial building constructed on Market Street" during commercial reconstruction efforts following the 1906 Earthquake and Fire.¹⁶ Demolition of the 1554-1564 Market Street would materially impair the significance of the resource, and would therefore cause a substantial adverse impact on the individual historical resource, which would be considered a *significant impact* under CEQA.

Implementation of **Mitigation Measure M-CP-1a: Documentation**, **Mitigation Measure M-CP-1b: Video Recordation**, and **Mitigation Measure M-CP-1c: Interpretation**, would require documenting the 1554-1564 Market Street building's character-defining features and historical associations with rebuilding efforts after the 1906 Earthquake and Fire, and presenting the information to the public, which would lessen the impact of the proposed demolition of the historic resource. However, even with implementation of these mitigation measures, the impact to this historic architectural resource would remain *significant and unavoidable*.

Mitigation Measure M-CP-1a: Documentation

Prior to the issuance of demolition or site permits, the project sponsor shall undertake Historic American Buildings Survey (HABS) Level II documentation of the affected historical resources and their setting. The documentation shall be undertaken by a qualified professional who meets the standards for history, architectural history, or architecture (as appropriate) set forth by the *Secretary of the Interior's Professional Qualification Standards* (36 Code of Federal Regulations, Part 61). The documentation shall be in accordance with HABS Level II, and HABS material standards regarding reproducibility, durability, and size shall be met. The scope of the documentation shall be developed with Planning Preservation staff prior to undertaking each of the outlined tasks. All documentation

¹⁶ Page & Turnbull, Inc., 2006. State of California Department of Parks and Recreation 523B, 1554-1564 Market Street. Prepared for San Francisco Planning Department. August 14. Provided in 1546-1564 Market Street/55 Oak Street Historic Resource Evaluation, Part 2, San Francisco, California, [12155A], Page & Turnbull, 2014. This document is available for public review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2012.0877E.

tasks must be completed and approved by Planning Department Preservation Staff prior to the issuance of any site permit or demolition permit for the project. Documentation shall include:

1. **Measured Drawings:** A digital and hard copy set of measured drawings that depict the existing size, scale, and dimension of the subject property shall be produced. The measured drawing set shall include a site plan, floor plans, sections, elevations, and other drawings as needed to depict the existing conditions of the property. If available, the Planning Department Preservation staff will also accept the original architectural drawings or as-built drawings to supplement the measured drawings. The supplemental drawings shall be scanned or photographed in large-format, and submitted in digital and hard copy. The scope of the drawing package will be reviewed and approved by Planning Department Preservation staff prior to the commencement of this task to determine the appropriate level, number, and type of drawings required. All drawings shall be created according to the latest HABS Drawings Guidelines by the National Park Service. The measured drawings shall be produced by a qualified professional who meets the standards for architecture set forth by the *Secretary of the Interior's Professional Qualification Standards* (36 Code of Federal Regulations, Part 61).
2. **HABS-Level Photographs:** Digital photographs of the interior, exterior, and setting of the subject property shall be produced. Large format negatives are not required. The photographs must adequately document the character-defining features and setting of the historic resource. The Planning Department Preservation staff will review and approve the scope (including views and number) of photographs required prior to the commencement of this task. All digital photography shall be conducted according to the latest HABS Photography Guidelines by the National Park Service. The photographs shall be produced by a qualified professional photographer with demonstrated experience in HABS photography.
3. **HABS Historical Report:** A written narrative historical report, per HABS Historic Report Guidelines, shall be produced. The report shall include historical information, including the physical history and historic context of the building; and an architectural description of the site setting, exterior, and interior of the building. The report shall be prepared by a qualified professional who meets the standards for history or architectural history set forth by the *Secretary of the Interior's Professional Qualification Standards* (36 Code of Federal Regulations, Part 61).

Archival copies of the drawings, photographs, and report shall be submitted to the Planning Department, and to repositories including but not limited to the San Francisco Public Library, Northwest Information Center, and California Historical Society. This mitigation measure would create a collection of reference materials that would be available to the public and inform future research.

Mitigation Measure M-CP-1b: Video Recordation

Prior to the issuance of demolition or site permits, the project sponsor shall undertake video documentation of the affected historical resource and its setting. The documentation shall be conducted by a professional videographer, preferably one with experience recording architectural resources. The documentation shall be narrated by a qualified professional who meets the standards for history, architectural history, or architecture (as appropriate) set forth by the *Secretary of the Interior's Professional Qualification Standards* (36 Code of Federal Regulations, Part 61). The documentation shall include as much information as possible—using visuals in combination with

narration—about the materials, construction methods, current condition, historic use, and historic context of the historical resource.

Archival copies of the video documentation shall be submitted to the Planning Department, and to repositories including but not limited to the San Francisco Public Library, Northwest Information Center, and the California Historical Society. This mitigation measure would supplement the traditional HABS documentation, and would enhance the collection of reference materials that would be available to the public and inform future research.

Mitigation Measure M-CP-1c: Interpretation

The project sponsor shall facilitate the development of interpretive displays about the history of the affected historical resources. These displays will include a high-quality permanent digital interpretive website and a temporary exhibition or interpretive display installed at a local cultural institution, or publically accessible location near the project site. The interpretive displays shall illustrate the contextual history and the architecture of the building, and of the general building typology (e.g., post-Earthquake reconstruction “tax-payer block” commercial or automobile support structure), and shall include, but not be limited to, historic and contemporary photographs; narrative text; historic news articles and memorabilia; salvaged materials; and maps.

The development of the interpretive displays shall be overseen by a qualified professional who meets the standards for history, architectural history, or architecture (as appropriate) set forth by the *Secretary of the Interior’s Professional Qualification Standards* (36 Code of Federal Regulations, Part 61). An outline of the format, location and content of the interpretive displays shall be reviewed and approved by the San Francisco Planning Department’s Preservation staff prior to issuance of a Demolition Permit or Site Permit. The format, location, and content of the interpretive displays must be finalized prior to issuance of any Building Permits for the project.

The permanent digital interpretive website shall be hosted in perpetuity by the project sponsor, or in partnership with a local cultural institution, non-profit organization, or community organization.

The temporary interpretive display shall be exhibited in a publically visible and/or accessible location. Suggested locations include the San Francisco Public Library, San Francisco City Hall, or the street-level publically visible windows of buildings with the same typology (the project sponsor shall make a determined effort to find an interested “similar property type” owner who could exhibit the temporary interpretive display). The duration of the temporary exhibit shall be at least 4 months, but can be negotiated upon approval by Planning Department Preservation Staff, according to the schedule of the venue where they will be displayed.

Impact CP-2: The proposed demolition of the existing 55 Oak Street building would have a substantial adverse effect on an individual historic architectural resource. (*Significant and Unavoidable with Mitigation*)

The proposed project would require the demolition of 55 Oak Street. As discussed above, 55 Oak Street is an individual historical resource eligible for listing on the CRHR under Criterion 1 (Events) for its association with early automotive repair facilities and under Criterion 3 (Design/Construction) for clarity of expression as an automotive repair shop. Demolition of the existing 55 Oak Street building would

materially impair the significance of this historic resource, and would therefore cause a substantial adverse impact on the resource, which would be considered a *significant impact* under CEQA.

Implementation of **Mitigation Measure M-CP-1a: Documentation**, **Mitigation Measure M-CP-1b: Video Recordation**, and **Mitigation Measure M-CP-1c: Interpretation**, would require documenting the 55 Oak Street building's character-defining features and historical associations with commercial automobile activity along the Van Ness Corridor, which would lessen the impact of the proposed demolition of this historic resource. However, even with implementation of these mitigation measures, the impact to the historic architectural resource would remain *significant and unavoidable*.

Impact CP-3: The construction of the proposed new building on the project site would not have a substantial adverse effect on individual offsite historical resources or historic districts. (*Less than Significant*)

Three historic districts are in the project vicinity. The existing buildings on the project site are not considered contributors to these three districts, and therefore the proposed project would not directly affect these resources. However, the construction of the proposed new building may indirectly affect these resources by altering the existing visual setting of these offsite historical resources. In addition, nine CRHR-eligible individual historic resources are in a one-block radius of the project site. These resources could be indirectly impacted by the proposed new building as well.

The following analysis examines the proposed project's compatibility with and indirect impact to these historic resources.

The Market Street Masonry District. The proposed project is on the same block as 1580-1598 Market Street (Miramar Apartments), which is one of the eight discontinuous contributors to the Market Street Masonry District. In addition, 150 Franklin Street, also included in the Market Street Masonry District, is one block from the project site. The other buildings included in the Market Street Masonry District are in a two- to four-block radius from the project site; these buildings are generally similar in building design to 1580-1598 Market Street and 150 Franklin Street. The Market Street Masonry District is significant for its association with San Francisco's period of reconstruction after the 1906 Earthquake and Fire, and for its high-quality designs by master architects working in the formal styles of the early 20th century; the district has a period of significance of 1911 to 1925.

Because the Market Street Masonry District is made up of elements that are spatially discrete, and the space between the elements is not related to the significance of the district, visual continuity of the elements and uniformity with neighboring buildings are not factors in determining the significance of the district. Therefore, the proposed project would not be incompatible with the District, and would not affect the ability of the buildings in the Market Street Masonry District to convey their historic significance.

The Civic Center Historic District. The project site does not bear a strong thematic relationship to the historic significance of the Civic Center Historic District. The project site is a full city block from the southern boundary of the district, and does not have a clear physical or visual connection to the district. Therefore, the demolition of the existing buildings on the project site would not adversely affect the context of the Civic Center Historic District. Overall, the proposed project would not affect the Civic Center Historic District's ability to express its historic significance and character.

The Hayes Valley Residential Historic District. The four closest properties, within one block of the project site, that are contributors to the Hayes Valley Residential Historic District, are: 52 Page Street, 74-78 Page Street, 75-79 Lily Street, and 72 Lily Street. These properties are eligible for the CRHR as contributors to a CRHR-eligible district. The project site, although only a block away, does not bear a thematic relationship to the historic significance from the Hayes Valley Residential Historic District properties. Its location on Market Street and its historic use for commerce and automotive repair thematically separate it from the district. For these reasons, the proposed project would not lessen these properties' ability to express their historic significance. In addition, the project buildings proposed to be demolished do not have a strong relational use to the Hayes Valley Residential Historic District properties; therefore, removal of the buildings would not have an adverse effect upon the district.

Individual Historic Resources. Nine CRHR-eligible individual historic resources are located within a one-block radius of the project site. Two of these historic resources directly face the proposed project: 11-35 Van Ness Avenue and 50 Oak Street are both located on the north side of Oak Street, across the street from 55 Oak Street. The existing building at 55 Oak Street, which is an automobile repair shop, does not have a strong functional use relation to these two buildings. The proposed project differs in use from these buildings, both of which are currently used as office and educational buildings. The proposed project is also four stories taller than these two buildings; it presents a narrower façade to the street than these buildings, thereby lessening the impact of its height.

The remaining seven CRHR-eligible individual historic resources within a one-block radius of the project site are 66 Page Street, 44 Page Street, 68 12th Street, 159 Fell Street, 145 Fell Street, 1601 Market Street, and 41 Franklin Street. The impact of the proposed project on any of these individually eligible resources is very low, due to their discontinuous arrangement, their distance from the proposed project, and the mixed typology of other extant buildings between these resources and the proposed project. The project area is characterized by a mix of residential, automotive, and commercial uses, so the introduction of a residential over commercial building does not bring an incongruous use to the area. The height of the proposed project is not likely to negatively affect the buildings; although all of these buildings are lower in height than the proposed project, many are located next to or near buildings of greater height, such as the Market Street Masonry District buildings, which range in height from five to seven stories. Overall, the proposed project would not affect the ability of any of these identified individual historic resources to convey their historic significance or their ability to be listed in the CRHR.

Therefore, as described above, implementation of the proposed project would not have a substantial adverse change on an offsite individual historic architectural resource or historic district. The proposed project would have a *less-than-significant* impact on offsite historic architectural resources, and no mitigation measures are required.

5. Cumulative Impacts

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

As described in Section 4.A.2.b, there are two categories of potential cumulative impacts that the proposed project may have on historic architectural resources: impacts to post-Earthquake reconstruction “tax-payer block” commercial structures; and impacts to general automobile repair structures.

The geographic scope, or cumulative study area, for cumulative historic architectural resource impacts includes the project site and the areas within the Market and Octavia Area Plan Historic Survey and the Van Ness Auto Row Support Structures Survey, which evaluated historic resources on the project site and historic resources in the project vicinity.

Two projects in the cumulative setting are listed in Table 4.A-1. The planned 1527-1545 Pine Street Mixed-Use project would have significant impacts on a post-Earthquake reconstruction “tax-payer block” commercial building, resulting from the demolition of 1545 Pine Street. The planned 1634–1690 Pine Street project would have significant impacts on a general automobile repair structure, resulting from the demolition of 1656 Pine Street. The projects in the cumulative setting along with the proposed project would result in significant project-level impacts on two post-Earthquake reconstruction “tax-payer block” commercial buildings, and two general automobile repair structures.

However, although the proposed project and projects in the cumulative setting would result in project-level significant impacts to historic resources, these impacts would not combine in such a way that there would be a significant cumulative impact to historic architectural resources. There is a substantial distance, approximately 1 mile, between the historic resources on the project site (1554-1564 Market Street and 55 Oak Street) and historic resources that would be affected by the cumulative projects (1545 Pine Street and 1656 Pine Street). These buildings are in different neighborhoods: the project site is in the Downtown/Civic Center neighborhood; and 1545 Pine Street and 1656 Pine Street are in the Nob Hill and Western Addition neighborhoods, respectively. The intervening blocks contain a broad variety of building types and heights, various land uses, and varying eras of construction. Despite the similarity of building types on the project site (1554-1564 Market Street and 55 Oak Street) and the other register-eligible examples of these building types (1545 Pine Street and 1656 Pine Street), these buildings have no functional relationship to each other, and do not present as visually or historically connected within their urban contexts. Although they are linked to each other thematically as a similar property type, the thematic relationship does not contribute to their individual significance. Therefore, because these historic resources do not form a district, the projects under the cumulative setting, including the proposed project, would not affect ability of the remaining post-Earthquake reconstruction “tax-payer block” commercial buildings, nor of the remaining general automobile repair shops, to express their historic significance and character. Therefore, the proposed project in combination with other projects in the cumulative setting would result in *less-than-significant* cumulative impacts.

CHAPTER 5

Other CEQA Issues

This chapter addresses the growth-inducement potential, significant environmental effects that cannot be avoided if the project is implemented, and significant irreversible changes of the proposed 1546-1564 Market Street project.

A. Growth-Inducing Impacts

This section analyzes the growth-inducement potential of the proposed project, as required by the California Environmental Quality Act (CEQA). CEQA Guidelines Section 15126.2(d) requires that an Environmental Impact Report (EIR) evaluate the growth-inducing impacts of a project. A project is considered growth-inducing if it would directly or indirectly foster substantial economic or population growth, or the construction of substantial amounts of additional housing. Examples of projects likely to result in significant adverse growth inducement include extensions or expansions of infrastructure systems beyond what is needed to serve project-specific demand, and development of new residential subdivisions in areas that are sparsely developed or undeveloped. The environmental effects of project-induced growth are considered secondary or indirect impacts of the project. Growth can result in a variety of indirect environmental impacts, including increased demand on community services and public service infrastructure; increased traffic and noise; and degradation of air and water quality.

Assessing the growth-inducement potential of the proposed project involves determining whether or not construction of the 1546-1564 Market Street project would remove an obstacle to population growth, and therefore directly or indirectly support more economic or population growth or residential construction in the surrounding environment.

The project site is located on an infill site, surrounded on all sides by urban uses; it would not result in the extension of infrastructure into undeveloped areas, or the construction of a residential project in an area that is undeveloped or lightly developed. The proposed project would increase population density in the project area, replacing 16,644 square feet of retail/office uses with 138,002 gross square feet (gsf) of primarily residential uses (109 new dwelling units) and 4,810 gsf ground-floor retail uses. This is consistent with the projected population growth assumed in the Market and Octavia Neighborhood Plan EIR (PEIR), which addressed the proposed project at a program level. As analyzed in Chapter 4.14, Growth Inducement, of the PEIR, the Market and Octavia Area Plan was expected to result in the addition of 4,440 units of housing between 2004 and 2025, or approximately 210 units per year.¹ Because the proposed project would add 109 dwelling units, its potential for inducing population growth has already been adequately covered by the PEIR. In addition, this growth would be consistent with the

¹ San Francisco Planning Department, 2007. Market and Octavia Neighborhood Plan Final EIR. Case No. 2003.0347E; State Clearinghouse No. 2004012118, p. 4-353. This document is available for public review at the Planning Department, 1650 Mission Street, Suite 400.

projections of Association of Bay Area Governments' Plan Bay Area, which predicts an average of 3,083 new housing units per year in San Francisco between 2010 and 2040;² the 1546-1564 Market Street project would account for 3.5 percent of this projected growth.

The proposed project would provide for high-density residential growth supported by existing facilities, and would not require expansion to existing infrastructure, public services, community facilities, public services, or public utilities. Although this growth might have otherwise occurred at other Bay Area locations, the proposed project would focus growth on an underused infill site that is near transit, employment areas, and public amenities.

Therefore, implementation of the proposed project would increase population growth only to the extent already envisioned in existing regional, local, and area plans, and would not have a direct or indirect growth-inducing impact.

B. Significant Unavoidable Impacts

In accordance with Section 21067 of CEQA and Sections 15126(b) and 15126.2(b) of the CEQA Guidelines, the purpose of this section is to identify project-related environmental impacts that could not be eliminated or reduced to a less-than-significant level with the implementation of all identified mitigation measures. The findings in this chapter are subject to final determination by the San Francisco Planning Commission as part of its certification of this EIR.

This section identifies project-related impacts that would remain potentially significant or significant, even with the implementation of all identified mitigation measures. Chapter 4, Environmental Setting, Impacts, and Mitigation Measures, describes the potential environmental impacts of the proposed project, and identifies mitigation measures to reduce those impacts. With the exception of the significant and unavoidable impacts described below, all other significant impacts would be eliminated or reduced to less-than-significant levels by the identified mitigation measures.

As evaluated in Section 4.B, Historic Architectural Resources, the proposed project would result in the following significant and unavoidable project-specific and cumulative impacts related to Historic Architectural Resources:

- Impact CP-1: The proposed demolition of the existing 1554-1564 Market Street building would have a substantial adverse effect on an individual historic architectural resource.
- Impact CP-2: The proposed demolition of the existing 55 Oak Street building would have a substantial adverse effect on an individual historic architectural resource.

C. Areas of Known Controversy and Issues to be Resolved

The Notice of Preparation and Community Plan Exemption Checklist (NOP and CPE) for this project was published on October 22, 2014, announcing that the City of San Francisco would prepare and distribute

² ABAG and MTC (Association of Bay Area Governments and Metropolitan Transportation Commission), 2013. Plan Bay Area: Strategy for a Sustainable Region. Adopted July 18. p. 55. Available at <http://www.onebayarea.org/regional-initiatives/plan-bay-area/final-plan-bay-area.html>.

an EIR. Individuals and agencies that received these notices included owners of properties within 300 feet of the project site, and potentially interested parties, including regional and state agencies.

No public comments on the NOP and CPE were received, and no areas of public controversy were identified.

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CHAPTER 6

Alternatives

A. Introduction

This chapter describes and evaluates the four alternatives to the proposed 1546-1564 Market Street project, including the No Project Alternative; analyzes the impacts to historic architectural resources for each alternative; and describes the environmentally superior alternative. Alternatives considered but rejected from further consideration are also described.

The California Environmental Quality Act (CEQA) Guidelines, Section 15126.6(a), state that an Environmental Impact Report (EIR) must describe and evaluate a reasonable range of alternatives to the proposed project that would feasibly attain most of the project's basic objectives, and would avoid or substantially lessen any significant adverse environmental effects of the project. An EIR need not consider every conceivable alternative to the proposed project. Rather, it must consider a reasonable range of potentially feasible alternatives that will foster informed decision-making and public participation. The EIR must evaluate the comparative merits of the alternatives and include sufficient information about each alternative to allow meaningful evaluation, analysis, and comparison with the proposed project.

Specifically, the CEQA Guidelines set forth the following criteria for selecting alternatives:

- **Identifying Alternatives.** The discussion of alternatives shall focus on alternatives to the project or its location that are capable of avoiding or substantially lessening any significant effects of the project, even if these alternatives would impede to some degree the attainment of the project objectives or would be more costly (Section 15126.6[b]).
- **Range of Alternatives.** The range of potential alternatives shall include those that could feasibly accomplish most of the basic objectives of the project and could avoid or substantially lessen one or more of the significant effects (Section 15126.6[c]). The specific alternative of "No Project" (referred to as the No Project Alternative) shall also be evaluated along with its impacts (Section 15126.6[e][1]).
- **Evaluation of Alternatives.** The alternatives should be limited to ones that would avoid or substantially lessen any of the significant effects of the project. Of those alternatives, the EIR need examine in detail only the ones that the lead agency determines could feasibly attain most of the basic objectives of the project. The range of feasible alternatives shall be selected and discussed so as to foster meaningful public participation and informed decision-making (Section 15126.6[f]). An EIR is not required to consider alternatives that are infeasible (Section 15126.6[a]).

As described above, the intent of the alternatives analysis is to consider designs and development programs that could avoid or lessen significant and unavoidable impacts resulting from the proposed

project. As evaluated in Section 4.B, Historic Architectural Resources, the proposed project would result in the following significant and unavoidable project-specific and cumulative impacts related to Historic Architectural Resources:

- Impact CP-1: The proposed demolition of the existing 1554-1564 Market Street building would have a substantial adverse effect on an individual historic architectural resource.
- Impact CP-2: The proposed demolition of the existing 55 Oak Street building would have a substantial adverse effect on an individual historic architectural resource.

Several alternatives and variations on the alternatives were considered for analysis in this EIR. Three alternatives that were rejected because they were found to be infeasible or because they failed to meet key project objectives of the project sponsor are described at the end of this chapter.

The four alternatives selected for detailed analysis in this EIR, including the No Project Alternative, represent a reasonable range of alternatives to the proposed project that would avoid or substantially lessen the significant adverse environmental impacts to historic architectural resources. The selected alternatives were based on the applicable land use regulations pertaining to the site, including zoning and the Market and Octavia Area Plan (Area Plan), engineering standards, and building code requirements. The ability of each of these alternatives to achieve the project sponsor's objectives is evaluated and is assigned an overall rating (none; partial [very low, low, moderate, medium]; and all [high]). These alternatives are:

- Alternative 1: No Project Alternative;
- Alternative 2: Full Preservation Alternative;
- Alternative 3: Market Partial Preservation Alternative; and
- Alternative 4: Oak Partial Preservation Alternative.

B. Alternative 1 – No Project Alternative

1. Description

CEQA Guidelines Section 15126.6(e)(3)(B) describes the “No Project” Alternative as the circumstance under which the proposed project does not proceed. Consideration of the No Project Alternative is required under Section 15126(f) of the CEQA Guidelines. The purpose of describing and analyzing a No Project Alternative is to allow decision-makers to compare the impacts of approving the proposed project with the impacts of not approving the proposed project (CEQA Guidelines Section 15126.6[e][1]).

Under the No Project Alternative, no changes would be made to the existing structures at 1546-1564 Market Street. The buildings on the site would continue with commercial/retail uses on Market Street and automotive repair uses on Oak Street, as described in Section 2.A, Project Overview, in Chapter 2, Project Description.

2. Impacts

The No Project Alternative would continue existing conditions on the project site. Under this alternative, the three existing buildings, including the two historic architectural resources, 1554-1564 Market Street and 55 Oak Street, would not be demolished. Therefore, the No Project Alternative would avoid the

project's significant unavoidable impacts to historic architectural resources. However, the No Project Alternative would not achieve any of the project sponsor's objectives listed in Section 2.B, Project Sponsor's Objectives, in Chapter 2, Project Description.

C. Alternative 2 – Full Preservation Alternative

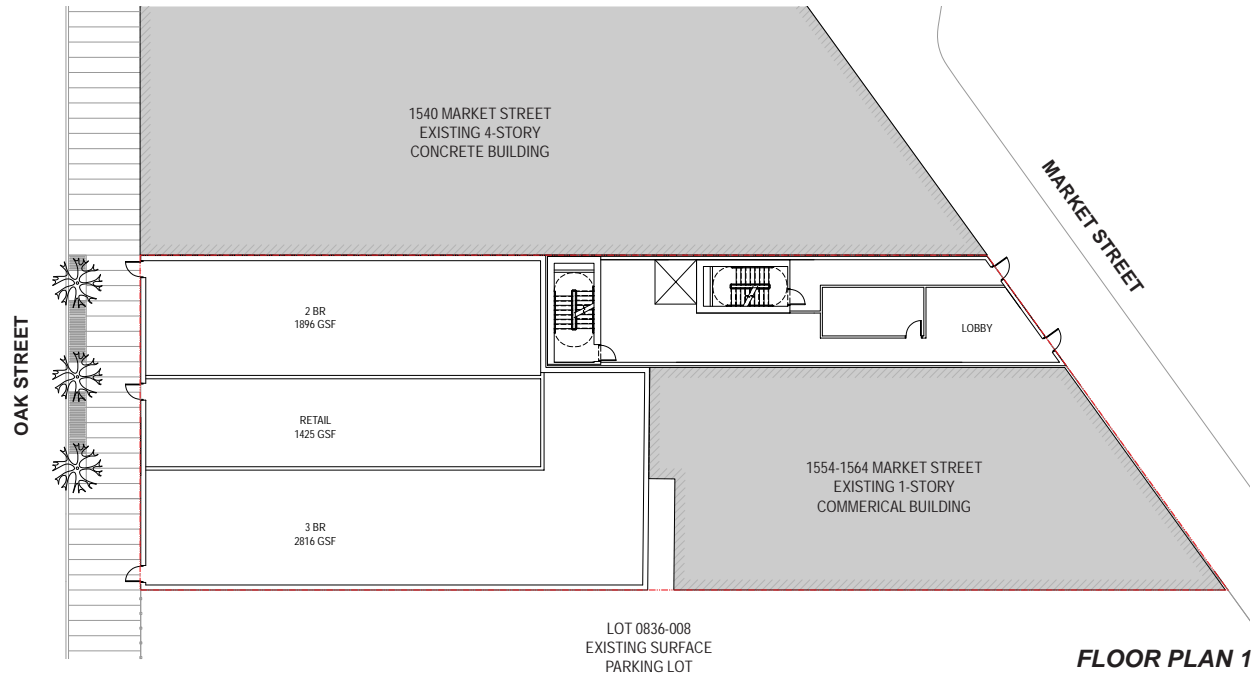
1. Description

Under the Full Preservation Alternative, development would only occur on Lot 006 (1546-1550 Market Street), which is a 2,074-square-foot lot, and both historic architectural resources on Lot 007 (1554-1564 Market Street and 55 Oak Street) would be fully preserved. As shown on Figures 6-1A through 6-1C, the existing 1546-1550 Market Street building would be demolished and replaced with a 12-story, 120-foot-tall building. The new building would be approximately 22 feet wide and approximately 102 feet deep. Under this alternative, the automotive repair uses in 55 Oak Street would be replaced with residential/retail uses; the building would be redeveloped with two dwelling units and a 1,425-square-foot retail space. Between the new 1546-1550 Market Street building and the redeveloped 55 Oak Street building, this alternative would be 14,937 square feet and have a total of 13 residential units and 13 bicycle parking spaces. An on-street loading space exists along Market Street.

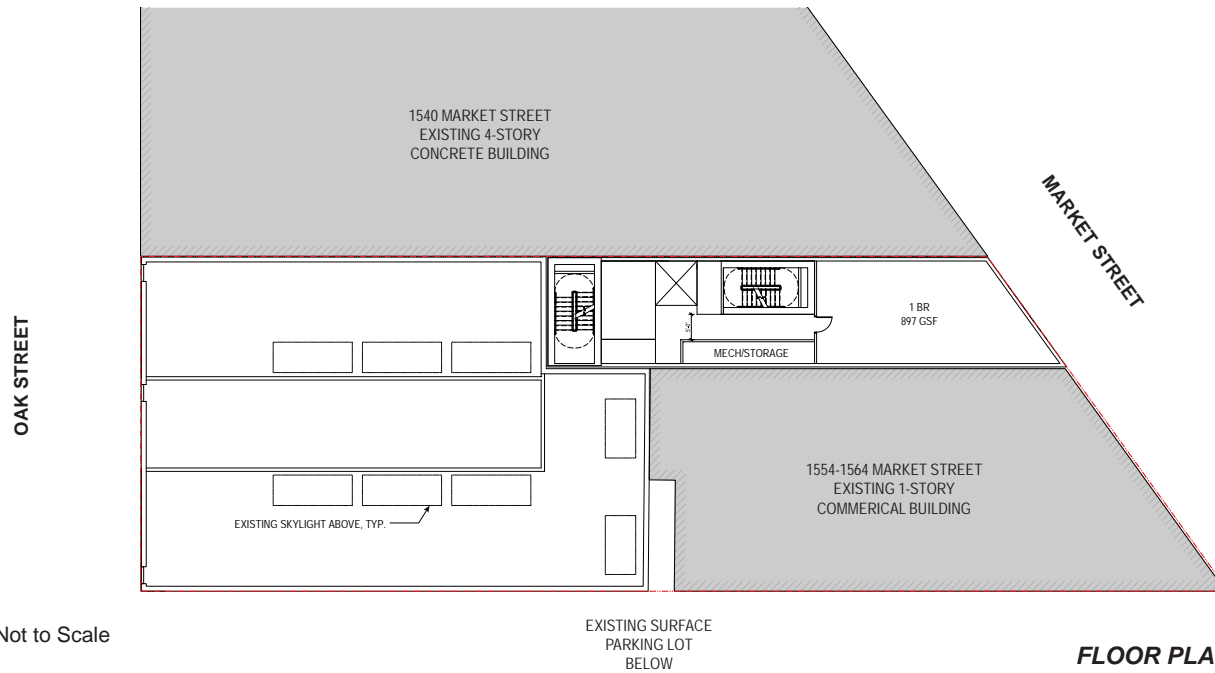
The proposed number and size of units in the new proposed building would be limited by the required stair separation under the California Building Code (i.e., stair must be separated by a minimum distance of $\frac{1}{4}$ the maximum diagonal of the building, or 25 feet [California Building Code Section 403.5.1]) and the requirement for an elevator vestibule of 150 square feet under San Francisco Fire Code Section 5.08. To maximize the layout, the mechanical services for the building would be concentrated toward one end. Under this alternative, the ground floor would contain a lobby and required secondary egress and fire control center as required under San Francisco Fire Code Section 5.08. Each subsequent floor in the new building would have a 897-square-foot one-bedroom unit for a total of 11 units; the remainder of the space on each floor that is not occupied by the residential unit would be dedicated to building code required life safety features such as two points of egress and necessary elevator lobby square footages. Eleven Class 1 bicycle parking spaces are proposed in a 120-square-foot bike storage facility on the ground floor. No off-street parking is proposed. The proposed new residential building would be separate from the two buildings to be retained and there would not be a connection between the buildings.

Under the Full Preservation Alternative, a ground-floor retail space is not feasible in the new building given the limited width of the parcel and the residential lobby entry. However, along Market Street, ground-floor active commercial uses are required in accordance with Planning Code Section 154.4; therefore, an exception would be required for this alternative.

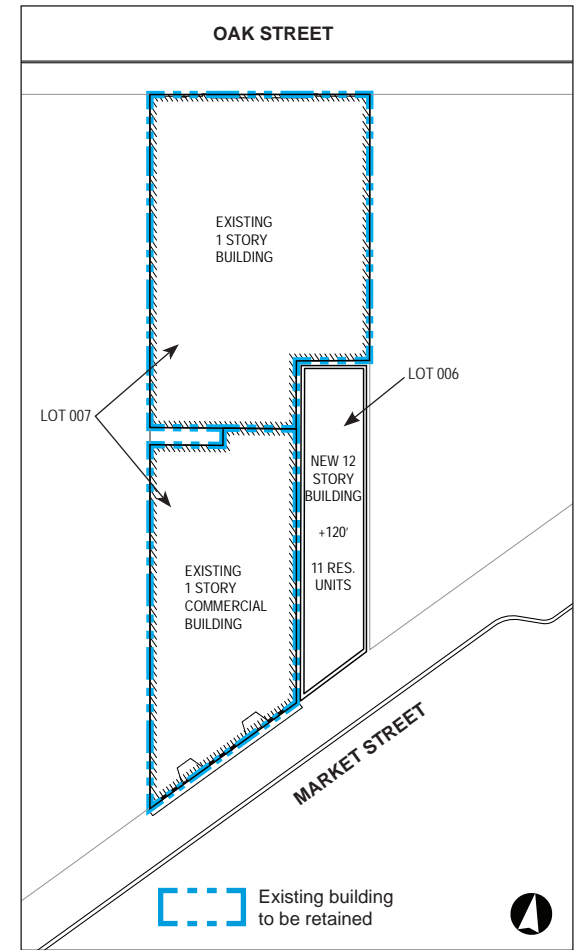
The existing buildings to be retained on site, 1554-1564 Market Street and 55 Oak Street, are in the C-3-G (Downtown General Commercial District) Planning District and the Van Ness and Market Downtown Residential Special Use District (SUD). Residential, institutional, commercial and other uses are permitted or conditionally permitted in the district. However, because of Planning Code requirements for active commercial uses in the district, only the 55 Oak Street building would be redeveloped with residential uses. 1554-1564 Market Street is not proposed for residential uses because such uses on the ground floor are not permitted under Planning Code 145.4(b), which requires the ground floor of buildings located along Market Street in the Van Ness and Market SUD to have "active commercial uses."



FLOOR PLAN 1



FLOOR PLAN 2



SITE PLAN

ALTERNATIVE 2 – FULL PRESERVATION SITE PLAN AND FLOOR PLANS

1546–1564 Market Street Project
San Francisco, California

FIGURE 6-1a

Not to Scale

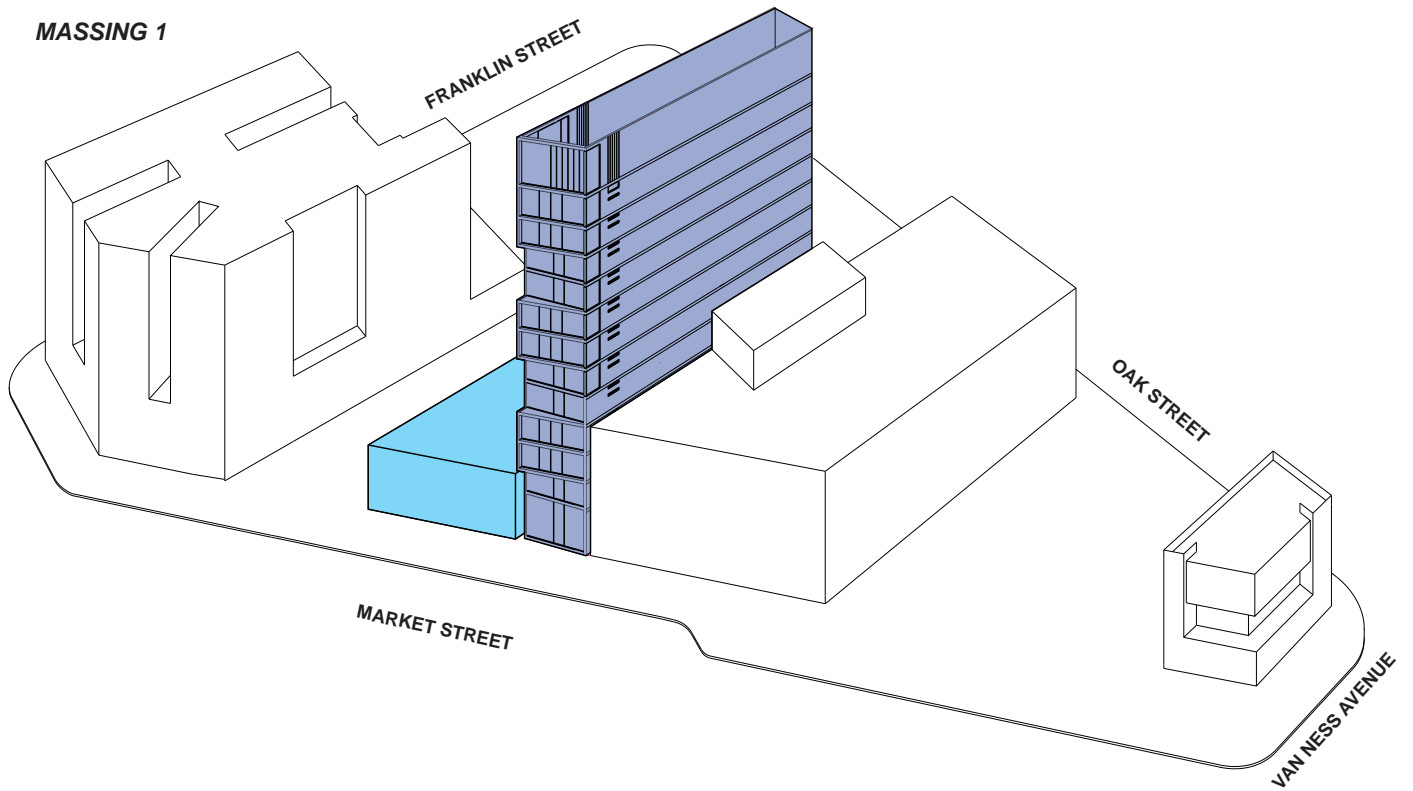
Source: Handel Architects LLP, June 2014.

Source: Handel Architects LLP, June 2014.

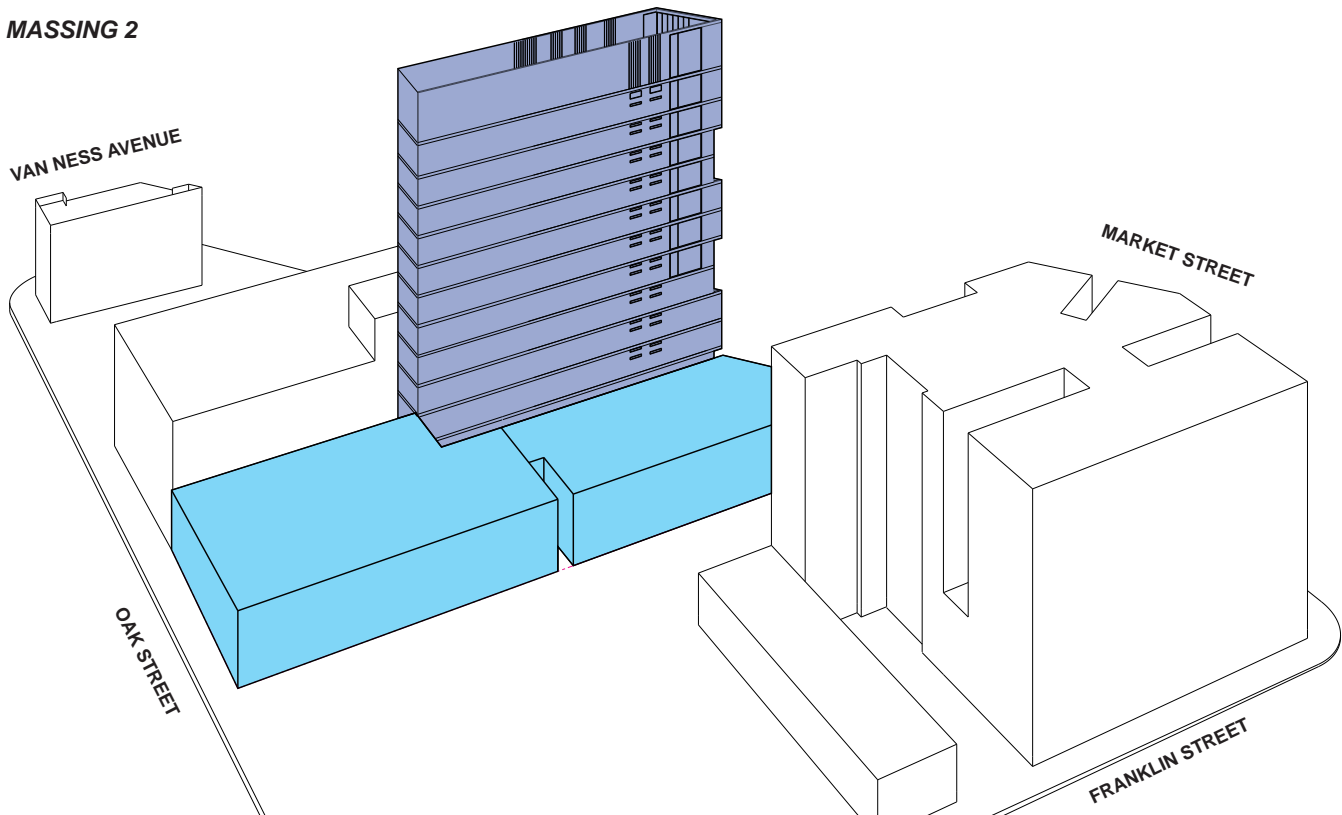
1546–1564 Market Street Project
San Francisco, California

FIGURE 6-1b

MASSING 1



MASSING 2



- Existing building to be retained
- New Construction

Not to Scale

Source: Handel Architects LLP, June 2014.

ALTERNATIVE 2 – FULL PRESERVATION MASSING

1546–1564 Market Street Project
San Francisco, California

FIGURE 6-1c

Under the Full Preservation Alternative, to maximize potential housing opportunities, two dwelling units would be added to the 55 Oak Street building. The dwelling units would have direct street access and would flank a 1,425-square-foot retail space along Oak Street. The units would comprise a 1,896-square-foot two-bedroom unit and a 2,816-square-foot three-bedroom unit. Each unit would include one Class 1 bicycle parking space. The proposed changes to the 55 Oak Street building would be designed and built in compliance with the Secretary of the Interior's Standards for Treatment of Historic Properties.

2. Impacts

Unlike the proposed project, the Full Preservation Alternative includes the retention of both historic resources at the site (1554-1564 Market Street and 55 Oak Street). The building that is not considered a historic resource, 1546-1550 Market Street, would be demolished and replaced with a new building. In addition, the alterations to the façade of 55 Oak Street required to convert its use from automotive repair to a mixture of commercial and residential would be designed and built in compliance with the Secretary of the Interior's Standards for Treatment of Historic Properties. The new construction at 1546-1550 Market Street would not have significant adverse impacts on the two historic resources' ability to convey their historic significance, because the setting includes buildings of similar size and use (residential, multiple stories, differing eras of construction) that were extant when the two historic resources received their determinations of historic significance.¹ Therefore, unlike the proposed project, the Full Preservation Alternative would not have significant adverse impacts to the two historic resources on the site, and **Mitigation Measure M-CP-1a: Documentation, Mitigation Measure M-CP-1b: Video Recording, and Mitigation Measure M-CP-1c: Interpretation**, identified for the proposed project, would not be applicable. Impacts under this alternative would be less than significant (**Impacts CP-1 and CP-2, reduced**).

Similar to the proposed project, the Full Preservation Alternative would not materially alter other known historic resources and districts in the project vicinity. The proposed new building under the Full Preservation Alternative is similar in design to the proposed project, but has reduced massing. The proposed residential and commercial uses under this alternative are similar to the mix of surrounding uses. The proposed height, massing, and design, although not the same as the immediately surrounding buildings, are consistent with the mix of building designs in the vicinity. Although the Full Preservation Alternative would remove some commercial uses from the street level of both 1546-1554 Market Street and 55 Oak Street, commercial use would be retained in a portion of 55 Oak Street and at 1554-1564 Market Street, supporting the compatibility of this alternative with adjacent buildings and surrounding known historic resources and districts. Therefore, similar to the proposed project, the Full Preservation Alternative would have a less-than-significant impact to offsite historic resources or historic districts (**Impact CP-3, similar**).

Similar to the cumulative condition under the proposed project, the Full Preservation Alternative, in combination with other cumulative projects, would not result in significant cumulative impacts. Although projects identified in the cumulative setting would result in adverse project-level impacts to historic resources, these projects are approximately 1 mile from the proposed project; the intervening blocks contain a broad variety of building types and heights, various land uses, and varying eras of construction; and these buildings have no functional relationship to each other, and are not visually or historically connected within their urban contexts. Therefore, potential cumulative impacts would be less than significant (**Impact C-CP-1, similar**).

Overall, the Full Preservation Alternative would have **reduced** impacts compared to the proposed project on historic architectural resources because the two historic resources on the site would be retained.

¹ Further analysis of the impact of setting on the integrity of 1554-1564 Market Street and 55 Oak Street is included in Page & Turnbull's Historic Resource Evaluation Part 2 for 1546-1564 Market Street/55 Oak Street, pp. 12-14 and 15-17.

Although the resource at 55 Oak Street would be altered, compliance with the Secretary of the Interior's Standards for Treatment of Historic Properties would reduce potential impacts to less-than-significant levels. Therefore, the impacts of the Full Preservation Alternative would be less than significant.

The Full Preservation Alternative would partially achieve three of the project objectives listed in Section 2.B, Project Sponsor's Objectives, of Chapter 2, Project Description, to a very limited degree (very low ability to meet objectives). Under the Area Plan, the project vicinity is zoned for large towers up to 400 feet in height, including immediately adjacent to the project site at the corner of Van Ness Avenue and Market Street. This alternative would construct a new, 120-foot tall building, which would be relatively narrow (22 feet wide), and would retain the existing single-story and two-story buildings on the site. Although 55 Oak Street would also be redeveloped with two dwelling units and a 1,425-square-foot retail space, the existing one- and two-story buildings would be retained; the heights of these existing buildings would be substantially below the allowed heights on the block, and less than the heights of the new proposed adjacent buildings, including the planned 400-foot tower proposed for the adjacent site at 1510 Market Street. The substantial variation in building heights along the project site would not create a congruent or consistent façade along the street, and would not maximize the potential to provide higher-density housing on a site that is in close proximity to local and regional transit hubs. This alternative would develop 13 dwelling units, which would contribute substantially less housing, approximately 88 percent fewer dwelling units, than the proposed project.

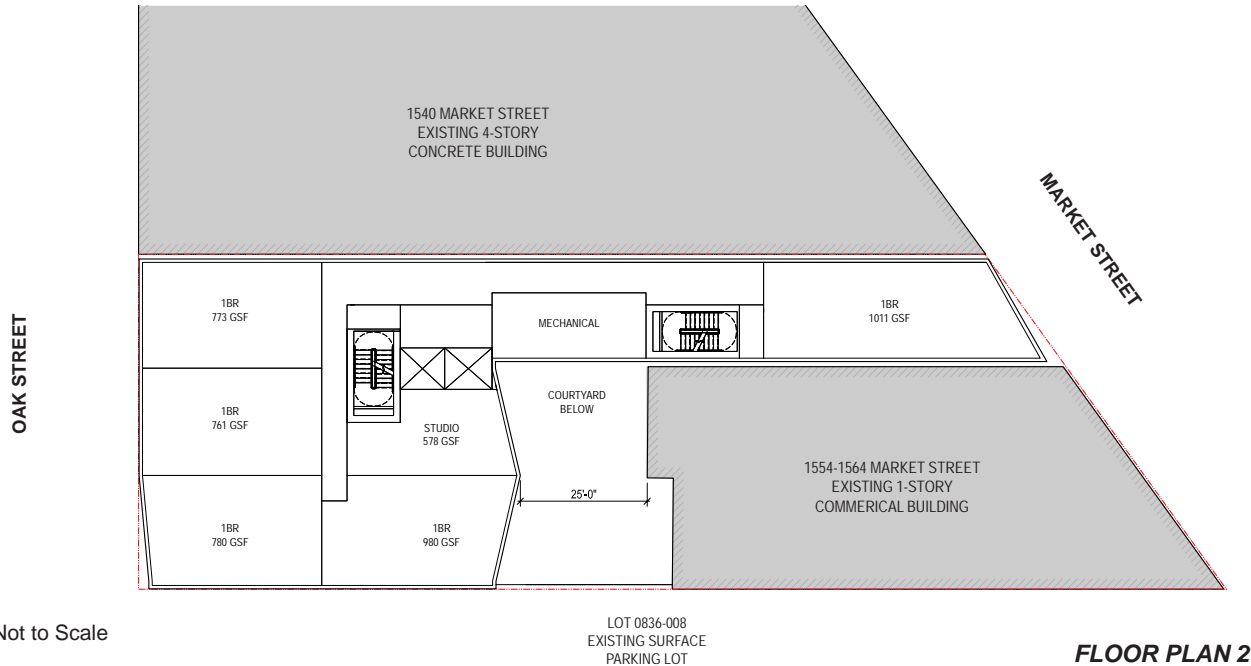
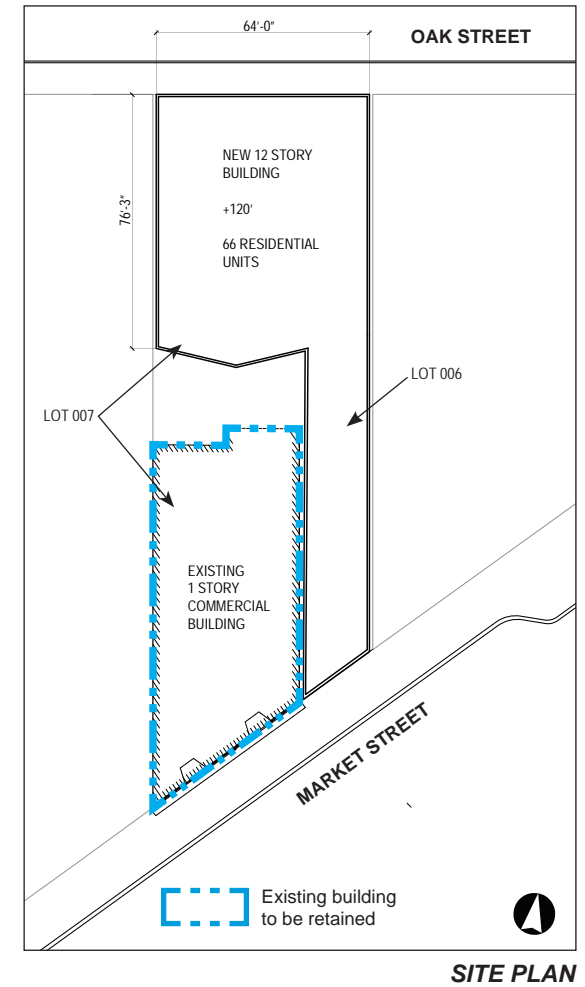
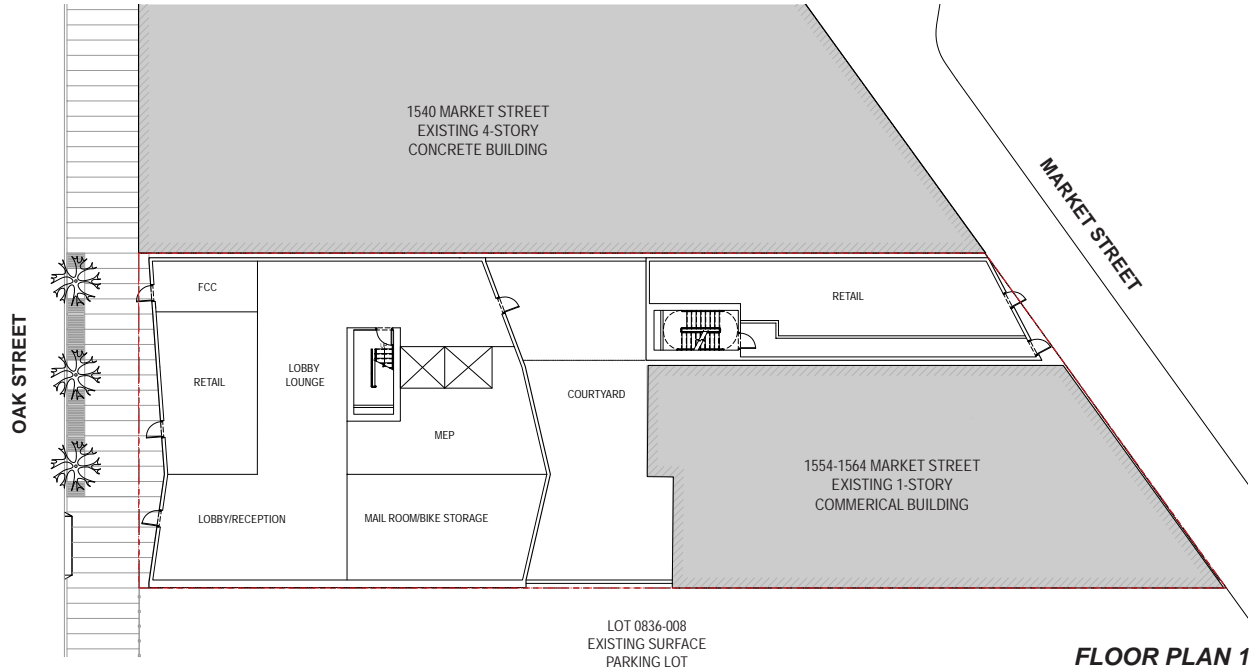
Therefore, this alternative would have a very low achievement of the project objectives. Although the new building would be consistent with and enhance the existing scale and urban design character of the area, the two retained buildings on the site would not achieve the first project objective. Similarly, although the new building would replace one existing structure with high-quality residential, contribute to the high-density development on the block, and increase the housing supply slightly, the retention of the existing buildings would result in very limited overall achievement of the second and third objectives, because the site would contribute substantially fewer dwelling units than the proposed project. The Full Preservation Alternative would also not construct a sufficient number of dwelling units to generate a return on investment adequate to attract investment capital and construction financing, because this alternative would result in approximately 96 fewer units than the proposed project. In addition, this alternative would not construct streetscape improvements that complement the proposed Oak Street Plaza, and enliven pedestrian activity by developing ground-floor retail and public-amenity space.

D. Alternative 3 – Market Partial Preservation Alternative

1. Description

Under the Market Partial Preservation Alternative, the existing nonhistoric structure on Lot 006, 1546-1550 Market Street, and one historic resource on Lot 007, 55 Oak Street, would be demolished, and the other historic resource on the Lot 007, 1554-1564 Market Street, would be retained. As shown on Figures 6-2A through 6-2C, a new 80,411-gross-square-foot, 12-story, 120-foot-tall residential tower would be constructed. The building would have a total of 66 dwelling units, comprising 55 one-bedroom dwelling units and 11 studios. The ground floor would include a 600-square-foot retail space and 985-square-foot residential lobby along Oak Street, and a 675-square-foot retail space along Market Street. Storage for the 66 Class 1 bicycle parking spaces would be provided in a 770-square-foot bicycle storage area accessed from Oak Street. The mechanical core and elevator bank would occur on the 55 Oak Street

08/19/14 hk T:\1546-1564 Market Street\Focused_EIR\Figs4&6s_1564_MarketSt.lindd



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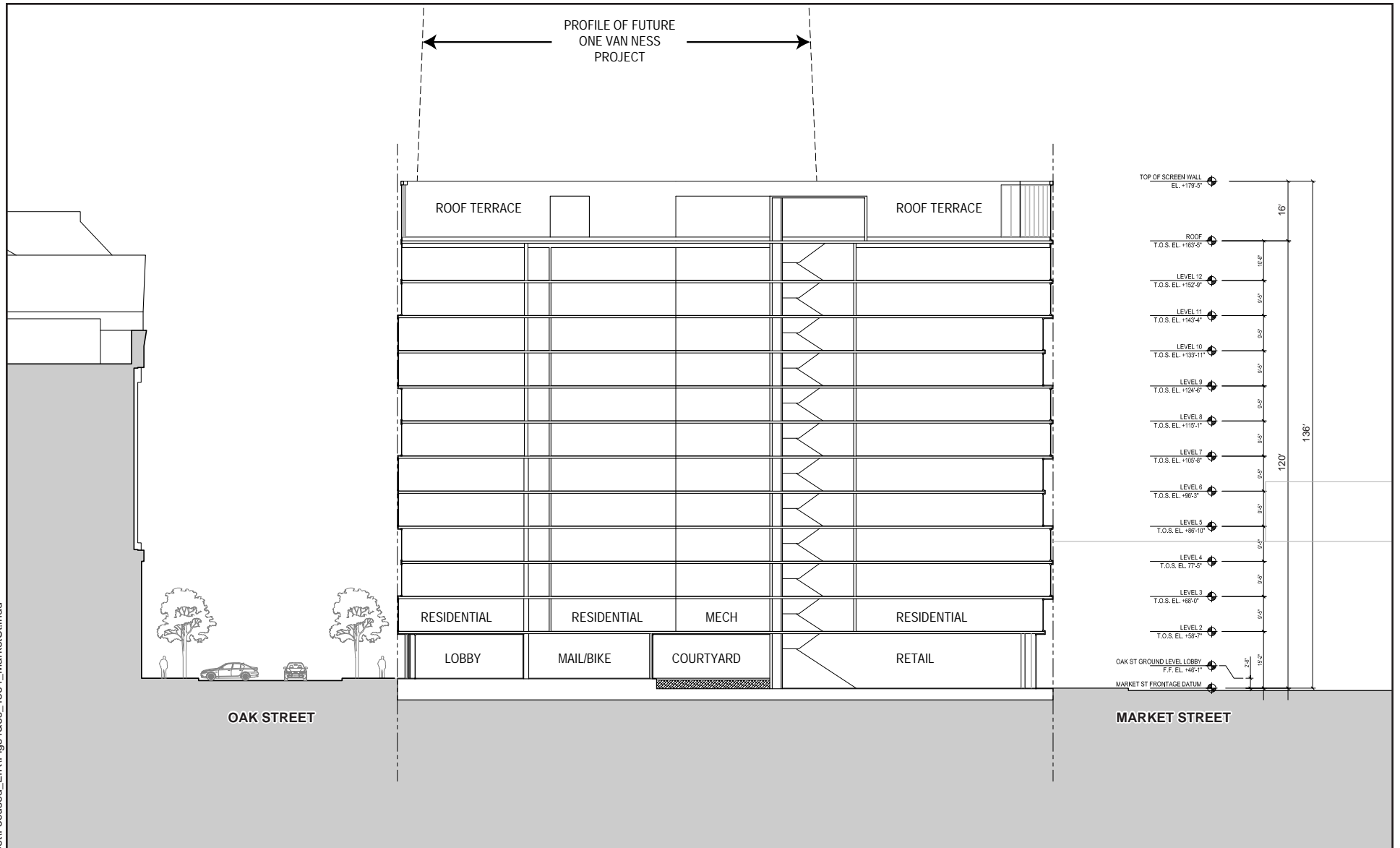
Source: Handel Architects LLP, June 2014.

ALTERNATIVE 3 – MARKET PARTIAL PRESERVATION SITE PLAN AND FLOOR PLANS

1546–1564 Market Street Project
San Francisco, California

FIGURE 6-2a

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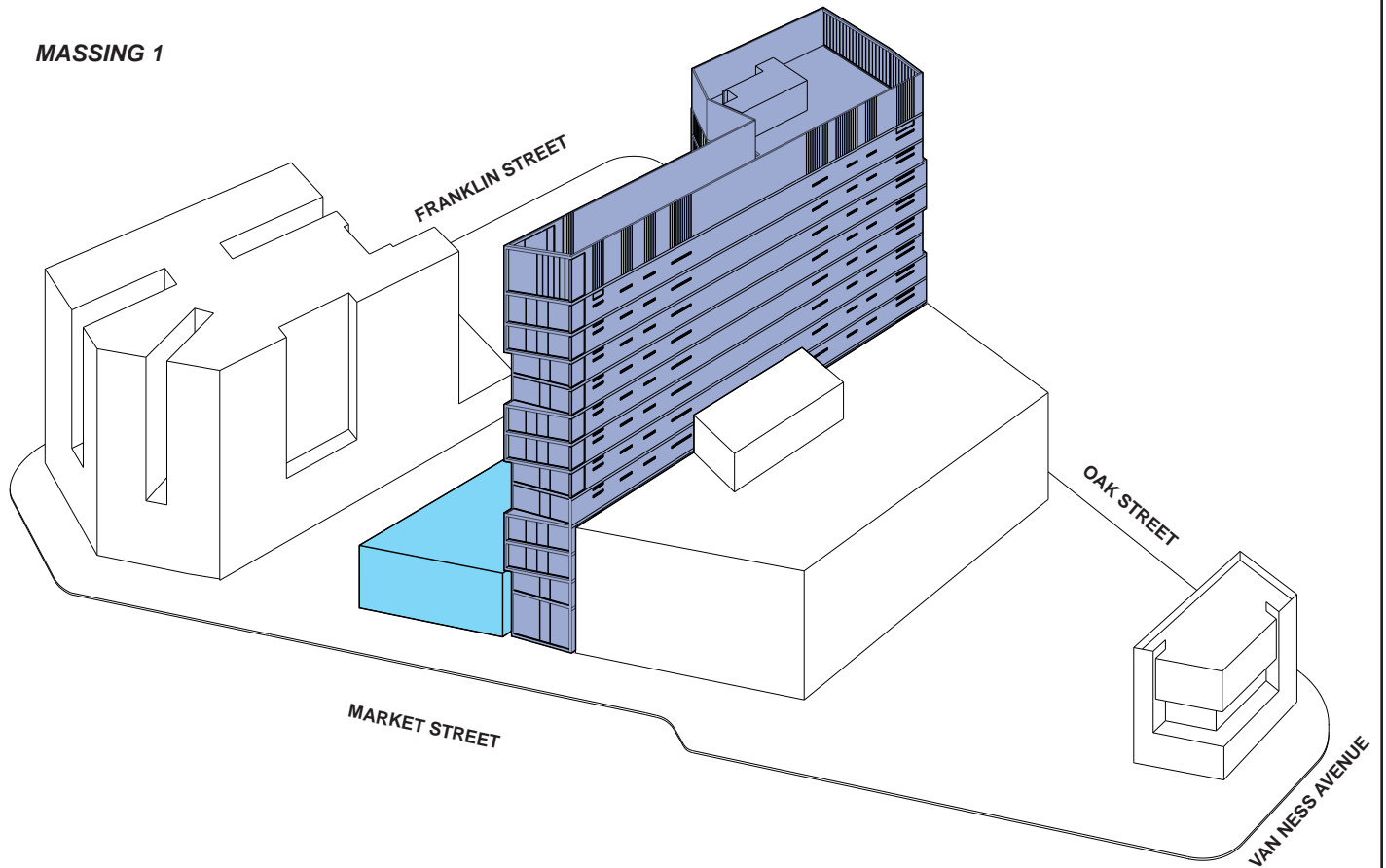
Source: Handel Architects LLP, June 2014.

ALTERNATIVE 3 – MARKET PARTIAL PRESERVATION SECTION VIEW

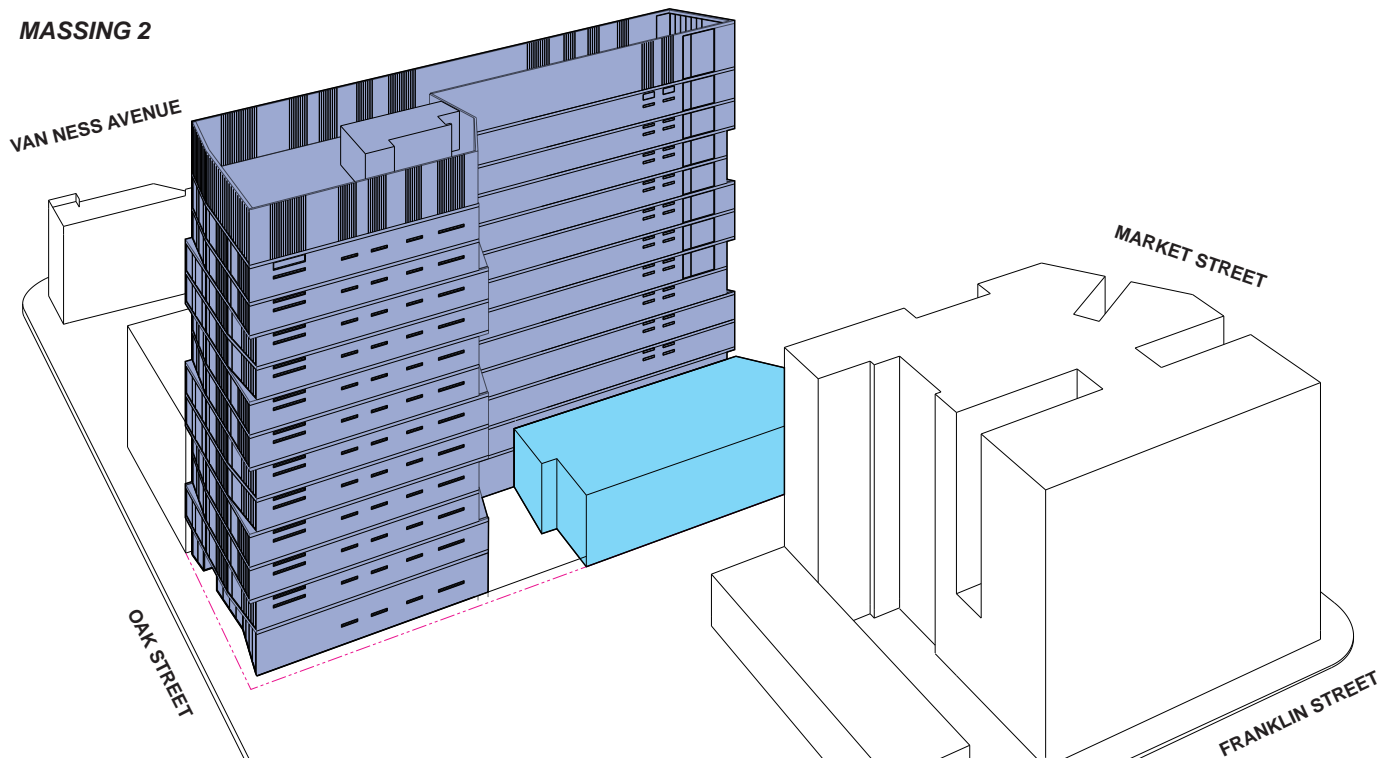
1546–1564 Market Street Project
San Francisco, California

FIGURE 6-2b

MASSING 1



MASSING 2



- Existing building to be retained
- New Construction

Not to Scale

Source: Handel Architects LLP, June 2014.

ALTERNATIVE 3 – MARKET PARTIAL PRESERVATION MASSING

1546–1564 Market Street Project
San Francisco, California

FIGURE 6-2c

site with an internal corridor providing access to the units fronting along Market Street. No off-street parking or loading is proposed.

Under this alternative, Lot 007 would be divided into two lots and the historic resource at 1554-1564 Market Street would be preserved. The structure at 1554-1564 Market Street would include a 4,179-square-foot one-story brick commercial building with two retail spaces each, with a single bay and recessed entry. The existing retail/commercial uses at 1554-1564 Market Street would remain, consistent with the Planning Code requirements for active commercial uses, as described above.

2. Impacts

Unlike the proposed project, the Market Partial Preservation Alternative would retain the historic resource at 1554-1564 Market Street, which would preserve that building's ability to convey its individual historic significance and its ability to be listed in the local historic register. The building's façades and its commercial use would be retained. Therefore, the Market Partial Preservation Alternative's impacts to the 1554-1564 Market Street historic architectural resource would be no impact, unlike the proposed project (**Impact CP-1, reduced**).

However, similar to the proposed project, the Market Partial Preservation Alternative, which would result in the demolition of the historic resource at 55 Oak Street, would have a substantial adverse effect on the resource, by removing the building and thereby eliminating its individual historic significance and ability to be listed in the CRHR. Because 55 Oak is still in operation in its original automotive repair use, it represents a structure with notable longevity of use, and the construction of a residential building on the site would permanently remove automotive-related uses from this site. As such, the Market Partial Preservation Alternative would have a significant project-specific impact on the historic resource at 55 Oak Street, similar to the proposed project. **Mitigation Measure M-CP-1a: Documentation, Mitigation Measure M-CP-1b: Video Recording, and Mitigation Measure M-CP-1c: Interpretation**, identified for the proposed project, would also be applicable to this alternative. This measure would entail documenting the 55 Oak Street building's character-defining features and historical associations with commercial automobile activity along the Van Ness Corridor, which could lessen the impacts of the Market Partial Preservation Alternative by creating a visual and narrative record of the historic resource; placing this information in research repositories for use by historians and other interested researchers; and displaying this information for the public. However, the mitigation would not reduce impacts to a less-than-significant level. Therefore, the Market Partial Preservation Alternative's impacts to the 55 Oak Street historic architectural resource would be significant and unavoidable, similar to the proposed project (**Impact CP-2, similar**).

Similar to the proposed project, the new building under the Market Partial Preservation Alternative would not materially alter other nearby historic buildings and historic districts based on its quality design, mixed residential and commercial use, and overall massing; the distances between the project site and these resources; and the mixed character of intervening and adjacent development. Therefore, similar to the proposed project, the Market Partial Preservation Alternative would have a less-than-significant impact on offsite historic resources or historic districts (**Impact CP-3, similar**).

Similar to the cumulative condition under the proposed project, the Market Partial Preservation Alternative, in combination with other projects in the cumulative setting, would not result in significant cumulative impacts. Although projects in the cumulative setting, in addition to the proposed project, would result in adverse project-level impacts to historic resources, these planned projects are approximately 1 mile from the proposed project; the intervening blocks contain a broad variety of building types and heights, various land uses, and varying eras of construction; and these buildings have no functional relationship to each other,

and do not present as visually or historically connected within their urban contexts. Therefore, potential cumulative impacts would be less than significant (**Impact C-CP-1, similar**).

Overall, the Market Partial Preservation Alternative would have **reduced** impacts compared to the proposed project on historic architectural resources because one resource (1554-1564 Market Street) would be retained on the site. However, similar to the proposed project, this alternative would result in the demolition of the other resource on the project site (55 Oak); even with mitigation impacts would remain significant and unavoidable.

The Market Partial Preservation Alternative would achieve one of the five project objectives listed in Section 2.B, Project Sponsor's Objectives, and would partially achieve three other project objectives (partial [moderate] ability to meet objectives). This alternative would construct streetscape improvements that complement the proposed Oak Street Plaza, and enliven pedestrian activity by developing ground-floor retail and public-amenity space. Under this alternative, 66 dwelling units would be constructed, which would be approximately 40 percent less than the total number of units that could be developed on the site (109 units). The alternative would result in eight below-market units, which is 62 percent of the potential affordable housing units that could be constructed on the site under the proposed project. Therefore, this alternative would partially help to implement the Area Plan by replacing existing structures with a high-quality residential project, and contribute to increasing the City's supply of housing in an area that is identified for higher-density housing. Similar to the Full Preservation Alternative, although the new building would be consistent with and enhance the existing scale and urban design character of the area, the height of the retained one-story building along Market Street would be substantially less than the allowed heights on the block and would result in an incongruent street façade adjacent to the new proposed buildings on the block, including the 120-foot building that would be constructed under this alternative, and the planned 400-foot tower proposed at 1510 Market Street. In addition, this alternative would not construct a sufficient number of dwelling units to generate a return on investment adequate to attract investment capital and construction financing, because this alternative would result in approximately 43 fewer units than the proposed project.

E. Alternative 4 – Oak Partial Preservation Alternative

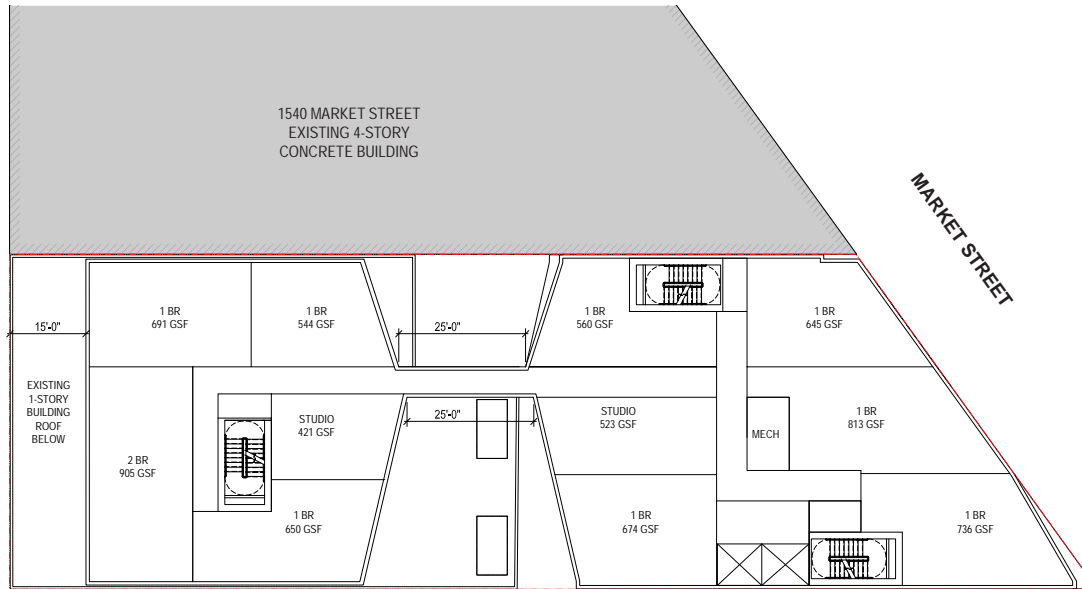
1. Description

Under the Oak Partial Preservation Alternative, the existing nonhistoric structure on Lot 006, 1546-1550 Market Street, and one historic resource on Lot 007, 1554-1564 Market Street, would be demolished, and the other historic resource on the lot, 55 Oak Street, would be retained. As shown on Figures 6-3A through 6-3C, a new 12-story, 120-foot-tall residential tower would be constructed fronting onto Market Street. In addition, under this alternative, a single-story addition to 55 Oak Street would be constructed over the existing structure, which would be supported by internal columns selectively punched through the 55 Oak Street building. The addition would be set back 15 feet from the Oak Street building façade. The existing building at 55 Oak Street would be brought up to code and redeveloped with commercial and residential uses, requiring some façade alterations to support the change of use. The modifications to 55 Oak Street would be designed and built in compliance with the Secretary of the Interior's Standards for Treatment of Historic Properties.

In total, accounting for the new tower and the modified 55 Oak Street building, this alternative would result in a 74,469-gross-square-foot residential structure with 62 dwelling units. The residential tower would have 56 units and the modified 55 Oak Street building would have eight units. The unit composition would be as

OAK STREET

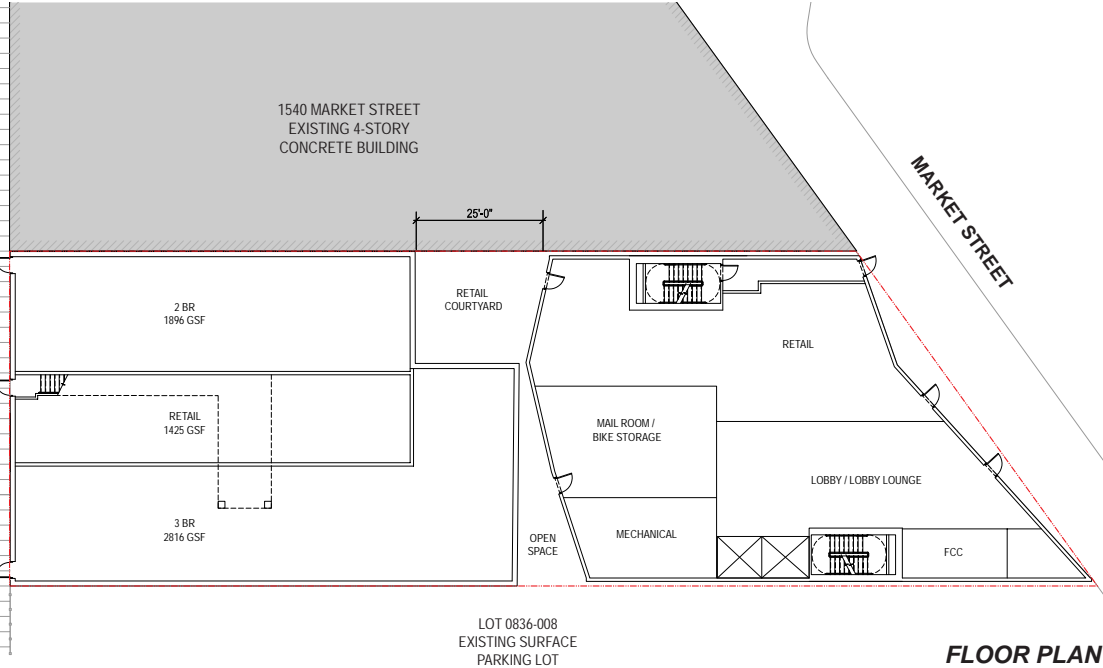
OAK STREET



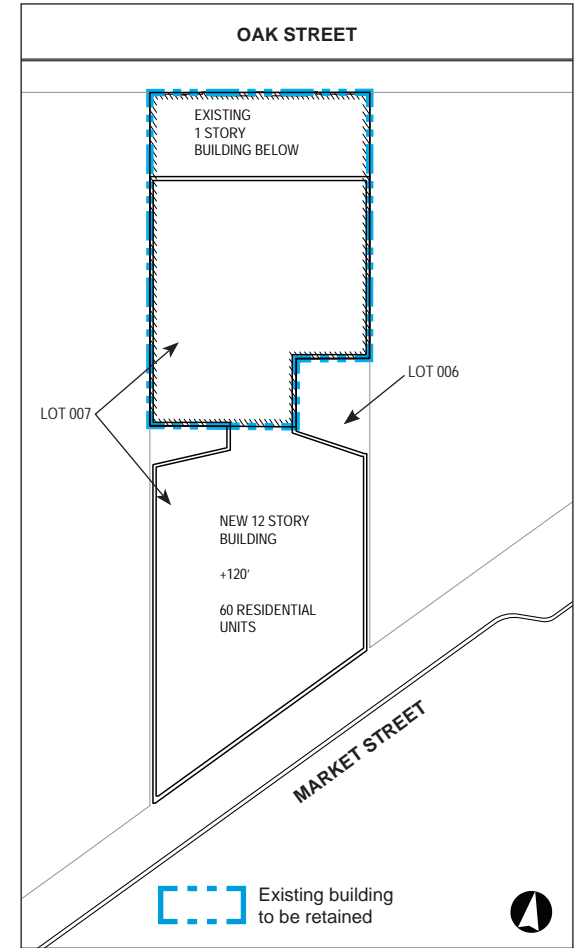
FLOOR PLAN 2

Not to Scale

Source: Handel Architects LLP, June 2014.



FLOOR PLAN 1



SITE PLAN

ALTERNATIVE 4 – OAK PARTIAL PRESERVATION SITE PLAN AND FLOOR PLANS

1546–1564 Market Street Project
San Francisco, California

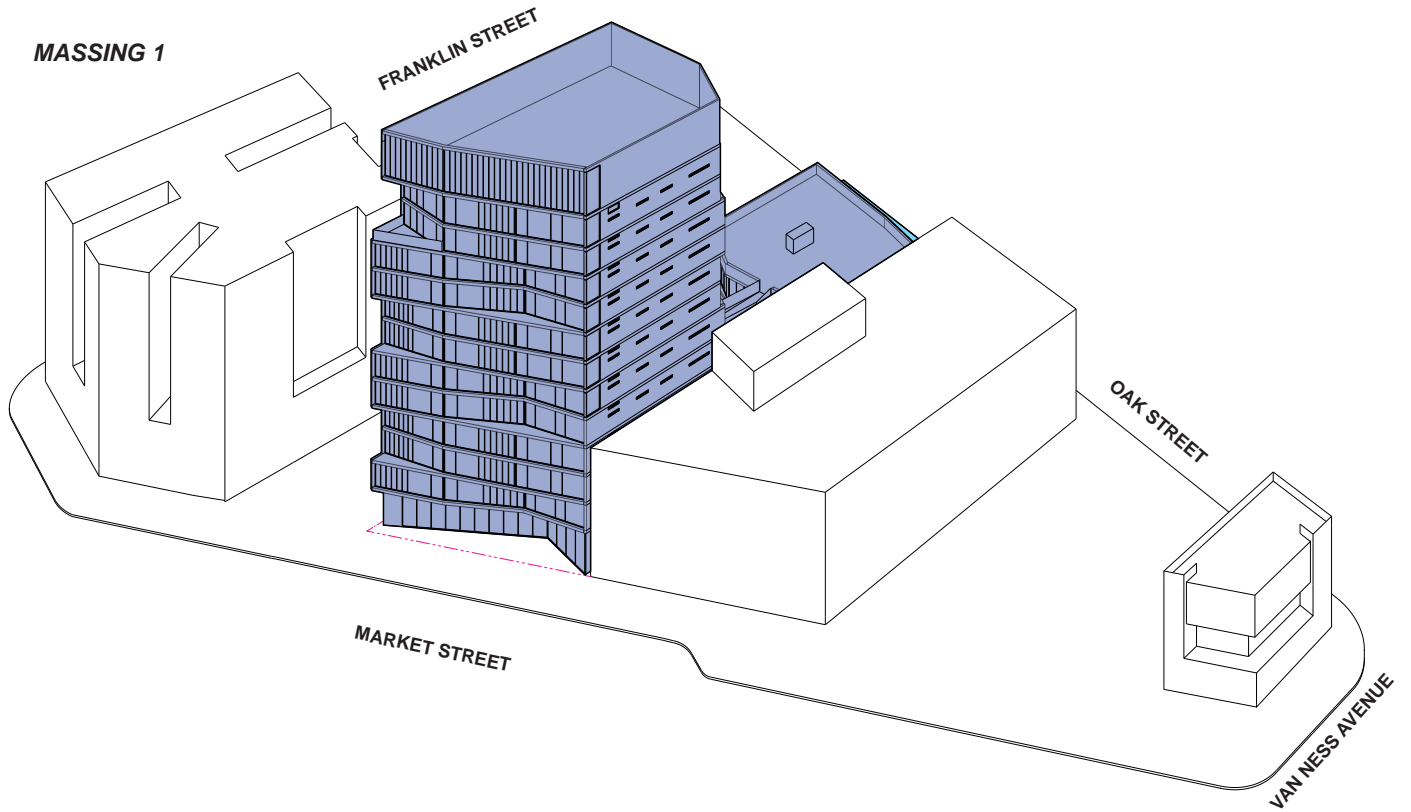
FIGURE 6-3a

Source: Handel Architects LLP, June 2014.

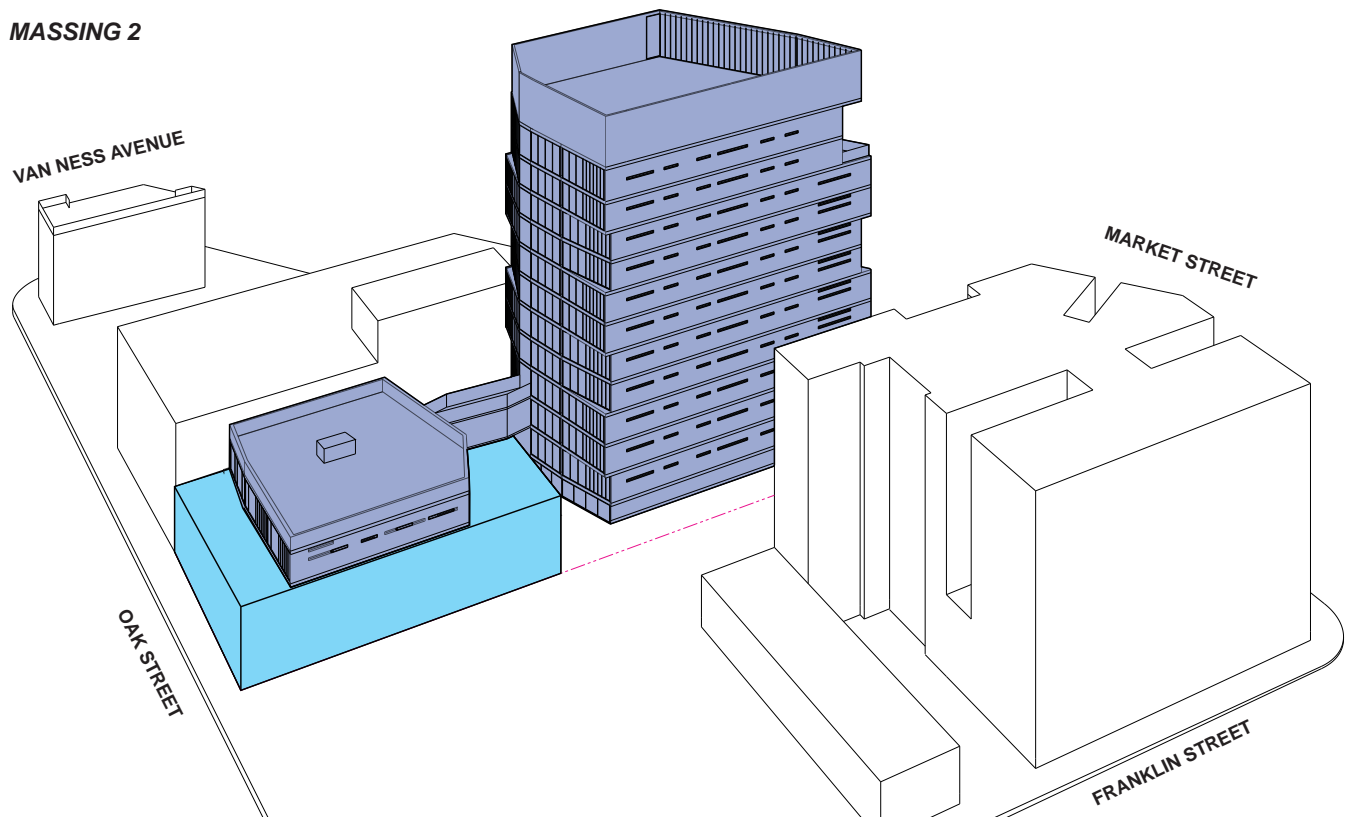
1546–1564 Market Street Project
San Francisco, California

FIGURE 6-3b

MASSING 1



MASSING 2



- Existing building to be retained
- New Construction

Not to Scale

Source: Handel Architects LLP, June 2014.

ALTERNATIVE 4 – OAK PARTIAL PRESERVATION MASSING

1546–1564 Market Street Project
San Francisco, California

FIGURE 6-3c

follows: one three-bedroom, two two-bedroom, 57 one-bedroom and two studio dwelling units. Access to the residences would occur through a 1,175-square-foot residential lobby along Market Street. A 1,425-square-foot ground-floor retail space on Oak Street and a 1,560-square-foot ground-floor retail space along Market Street would be provided, as well as access to a 730-square-foot bicycle storage area for the 60 Class 1 bicycle parking spaces. Access to the units above 55 Oak Street would be from the main lobby along Market Street; egress from these units would be through the Oak Street structure, in accordance with building code requirements. No off-street parking or loading is proposed.

Under Oak Partial Preservation Alternative, Lot 007 would be divided into two lots, and the historic resource at 55 Oak Street would be preserved, as described above. The structure at 55 Oak Street is a 6,135-square-foot one-story-plus-mezzanine, reinforced-concrete building. Per Planning Code regulations described above, the building could be used as retail sales or commercial use providing goods and services to the general public, with the second floor or mezzanine levels used for personal services or accessory uses related to the ground-floor retail sales or commercial use. Under this alternative, two dwelling units would be constructed in the existing 55 Oak Street structure; at the ground floor, a 1,986-square-foot two-bedroom and a 2,816-square-foot three-bedroom unit on either side of a 1,425-square-foot retail space. Two Class 1 bicycle parking spaces would be provided in the ground-floor dwelling units, and access to the units would be provided directly from the street. On the new third-story addition, six new dwelling units would be proposed with access through the new Market Street building. The units at this level would comprise one two-bedroom unit, three one-bedroom units, and one studio.

2. Impacts

Similar to the proposed project, the Oak Partial Preservation Alternative would result in demolition of the historic resource at 1554-1564 Market Street, which would impact that building's ability to express its individual historic significance and its ability to be listed in the local historic register. Therefore, similar to the proposed project, the Oak Partial Preservation Alternative would have a significant project-specific impact on the historic resource at 1554-1564 Market Street. **Mitigation Measure M-CP-1a: Documentation, Mitigation Measure M-CP-1b: Video Recordation, and Mitigation Measure M-CP-1c: Interpretation,** identified for the proposed project, would also be applicable to this alternative. These measures require documenting the 1554-1564 Market Street building's character-defining features and historical associations with rebuilding efforts after the 1906 Earthquake and Fire, and presenting the information to the public, which would lessen the impact of the proposed demolition of the historic resource. However, the mitigation would not reduce the impact to a less-than-significant level. Therefore, the Oak Partial Preservation Alternative's impacts to the 1554-1564 Market Street historic architectural resource, would be significant and unavoidable, similar to the proposed project (**Impact CP-1, similar**).

However, unlike the proposed project, the Oak Partial Preservation Alternative would retain the historic resource at 55 Oak Street, with alterations to the building that include the change of use from automotive repair to a mixture of commercial and residential; and the addition of a third story with a 15-foot setback from the building façade, and primary façade alterations to support the change of use. These alterations to 55 Oak Street would be designed and built in compliance with the Secretary of the Interior's Standards for Treatment of Historic Properties; the character-defining features would be retained and the building would remain eligible for listing in the CRHR. Therefore, the Oak Partial Preservation Alternative's impacts to the 55 Oak Street historic architectural resource would be less than significant, unlike to the proposed project (**Impact CP-2, reduced**).

Similar to the proposed project, the Oak Partial Preservation Alternative would not materially alter other nearby historic buildings and historic districts, based on its quality design, mixed residential and commercial use, and overall massing; the distances between the project site and these resources; and the

mixed character of intervening and adjacent development. Therefore, similar to the proposed project, the Oak Partial Preservation Alternative would have a less-than-significant impact on offsite individual historic resources or historic districts (**Impact CP-3, similar**).

Similar to the cumulative condition under the proposed project, the Oak Partial Preservation Alternative, in combination with other projects in the cumulative setting, would not result in significant cumulative impacts. Although projects in the cumulative setting, as well as the proposed project, would result in adverse project impacts to historic resources, these projects are at a substantial distance from the proposed project; the intervening blocks contain a broad variety of building types and heights, various land uses, and varying eras of construction; and these buildings have no functional relationship to each other, and are not visually or historically connected within their urban contexts. Therefore, potential cumulative impacts would be less than significant (**Impact C-CP-1, similar**).

Overall, the Oak Partial Preservation Alternative would have **reduced** impacts compared to the proposed project on historic architectural resources because one resource (55 Oak Street) would be retained on the site. Although this resource would be altered, compliance with the Secretary of the Interior's Standards for Treatment of Historic Properties would reduce potential impacts to the resource to less-than-significant levels. However, similar to the proposed project, this alternative would result in the demolition of the other resource on the site (1555-1564 Market Street), and impacts to that resource would remain significant and unavoidable.

Of the five project objectives listed in Section 2.B, Project Sponsor's Objectives, of Chapter 2, Project Description, Oak Partial Preservation Alternative would achieve one objective and partially achieve three other project objectives (partial [medium] ability to meet objectives). This alternative would develop 62 dwelling units on a site that has the potential to be developed with approximately 109 dwelling units; it would have approximately 43 percent fewer dwelling units than is feasible to construct on the site. This alternative would also result in seven below-market units, which is 55 percent of the potential affordable housing units that could be constructed on the site under the proposed project. Therefore, the Oak Partial Preservation Alternative would partially help to implement the Area Plan by replacing existing structures with a high-quality residential project, and would contribute to increasing the City's supply of housing in an area that is identified for higher-density housing. In addition, this alternative would create a consistent façade along the project site's Market Street frontage, and would be somewhat more consistent with and enhance the scale and urban design character of the area than the Market Preservation Alternative. However, the retention of 55 Oak Street would limit this alternative's ability to achieve a street frontage along Oak Street that would be congruent with the immediately-adjacent planned 400-foot tower at 1510 Market Street. In addition, this alternative would not construct streetscape improvements or ground-floor retail fronting on the proposed Oak Street Plaza. The Oak Partial Preservation Alternative would also not construct a sufficient number of dwelling units to generate a return on investment adequate to attract investment capital and construction financing, because this alternative would result in approximately 47 fewer units than the proposed project.

F. Environmentally Superior Alternative

CEQA Guidelines Section 15126.6(e)(2) requires identification of an Environmentally Superior Alternative if the proposed project has significant impacts that cannot be mitigated to a less-than-significant level. The Environmentally Superior Alternative is the alternative that best avoids or lessens any significant effects of the proposed project, even if the alternative would impede to some degree the attainment of some of the project objectives. Table 6-1 provides a brief comparison of the alternatives with the proposed project.

Table 6-1
Comparison of Alternatives for CEQA Analysis

	Proposed Project	Alternative 1 – No Project	Alternative 2 – Full Preservation	Alternative 3 – Market Partial Preservation	Alternative 4 – Oak Partial Preservation
Description					
Building Height/Stories	12 stories/ 120 feet plus 16-foot screen wall	1 to 3 stories	12 stories/ 120 feet plus 16-foot screen wall	12 stories/ 120 feet plus 16-foot screen wall	12 stories/ 120 feet plus 16-foot screen wall
Residential Units	109	—	13	66	62
Gross Square Feet by Use¹					
Residential	116,217	—	13,00	48,123	48,924
Commercial	4,810	—	1,425	1,585	2,985
Parking	12,512	—	—	—	—
Other	4,463 (Residential Lobby/Lounge)	—	—	—	—
Total	138,002	—	14,937	80,411	74,469
Parking					
Vehicle	28	—	0	0	0
Bike	110	—	13	66	62
Ability to Meet Project Sponsor's Objectives					
	Achieves All Goals (High)	None	Partially Achieves (Very Low)	Partially Achieves (Moderate)	Partially Achieves (Medium)
Impacts					
Impact CP-1: Demolition of a historic resource (1554-1564 Market Street)	SUM	NI	NI	NI	SUM
Impact CP-2: Demolition of a historic resource (55 Oak Street)	SUM	NI	LS	SUM	LS
Impact CP-3: Impacts to individual offsite historical resources or historic districts	LS	NI	LS	LS	LS
Impact C-CP-1: The proposed project, in combination with other past, present, and reasonably foreseeable future projects in the project vicinity, would not result in a significant cumulative impact on a historic architectural resources	LS	LS	LS	LS	LS
Source: Trumark Urban, 2014. Notes: The ability of each of the alternatives to achieve the project objectives is assigned an overall rating based on the following categories: none; partial (very low, low, moderate, medium); and all (high). ¹ The comparison only shows new or redeveloped space and does not show existing uses or building space to be retained. NI = No impact LS = Less-than-significant impact, no mitigation required SUM = Significant and unavoidable impact, with implementation of feasible mitigation					

The Full Preservation Alternative would be the environmentally superior alternative because, unlike the proposed project, it would result in less-than-significant impacts to historic architectural resources, and avoid the significant unavoidable impacts resulting from the proposed project. The Full Preservation Alternative includes the retention of the two historic resources on the project site. Although this alternative would result in alterations to the façade of 55 Oak Street that are required to convert its use from automotive repair to a mixture of commercial and residential uses, these alterations would be designed and built in compliance with the Secretary of the Interior's Standards for Treatment of Historic Properties, allowing the building to continue to convey its historic significance.

However, the Full Preservation Alternative would have a very low ability to achieve the project objectives; although 13 new residential uses would be constructed on the site, it would result in substantially fewer dwelling units (approximately 88 percent fewer) than the proposed project. In addition, when considered in the context of the new proposed buildings on the block, which would range in height from 120 to approximately 400 feet, the existing one-and two-story buildings to be retained under this alternative would result in an incongruent street frontage along the block. In addition, this alternative would not construct streetscape improvements or ground-floor retail fronting on the proposed Oak Street Plaza, and would not construct a sufficient number of dwelling units to generate a return on investment adequate to attract investment capital.

Although the Oak Partial Preservation Alternative would not be considered the environmentally superior alternative, it would avoid one of the two significant unavoidable impacts of the proposed project, through the retention of the 55 Oak Street building. However, the significant unavoidable impacts to the 1554-1564 Market Street historic resource would remain, similar to the proposed project. The Oak Partial Preservation Alternative would achieve the project objectives to a greater degree than the other alternatives, although it would only partially (medium) achieve the objectives. It would redevelop a portion of the project site with high-density residential near a transit hub, and would create a consistent façade along the project site's Market Street frontage. The Oak Partial Preservation Alternative would have approximately 43 percent fewer dwelling units than is feasible to construct on the site, and would achieve up to only 55 percent of the potential affordable housing units that could be constructed on the site under the proposed project.

G. Alternatives Considered But Rejected

Pursuant to CEQA Guidelines §15126.6(c), an EIR should "identify any alternatives that were considered by the lead agency but rejected as infeasible during the scoping process and briefly explain the reasons underlying the lead agency's determination." The screening process for identifying viable EIR alternatives included consideration of the following criteria: ability to meet the project objectives; potential ability to substantially lessen or avoid significant environmental effects associated with the proposed project; and potential feasibility.

The discussion below describes the alternatives considered, and provides the reasons for eliminating these alternatives from detailed consideration in the EIR.

Full Preservation Variation: Under this alternative, the two historic resources would be retained. The non-historic building fronting on Market would be renovated to add two residential units above the existing building; or demolished and rebuilt, allowing three to four residential units on the site. This alternative was considered and rejected because of the low unit count.

Preservation – Market Street Variation: Under this alternative, the historic resource fronting Market Street (1554-1564 Market Street) would be retained and the historic building fronting Oak Street (55 Oak Street) would be demolished and replaced with a new 12-story, 120-foot-tall tower containing 55 residential units. The existing nonhistoric structure facing Market Street (1546-1550 Market Street) would be renovated to add two residential units above the existing floor, for a total count of 55 units. This alternative was considered and rejected because of the low unit count. A variation on this alternative, which achieves a greater number of residential units, is analyzed in detail above.

Partial Preservation – Single Tower: Under this alternative, a portion of both the historic building fronting Market Street (1554-1564 Market Street) and Oak Street (55 Oak Street) would be retained, and a single 120-foot-tall tower would be constructed on the center of the project site. This alternative would retain the façades but demolish the majority of the historic resources. The total unit count would be 50 residential units. Because the historic resources are independent structures, the cost and engineering constraints of supporting the two historic structures, while constructing and supporting a 120-foot-tall tower, are prohibitive. Therefore, this alternative was considered and rejected.

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CHAPTER 7

Report Preparers

A. EIR Authors

Planning Department, City and County of San Francisco
Environmental Planning Division
1650 Mission Street, Suite 400
San Francisco, California 94103

Environmental Review Officer: Sarah Jones
Senior Reviewer: Chris Kern
Environmental Coordinator: Brett Bollinger
Preservation Planner: Gretchen Hilyard
Transportation Planner: Debra Dwyer
Current Planner: Kevin Guy

B. EIR Consultants

URS Corporation
Post Montgomery Center
One Montgomery Street, Suite 900
San Francisco, California 94104

Principal-in-Charge: Rima Ghannam
Project Manager: Hannah Young, AICP
Planner: Julian Bobilev
Senior Architectural Historian: Kirk Ranzetta
Architectural Historian: Leesa Gratreack

C. Historic Architectural Resources Consultant

Page & Turnbull
1000 Sansome Street, Suite 200
San Francisco, California 94111

Principal: H. Ruth Todd, FAIA, AICP, LEED AP
Architectural Historian/Cultural Resource Planner: Stacy Farr

D. Project Sponsor

Trumark Urban
90 New Montgomery Street, Suite 750
San Francisco, California 94105

Development Manager: Jessie Stuart
Development Director: Kim Diamond

Pelosi Law Group
560 Mission Street, Suite 2800
San Francisco, California 94105

Principal Attorney: Alexis M. Pelosi

E. Project Architect

Handel Architects, LLP
735 Market Street, 2nd floor
San Francisco, CA 94103

Design Director: Glenn Rescalvo, AIA
Project Designer: Anne Kimura