
# DRAFT
# ENVIRONMENTAL IMPACT REPORT

## 1634–1690 Pine Street Project

CITY AND COUNTY OF SAN FRANCISCO
PLANNING DEPARTMENT
CASE NO. 2011.1306E

STATE CLEARINGHOUSE NO. 2007042045

| | |
|---|---|
| Draft EIR Publication Date: | October 2, 2013 |
| Draft EIR Public Hearing Date: | November 7, 2013 |
| Draft EIR Public Comment Period: | October 3, 2013 – November 18, 2013 |

SAN FRANCISCO
PLANNING
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**TO:** Distribution List for the 1634–1690 Pine Street Project Draft EIR

**FROM:** Sarah B. Jones, Environmental Review Officer

**SUBJECT:** Request for the Final Environmental Impact Report for the 1634–1690 Pine Street Project (Planning Department File No. 2011.1306E)

This is the Draft of the Environmental Impact Report (EIR) for the 1634–1690 Pine Street Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, our office will prepare and publish a document titled "Responses to Comments," which will contain all relevant comments on this Draft EIR and our responses to those comments. It may also specify changes to this Draft EIR. Those who testify at the hearing on the Draft EIR will automatically receive a copy of the Responses to Comments document, along with notice of the date reserved for certification; others may receive a copy of the Responses to Comments and notice by request or by visiting our office. This Draft EIR together with the Comments and Responses document will be considered by the Planning Commission in an advertised public meeting and will be certified as a Final EIR if deemed adequate.

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

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

Thank you for your interest in this project.

SAN FRANCISCO
PLANNING DEPARTMENT

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## ACRONYMS AND ABBREVIATIONS

| | |
|---|---|
| ABAG | Association of Bay Area Governments |
| ADA | Americans with Disabilities Act |
| ADRP | archaeological data recovery plan |
| AMP | archaeological monitoring program |
| ATP | archeological testing plan |
| BAAQMD | Bay Area Air Quality Management District |
| BART | Bay Area Rapid Transit |
| bgs | below ground surface |
| BRT | Bus Rapid Transit |
| Caltrans | California Department of Transportation |
| CEQA | California Environmental Quality Act |
| City | City and County of San Francisco |
| CMP | Congestion Management Program |
| CMPC | California Pacific Medical Center |
| CRHR | California Register of Historical Resources |
| DPW | Department of Public Works |
| EIR | Environmental Impact Report |
| EIS | Environmental Impact Statement |
| ERO | Environmental Review Officer |
| FAR | floor area ratio |
| FARR | Final Archaeological Resources Report |
| FY | Fiscal Year |
| gsf | gross square feet |
| HCM | Highway Capacity Manual |
| HRE | Historical Resource Evaluation |
| HRER | Historic Resource Evaluation Response |
| I-280 | Interstate 280 |
| I-80 | Interstate 80 |
| IS | Initial Study |
| ITE | Institute of Transportation Engineers' |
| LEED | Leadership in Energy and Environmental Design |
| LOS | Level of Service |
| LPA | Locally Preferred Alternative |
| LRDP | Long Range Development Plan |
| MLP | maximum load point |
| MLD | most likely descendant |
| MMRP | Mitigation Monitoring and Reporting Program |
| mph | miles per hour |
| MTC | Metropolitan Planning Commission |
| MTS | Metropolitan Transportation System |
| Muni | San Francisco Municipal Railway |
| NAHC | Native American Heritage Commission |

| | |
|---|---|
| NC-3 | Moderate-Scale Neighborhood Commercial (Zone) |
| NOP | Notice of Preparation |
| NRHP | National Register of Historic Places |
| NWIC | Northwest Information Center |
| OHP | California Office of Historic Preservation |
| PMP | Pedestrian Transportation Master Plan |
| PUD | Planned Unit Development |
| sf | square feet |
| SFCTA | San Francisco County Transportation Authority |
| SFMTA | San Francisco Municipal Transportation Agency |
| SFPUC | San Francisco Public Utilities Commission |
| SMP | Streetscape Master Plan |
| TASC | Transportation Advisory Staff Committee |
| TEP | Transit Effectiveness Project |
| TCDP | Transit Center District Plan |
| TIS | Transportation Impact Study |
| US 101 | United States Highway 101 |

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# SUMMARY

This summary is intended to highlight major areas of importance in the environmental analysis as required by Section 15123 of the California Environmental Quality Act Guidelines (*State CEQA Guidelines*). This chapter briefly summarizes the 1634–1690 Pine Street Project (referred to in this Environmental Impact Report [EIR] as "the proposed project"), and the potential environmental impacts of the proposed project. It provides a synopsis of the proposed project; a description of the alternatives to the proposed project that are addressed in this EIR and a comparison of the impacts of those alternatives to those of the proposed project; and a summary of environmental issues to be resolved and areas of controversy.

In addition, the summary table for this EIR (**Table S-1**, beginning on p. S-4) provides an overview of the following:

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

## A. PROJECT SYNOPSIS

The project site at 1634–1690 Pine Street is located in the Western Addition neighborhood of the City and County of San Francisco. The project site consists of six adjacent lots (Lots 7, 8, 9, 10, 11, and 11A of Assessor's Block 0647) along the north side of Pine Street between Van Ness Avenue and Franklin Street. The project site is approximately 35,496 square feet (sf), or 0.81 acre in area. Currently, the site is occupied by five vacant one- to two-story buildings (two two-story unreinforced masonry buildings; two one-story unreinforced masonry buildings; and a one-story concrete building) and a parking lot.

The proposed project would merge the six lots into one parcel, demolish most of the existing five buildings on the project site, and construct one building with two 13-story residential towers with commercial use on the ground and second floors. The existing building façades of three of the buildings would be restored and incorporated into the proposed project. The proposed building would have a total area of 353,360 gross square feet (gsf) and would include approximately 262 new residential units totaling approximately 221,760 sf; 5,600 sf of commercial space, and 34,600 sf of subterranean parking with 245 parking spaces on one level and 91 bicycle parking spaces. No off-street loading spaces are proposed.

The proposed towers would be approximately 130 feet tall. Each of these two towers would have an elevator shaft. The project would have zero-lot-line setbacks along Pine and Franklin Streets.

## B. SUMMARY OF IMPACTS, MITIGATION MEASURES AND IMPROVEMENT MEASURES

The Planning Department prepared an Initial Study (IS) and published a Notice of Preparation of an EIR (NOP) on March 20, 2013, announcing its intent to prepare and distribute an EIR (the NOP/IS is included as **Appendix A**). The IS found that the proposed project may have potentially significant impacts related to Cultural and Paleontological Resources, Transportation and Circulation, and Wind, and these topics are evaluated in this EIR. The IS determined that the proposed project would have less-than-significant impacts related to the following topics, and these topics are not evaluated further in the EIR:

- Land Use and Land Use Planning
- Aesthetics
- Population and Housing
- Transportation and Circulation (design hazards)
- Noise
- Air Quality
- Greenhouse Gas Emissions
- Wind and Shadow (shadow)
- Recreation
- Utilities and Service Systems
- Public Services
- Biological Resources
- Geology and Soils
- Hydrology and Water Quality
- Hazards and Hazardous Materials
- Mineral/Energy Resources
- Agricultural and Forest Resources

This EIR provides information on the potential impacts of the proposed project related to cultural and paleontological resources, transportation and circulation (except for design hazards), and wind. All impacts of the proposed project and associated mitigation measures identified in this Draft EIR are summarized in **Table S-1, Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**, beginning on p. S-4. The impacts are listed in the same order as they appear in the text of **Chapter IV, Environmental Setting and Impacts**, of this document. This table identifies the potential impacts that the proposed 1634–1690 Pine Street Project would have on the physical environment. Where applicable, this table identifies mitigation measures that would reduce the identified impact(s) to less-than-significant levels. In addition, the table summarizes the improvement measures identified in the EIR to reduce the less-than-significant impacts of the project.

**Table S-2, Summary of Significant Impacts and Mitigation Measures Identified in the NOP/Initial Study**, beginning on p. S-22, summarizes the significant impacts identified in the NOP/Initial Study for which mitigation measures also identified in the NOP/Initial Study would reduce impacts to less-than-significant levels.

These tables should not be relied upon for a thorough understanding of the proposed project and its impacts and associated mitigation measures, but are presented for the reader's reference as a simplified overview of project impacts and mitigation measures. Please see the relevant topic sections in **Chapter IV, Environmental Setting, Impacts, and Mitigation Measures**, for a thorough discussion and analysis of the impacts of the proposed project, and the mitigation measures to address those impacts, and improvement measures that would further reduce less-than-significant impacts identified.

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

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Cultural Resources and Paleontological Resources** | | | |
| **CP-1:** The excavation associated with the proposed project would not destroy, directly or indirectly, a unique paleontological resource or site or unique geologic feature. | NI | None required. | NA |
| **CP-2:** Excavation for the proposed project could cause a substantial adverse change in the significance of archaeological resources that may be present beneath the surface of the project site. | S | **M-CP-2: Archaeological Testing for Project with Archaeological Research Design and Treatment Plan.** Based on a reasonable presumption that Archaeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of an archaeological consultant from the Planning Department (Department) pool of qualified archaeological consultants as provided the Department archaeologist. 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 and with the requirements of the project Archaeological research design and treatment plan (Pastron, Allen G., Archaeological Research Design/Treatment Plan for the 1634-1690 Pine Street Project, June 2005) at the direction of the Environmental Review Officer (ERO). | LTS |

*Notes: NI = No impact; LTS = Less-than-significant impact; S = Significant impact; SU = Significant and unavoidable impact; SUM = Significant and unavoidable impact after mitigation; NA = Not applicable.*

**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Cultural Resources and Paleontological Resources (continued)** | | | |
| | | In instances of inconsistency between the requirement of the project Archaeological research design and treatment plan and of this Archaeological mitigation measure, the requirements of this Archaeological mitigation measure shall prevail. 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 four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less-than-significant level potential effects on a significant Archaeological resource as defined in *State CEQA Guidelines* Section 15064.5(a)(c).<br><br>*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. | |

*Notes: NI = No impact; LTS = Less-than-significant impact; S = Significant impact; SU = Significant and unavoidable impact; SUM = Significant and unavoidable impact after mitigation; NA = Not applicable.*

**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Cultural Resources and Paleontological Resources (continued)** | | | |
| | | At the completion of the Archaeological testing program, the Archaeological consultant shall submit a written report of the findings to the ERO. If based on the Archaeological testing program the Archaeological consultant finds that significant Archaeological resources may be present, the ERO in consultation with the Archaeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional Archaeological testing, Archaeological monitoring, and/or an Archaeological data recovery program. If the ERO determines that a significant Archaeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:<br>A) The proposed project shall be re-designed so as to avoid any adverse effect on the significant Archaeological resource; or<br>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. | |

*Notes: NI = No impact; LTS = Less-than-significant impact; S = Significant impact; SU = Significant and unavoidable impact; SUM = Significant and unavoidable impact after mitigation; NA = Not applicable.*

**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Cultural Resources and Paleontological Resources (continued)** | | | |
| | | *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 (AMP) shall minimally include the following provisions:<br>• The Archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the Archaeological consultant shall determine what project activities shall be archaeologically monitored. In most cases, any soils- disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require Archaeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;<br>• 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; | |

*Notes: NI = No impact; LTS = Less-than-significant impact; S = Significant impact; SU = Significant and unavoidable impact; SUM = Significant and unavoidable impact after mitigation; NA = Not applicable.*

**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Cultural Resources and Paleontological Resources (continued)** | | | |
| | | • The Archaeological monitor(s) shall be present on the project site according to a schedule agreed upon by the Archaeological consultant and the ERO until the ERO has, in consultation with the Archaeological consultant, determined that project construction activities could have no effects on significant Archaeological deposits;<br>• The Archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;.<br>• 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. | |

*Notes: NI = No impact; LTS = Less-than-significant impact; S = Significant impact; SU = Significant and unavoidable impact; SUM = Significant and unavoidable impact after mitigation; NA = Not applicable.*

**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Cultural Resources and Paleontological Resources (continued)** | | | |
| | | 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.<br>*Archaeological Data Recovery Program*. The Archaeological data recovery program shall be conducted in accord with an Archaeological data recovery plan (ADRP). The Archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The Archaeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the Archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be 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.<br>The scope of the ADRP shall include the following elements:<br>• *Field Methods and Procedures*. Descriptions of proposed field strategies, procedures, and operations. | |

*Notes: NI = No impact; LTS = Less-than-significant impact; S = Significant impact; SU = Significant and unavoidable impact; SUM = Significant and unavoidable impact after mitigation; NA = Not applicable.*

**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Cultural Resources and Paleontological Resources (continued)** | | | |
| | | • *Cataloguing and Laboratory Analysis*. Description of selected cataloguing system and artifact analysis procedures.<br>• *Discard and Deaccession Policy*. Description of and rationale for field and post-field discard and deaccession policies.<br>• *Interpretive Program*. Consideration of an on-site/off-site public interpretive program during the course of the Archaeological data recovery program.<br>• *Security Measures*. Recommended security measures to protect the Archaeological resource from vandalism, looting, and non-intentionally damaging activities.<br>• *Final Report*. Description of proposed report format and distribution of results.<br>• *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. | |

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**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Cultural Resources and Paleontological Resources (continued)** | | | |
| | | *Human Remains and Associated or Unassociated Funerary Objects*. The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable state and federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Public Resources Code Section 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 (*State 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. | |

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**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Cultural Resources and Paleontological Resources (continued)** | | | |
| | | *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 within the final report.<br>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 Major Environmental Analysis (MEA) division of the Planning Department shall receive two copies (bound and unbound) of the FARR and one unlocked, searchable PDF copy on a compact disk. MEA shall be receive a copy of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above. | |
| **CP-3**: Excavation during construction for the proposed project could disturb or remove human remains. | S | Implement **M-CP-2: Archaeological Testing for Project with Archaeological Research Design and Treatment Plan.** | LTS |

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**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Cultural Resources and Paleontological Resources (continued)** | | | |
| **CP-4:** The proposed demolition and *de facto* demolition of the buildings located at 1634–1670 Pine Street would cause a substantial adverse change in the significance of historic architectural resources. | S | **M-CP-4a: Historic Preservation Plan and Protective Measures**. A historic preservation plan shall be prepared and implemented to aid in preserving those portions of the historic district and individual historical resources that would be incorporated into the project. The plan shall establish measures to protect the remaining elements of the historical resources during construction, particularly the unreinforced masonry building façades from vibration effects. If deemed necessary upon further condition assessment of the buildings, the plan shall include the preliminary stabilization of deteriorated or damaged masonry prior to construction. The historic preservation plan shall also further investigate and incorporate preservation recommendations regarding the potential historic materials that comprise the façades and other elements of the historical resources to be retained. The plan shall be prepared by a qualified architectural historian who meets the Secretary of Interior's Professional Qualification Standards (36 CFR, Part 61). The project sponsor shall ensure that the contractor follows these plans. The protection plan, specifications, monitoring schedule, and other supporting documents shall be incorporated into the building permit application plan sets.<br><br>**M-CP-4b: Historical Resource Baseline Condition Study**. Prior to construction, a historic preservation architect and a structural engineer shall undertake an existing condition study of the three buildings whose facades are to be retained. The purpose of the study would be to establish the baseline condition of the buildings prior to construction. The documentation shall take the form of written descriptions and visual illustrations, including those physical characteristics of the resource that convey its historic significance and that justify its inclusion on, or eligibility for inclusion on, the California Register. The documentation shall be reviewed and approved by the Planning Department. | SUM |

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**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Cultural Resources and Paleontological Resources (continued)** | | | |
| | | The structural engineer shall make periodic site visits to monitor the condition of the resource, including monitoring of any instruments such as crack gauges. The structural engineer shall consult with the historic preservation architect to ensure that character-defining features are protected, especially if any problems with character-defining features of the historic resource are discovered. If in the opinion of the structural engineer, in consultation with the historic preservation architect, substantial adverse impacts to the historic resource related to construction activities are found during construction, the monitoring team shall so inform the project sponsor or designated representative responsible for construction activities. The project sponsor shall adhere to the monitoring team's recommendations for corrective measures, including halting construction in situations where construction activities would imminently endanger the historic resource. The monitoring team shall prepare site visit reports and submit them for review by the Planning Department.<br><br>**M-CP-4c: Historic Resource HABS Documentation**. Prior to the issuance of demolition or site permits, the project sponsor shall undertake Historic American Building Survey (HABS) documentation of the subject property, structures; objects; materials; and landscaping. The documentation shall be undertaken by a qualified professional who meets the standards for history, architectural history, or architecture (as appropriate), as set forth by the Secretary of the Interior's Professional Qualification Standards (36 CFR, Part 61). The documentation shall consist of the following: | |

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**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Cultural Resources and Paleontological Resources (continued)** | | | |
| | | • *Measured Drawings:* A set of measured drawings that depict the existing size, scale, and dimension of the subject property. The Planning Department Preservation staff will accept the original architectural drawings or an as-built set of architectural drawings (plan, section, elevation, etc.). The Planning Department Preservation staff will assist the consultant in determining the appropriate level of measured drawings;<br>• *HABS-Level Photography*: Digital photographs of the interior and the exterior of subject property. Large format negatives are not required. The scope of the digital photographs shall be reviewed by Planning Department Preservation staff for concurrence, and all digital photography shall be conducted according to the latest National Park Service Standards. The photography shall be undertaken by a qualified professional with demonstrated experience in HABS photography; and<br>• *HABS Historical Report:* A written historical narrative and report, per HABS Historical Report Guidelines.<br>The professional shall prepare the documentation and submit it for review and approval by the Planning Department's Preservation Specialist prior to the issuance of building permits. The documentation shall be disseminated to the Planning Department, San Francisco Main Library History Room, Northwest Information Center-California Historical Resource Information System, and San Francisco Architectural Heritage. | |

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**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Cultural Resources and Paleontological Resources (continued)** | | | |
| | | **M-CP-4d: Permanent Interpretive Exhibits**. The project sponsor shall install permanent interpretive exhibits on the property that provide information to visitors and occupants regarding the history of the Pine Street Auto Shops Historic District and the development of Van Ness Auto Row. The interpretive exhibit shall utilize images, narrative history, drawings, or other archival resources. The interpretive exhibits may be in the form of, but are not necessarily limited to plaques or markers, interpretive display panels, and/or printed material for dissemination to the public. The interpretive exhibits shall be installed at a pedestrian-friendly location, and be of adequate size to attract the interested pedestrian. | |
| **C-CP-1:** Disturbance of archaeological and paleontological resources, if encountered during construction of the proposed project, in combination with other past, present, and future reasonably foreseeable projects, would make a cumulatively considerable contribution to a significant cumulative impact on archaeological resources. | S | Implement **M-CP-2: Archaeological Testing for Project with Archaeological Research Design and Treatment Plan.** | LTS |
| **C-CP-2:** The proposed project, in combination with other past, present, and reasonably foreseeable future projects in the project vicinity, would result in a significant cumulative impact on historic architectural resources. | S | Implement **M-CP-4a: Historic Preservation Plan and Protective Measures; M-CP-4b: Historical Resource Baseline Condition Study, M-CP-4c: Historic Resource HABS Documentation;** and **M-CP-4d: Permanent Interpretive Exhibits.** | SUM |

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**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Transportation and Circulation** | | | |
| **TR-1**: The proposed project would cause a substantial increase in traffic that would cause the level of service at the intersection of Van Ness Avenue/Pine Street to decline from LOS D to LOS E in the AM peak hour and from LOS E to F in the PM peak hour. | S | **M-TR-1: Payment of Fair-Share Cost of Near-Term Intersection Improvements.** The project sponsor shall be responsible for making a fair-share contribution to the cost of any improvement(s) at the Van Ness Avenue/Pine Street intersection deemed necessary by the San Francisco Municipal Transportation Agency in the near-term, defined as the period between Existing (2013) Conditions and implementation of the Van Ness Avenue Bus Rapid Transit Project (in 2018 or later). | SUM |
| **TR-2**: Vehicle queues from vehicles entering the parking garage on the project site would not encroach upon the adjacent sidewalk. | LTS | **I-TR-2: Abatement of Parking Queue.** It shall be the responsibility of the owner/operator of any off-street parking facility developed on the project site 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 (destined to the parking facility) blocking any portion of any public street, alley or sidewalk for a consecutive period of 3 minutes or longer on a daily or weekly basis.<br><br>If a recurring queue occurs, the owner/operator of the parking facility shall employ abatement methods as needed to abate the queue. Appropriate abatement methods will vary depending on the characteristics and causes of the recurring queue, as well as the characteristics of the parking facility, the street(s) to which the facility connects, and the associated land uses (if applicable).<br><br>Suggested abatement methods include but are not limited to the following: redesign of facility to improve vehicle circulation and/or on-site queue capacity; employment of parking attendants; installation of "LOT FULL" signs with active management by parking attendants; use of valet parking or other space-efficient parking techniques; use of off-site parking facilities or shared parking with nearby uses; use of parking occupancy sensors and signage directing drivers to available spaces; travel demand management strategies such as additional bicycle parking, customer shuttles, delivery services; and/or parking demand management strategies such as parking time limits, paid parking, time-of-day parking surcharge, or validated parking. | NA |

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**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Transportation and Circulation (continued)** | | | |
| | | 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 seven 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. | |
| **TR-3:** The proposed project would not cause a substantial increase in transit demand that could not be accommodated by adjacent transit capacity nor would it cause a substantial increase in delays or costs such that significant adverse impacts in transit service levels could occur. | LTS | None required. | NA |
| **TR-4:** The proposed project would not result in substantial overcrowding on public sidewalks, nor create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility to the project site and adjoining areas. | LTS | **I-TR-4a: Audible and Visual Warning Devices.** Install audible and visible warning devices to alert pedestrians of the outbound vehicles from the parking garage.<br>Implement **I-TR-2**.<br>**I-TR-4b: Loading Hours.** Limit hours of retail and residential operation of the loading dock to off-peak hours to avoid peak pedestrian times (7:00 AM to 9:00 AM and 5:00 PM to 7:00 PM).<br>**I-TR-4c: Schedule and Coordination.** Schedule and coordinate loading activities through building management to spread out loading activity at the project site. | NA |
| **TR-5:** The proposed project would not create potentially hazardous conditions for bicyclists, or otherwise substantially interfere with bicycle accessibility to the project site and adjoining areas. | LTS | None required. | NA |

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**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Transportation and Circulation (continued)** | | | |
| **TR-6:** The loading demand of the proposed project during the peak hour of loading activities could be accommodated within the existing on-site loading supply or within the existing on-street loading zones, and would not create potentially hazardous conditions. | LTS | Implement **I-TR-4b, Loading Hours; I-TR-4c: Schedule and Coordination**. | NA |
| **TR-7:** Implementation of the proposed project would not result in inadequate emergency access. | LTS | None required. | NA |
| **TR-8:** Implementation of the proposed project would not result in inadequate parking. | LTS | **I-TR-8: Transportation Demand Management Program.** The project sponsor should establish a Transportation Demand Management program for building tenants, which could include, but would not be limited to, various elements such as carpool ridematching services, a "guaranteed ride home" program, transit passes or other commuter subsidies for employees who use alternative modes of travel, additional designated carpool/carshare spaces inside the building's garage in excess of *San Francisco Planning Code* requirements, and marketing and information distribution efforts. | NA |
| **TR-9:** Construction related transportation impacts of the proposed project would be temporary, limited in duration, and less than significant. | LTS | **I-TR-9a: Limited Construction Hours.** Limit hours of construction-related traffic, including, but not limited to, truck movements, to avoid the weekday AM and PM peak hours (7:00 AM to 9:00 AM and 4:00 PM to 6:00 PM) (or other times, if approved by the SFMTA).<br>**I-TR-9b: Coordination of Construction Activities.** Construction contractor(s) should coordinate construction activities with other potential projects that may be constructed in the vicinity of the project site (such as the Van Ness BRT Project and CPMC LRDP, among others). | NA |

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**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Transportation and Circulation (continued)** | | | |
| **C-TR-1:** The proposed project would contribute considerably to future cumulative traffic increases that would cause levels of service to deteriorate to unacceptable levels. | S | **M-C-TR-1: Payment of Fair-Share Cost of Van Ness Avenue Bus Rapid Transit Improvements.** The project sponsor shall be responsible for making a fair-share contribution to the cost of any Van Ness Avenue Bus Rapid Transit improvements at the intersection of Van Ness Avenue/Pine Street deemed necessary by the San Francisco Municipal Transportation Agency. | SUM |
| **C-TR-2:** The proposed project would not contribute considerably to cumulative increases in transit ridership that would cause the levels of service to deteriorate to unacceptable levels. | LTS | None required. | NA |
| **C-TR-3**: The proposed project when combined with other nearby proposed projects would not result in cumulative impacts to pedestrian and bicycle circulation, loading operations, emergency access, or parking. | LTS | Implement **I-TR-4a: Audible and Visual Warning Devices; I-TR-4b, Loading Hours; I-TR-4c: Schedule and Coordination**; and **I-TR-8: Transportation Demand Management Program**. | NA |
| **C-TR-4:** The construction impacts of the proposed project when combined with the construction impacts of other nearby proposed projects would not result in a significant cumulative impact due to the temporary and limited duration of the construction of the proposed project and nearby projects. | LTS | Implement **I-TR-9a: Limited Construction Hours** and **I-TR-9b: Coordination of Construction Activities.** | NA |

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**Table S-1 (continued)**
**Summary of Impacts, Mitigation Measures, and Improvement Measures Identified in the EIR**

| Impact | Level of Significance before Mitigation | Mitigation Measures and Improvement Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Wind** | | | |
| **WS-1:** The proposed project would not alter wind in a manner that substantially affects public areas. | LTS | None required. | NA |
| **C-WS-1:** The proposed project, in combination with past, present, and reasonably foreseeable future projects in the project vicinity, would not result in a significant cumulative wind impact. | LTS | None required. | NA |

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**Table S-2**
**Summary of Significant Impacts and Mitigation Measures Identified in the NOP/Initial Study**

| Impact | Level of Significance before Mitigation | Mitigation Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Noise** | | | |
| **NO-1**: The proposed project would result in the exposure of persons to noise or vibration levels in excess of established standards. | S | **M-NO-1: Exterior Noise.** As part of project review, Planning Department shall require that open space required under the *Planning Code* be protected, to the maximum feasible extent, from existing ambient noise levels that could prove annoying or disruptive to users of the open space. Implementation of this measure could involve, among other things, site design that uses the building itself to shield on-site open space from the greatest noise sources, construction of noise barriers between noise sources and open space, and appropriate use of both common and private open space in multi-family dwellings. | LTS |
| **NO-2**: During construction, the proposed project would result in a substantial temporary or periodic increase in ambient noise levels and vibration in the project vicinity above levels existing without the project. | S | **M-NO-2: Reduction of Construction Noise:** The project sponsor shall require the general contractor to comply with the following measures to minimize construction noise impacts on sensitive receptors:<br>• Construction equipment shall be properly maintained in accordance with manufacturers' specifications and shall be fitted with the best available noise suppression devices (e.g., mufflers, silencers, wraps). All impact tools shall be shrouded or shielded, and all intake and exhaust ports on power equipment shall be muffled or shielded.<br>• Construction equipment shall not idle for extended periods of time near noise-sensitive receptors.<br>• Stationary equipment (compressors, generators, and cement mixers) shall be located as far from sensitive receptors as feasible. Sound enclosures shall be used during noisy operations on-site.<br>• Temporary barriers (noise blankets or wood paneling) shall be placed around the construction site parcels and, to the extent feasible, they should break the line of sight from noise sensitive receptors to construction activities. For temporary sound blankets, the material shall be weather and abuse resistant, and shall exhibit superior hanging and tear strength with a surface weight of at least 1 pound per square foot. Placement, orientation, size, and density of acoustical barriers shall be reviewed and approved by a qualified acoustical consultant. | LTS |

*Notes: LTS = Less-than-significant or negligible impact; no mitigation required; S = Significant.*

**Table S-2 (continued)**
**Summary of Significant Impacts and Mitigation Measures Identified in the NOP/Initial Study**

| Impact | Level of Significance before Mitigation | Mitigation Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Noise (continued)** | | | |
| | | • Impact tools (e.g., jack hammers, pavement breakers, and rock drills) used for project construction shall be hydraulically or electrically powered wherever possible to avoid noise associated with compressed air exhaust from pneumatically powered tools. However, where use of pneumatic tools is unavoidable, an exhaust muffler on the compressed air shall be used, along with external noise jackets on the tools.<br>• Noise control requirements shall be included in specifications provided to construction contractors. Such requirements could include, but not be limited to, performing all work in a manner that minimizes noise to the extent feasible; use of equipment with effective mufflers; undertaking the most noisy activities during times of least disturbance to surrounding residents and occupants, as feasible; and selecting haul routes that avoid residential buildings inasmuch as such routes are otherwise feasible.<br>• Prior to the issuance of the building permit, along with the submission of construction documents, the project sponsor shall submit to the Planning Department and Department of Building Inspection (DBI) a list of measures to respond to and track complaints pertaining to construction noise. These measures shall include (1) a procedure and phone numbers for notifying DBI, the Department of Public Health, and the Police Department (during regular construction hours and off-hours); (2) a sign posted on-site describing noise complaint procedures and a complaint hotline number that shall be answered at all times during construction; (3) designation of an on-site construction complaint and enforcement manager for the project; and (4) notification of neighboring residents and non-residential building managers within 300 feet of the project construction area at least 30 days in advance of extreme noise generating activities (defined as activities generating noise levels of 90 A weighted decibels or greater) about the estimated duration of the activity. | |

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**Table S-2 (continued)**
**Summary of Significant Impacts and Mitigation Measures Identified in the NOP/Initial Study**

| Impact | Level of Significance before Mitigation | Mitigation Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Air Quality** | | | |
| **Impact AQ-2**: The proposed project's construction activities would generate toxic air contaminants, including diesel particulate matter, which would expose sensitive receptors to substantial pollutant concentrations. | S | **M-AQ-2: Construction Emissions Minimization.** The project sponsor will be required to comply with the following measures to reduce potential health risks to nearby sensitive receptors during construction:<br>A. *Construction Emissions Minimization Plan*. Prior to construction, the project sponsor shall submit a Construction Emissions Minimization Plan (Plan) to the Environmental Review Officer (ERO) for review and approval by an Environmental Planning Air Quality Specialist prior to the commencement of construction activities. The Plan shall detail project compliance with the following requirements:<br>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:<br>(a) Where access to alternative sources of power is available, portable diesel engines shall be prohibited;<br>(b) All off-road equipment shall have:<br>(i) Engines that meet or exceed either USEPA or ARB Tier 2 off-road emission standards, and<br>(ii) Engines that are retrofitted with an ARB Level 3 Verified Diesel Emissions Control Strategy (VDECS). [1] | LTS |

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1 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 (continued)**
**Summary of Significant Impacts and Mitigation Measures Identified in the NOP/Initial Study**

| Impact | Level of Significance before Mitigation | Mitigation Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Air Quality (continued)** | | | |
| | | (c) Exceptions:<br>(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 on-site power generation.<br>(ii) Exceptions to A(1)(b)(ii) *may* be granted if the project sponsor has submitted information provide evidence to the satisfaction of the ERO that a particular piece of equipment or vehicle with an ARB 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 diesel vehicles or engines that are not retrofitted with an ARB 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). | |

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**Table S-2 (continued)**
**Summary of Significant Impacts and Mitigation Measures Identified in the NOP/Initial Study**

<table>
<tr><th>Impact</th><th>Level of Significance before Mitigation</th><th>Mitigation Measures</th><th>Level of Significance after Mitigation</th></tr>
<tr><td colspan="4">Air Quality (continued)</td></tr>
<tr><td></td><td></td><td>(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 the table below.<br><br>Off-Road Equipment Compliance Step Down Schedule*<br><br><table><tr><th>Compliance Alternative</th><th>Engine Emission Standard</th><th>VDECS</th></tr><tr><td>1</td><td>Tier 1</td><td>Level 2</td></tr><tr><td>2</td><td>Tier 2</td><td>Level 1</td></tr><tr><td>3</td><td>Tier 3</td><td>Alternative Fuel**</td></tr></table><br>* How to use the table: For example, 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.<br>** Alternative fuels are not a VDECS</td><td></td></tr>
</table>

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**Table S-2 (continued)**
**Summary of Significant Impacts and Mitigation Measures Identified in the NOP/Initial Study**

| Impact | Level of Significance before Mitigation | Mitigation Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Air Quality (continued)** | | | |
| | | 2. 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, and Chinese) in designated queuing areas and at the construction site to remind operators of the 2-minute idling limit.<br>3. The project sponsor shall require that construction operator properly maintain and tune equipment in accordance with manufacturer specifications.<br>4. 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 is not limited to: equipment type, equipment manufacturer, equipment identification number, engine model year, engine certification (Tier rating), horsepower, engine serial number, and expected fuel usage and hours of operation. For the VDECS installed: technology type, serial number, make, model, manufacturer, ARB verification number level, and installation date and hour meter reading on installation date. For off-road equipment using alternative fuels, reporting shall indicate the type of alternative fuel being used.<br>5. 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 the Plan as requested.<br>B. *Reporting*. Monthly 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 actual amount of alternative fuel used. | |

*Notes: LTS = Less-than-significant or negligible impact; no mitigation required; S = Significant.*

**Table S-2 (continued)**
**Summary of Significant Impacts and Mitigation Measures Identified in the NOP/Initial Study**

| Impact | Level of Significance before Mitigation | Mitigation Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **Air Quality (continued)** | | | |
| | S | Within six 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 actual amount of alternative fuel used.<br>C. *Certification Statement and On-site 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. | LTS |
| **Impact AQ-4**: During project operation, the proposed project would generate toxic air contaminants, including diesel particulate matter, exposing sensitive receptors to substantial air pollutant concentrations. | S | **M-AQ-4a: Best Available Control Technology for Diesel Generators.** All diesel generators shall have engines that (1) meet Tier 4 Final or Tier 4 Interim emission standards, or (2) meet Tier 2 emission standards and are equipped with a California Air Resources Board (ARB) Level 3 Verified Diesel Emissions Control Strategy (VDECS).<br>**M-AQ-4b: Air Filtration Measures.** *Air Filtration and Ventilation Requirements for Sensitive Land Uses*. Prior to receipt of any building permit, the project sponsor shall submit a ventilation plan for the proposed building(s). The ventilation plan shall show that the building ventilation system removes at least 80 percent of the outdoor PM2.5 concentrations from habitable areas and be designed by an engineer certified by ASHRAE, who shall provide a written report documenting that the system meets the 80 percent performance standard identified in this measure and offers the best available technology to minimize outdoor to indoor transmission of air pollution.<br>*Maintenance Plan.* Prior to receipt of any building permit, the project sponsor shall present a plan that ensures ongoing maintenance for the ventilation and filtration systems.<br>*Disclosure to buyers and renters.* The project sponsor shall also ensure the disclosure to buyers (and renters) that the building is located in an area with existing sources of air pollution and as such, the building includes an air filtration and ventilation system designed to remove 80 percent of outdoor particulate matter and shall inform occupants of the proper use of the installed air filtration system. | LTS |

*Notes: LTS = Less-than-significant or negligible impact; no mitigation required; S = Significant.*

**Table S-2 (continued)**
**Summary of Significant Impacts and Mitigation Measures Identified in the NOP/Initial Study**

| Impact | Level of Significance before Mitigation | Mitigation Measures | Level of Significance after Mitigation |
|---|---|---|---|
| **HAZARDS AND HAZARDOUS MATERIALS** | | | |
| **Impact HZ-2**: The proposed residential and commercial project would create a significant hazard to the public or the environment through the release of hazardous materials into the environment due to past soil and groundwater contamination. | S | **M-HZ-2: Soil Management Plan and Health and Safety Plan.** The project sponsor shall submit a soil management plan (SMP) and a health and safety plan to the San Francisco Department of Public Health - Site Assessment and Mitigation Program six weeks prior to the start of site earthwork. The SMP shall provide recommended measures to mitigate the long-term environmental or health and safety risks caused by the presence of hazardous materials in the soil. The SMP shall also contain contingency plans to be implemented during soil excavation if unanticipated hazardous materials are encountered. The health and safety plan shall outline proper soil handling procedures and health and safety requirements to minimize worker and public exposure to hazardous materials during construction. | LTS |

*Notes: LTS = Less-than-significant or negligible impact; no mitigation required; S = Significant.*

## C. SUMMARY OF PROJECT ALTERNATIVES

Three alternatives are evaluated in this EIR: the No Project Alternative; the Partial Preservation Alternative; and the Full Preservation Alternative. The three alternatives are described in detail in **Chapter VII, Alternatives to the Proposed Project**. **Table S-3: Comparison of Significant Impacts of the Project and Alternatives**, on pp. S-33 and S-34, shows a comparison of the potential environmental impacts that may result from the alternatives to those of the proposed project.

### Alternative A: No Project Alternative

Under the No Project Alternative, the existing conditions on the project site would remain. All of the buildings on the project site would be retained, and none of them would be demolished. No lot merger would occur. The existing parking lot on the project site would continue to be used for parking. Unlike with the proposed project, there would be no new construction of a new building with two 130-foot tall residential towers. It is unlikely that the existing buildings on the project site, all of which are currently vacant, would be reoccupied given the current state of the buildings. Three of the existing buildings on the project site (1650, 1656 and 1660 Pine Street) are unreinforced masonry buildings (UMB), subject to requirements of the San Francisco UMB Ordinance No. 225-92 adopted by the Board of Supervisors in 1992 (the UMB Ordinance), subsequently codified in Chapters 16B and 16C of the San Francisco Building Code. According to the UMB Ordinance, the UMB buildings would be required be seismically retrofitted in order to be reoccupied. Seismically upgrading the existing buildings and occupying them with their former uses would be financially prohibitive. For the purposes of this analysis, it is assumed that under the No Project Alternative, the existing buildings would stay vacant.

### Alternative B: Partial Preservation Alternative

The Partial Preservation Alternative would involve demolition of the rear portions of the existing five buildings on the project site, and construction of one building with a 13-story residential tower and a six-story residential element with commercial use on the ground and second floors. All of the lots would be merged into one lot. All of the existing building façades and the front 20 to 30 feet of the existing buildings would be incorporated into this alternative. Overall, the Partial Preservation Alternative would preserve the front 15 to 22 percent of the buildings on the project site. The 13-story residential tower would be located on the vacant lot (Lot 11A) at the corner of Pine and Franklin Streets, while the six-story residential element would be located behind the remaining portions of the existing buildings. To maintain balance on the Franklin Street façade, the tower massing would be centered on the six-story residential element.

The Partial Preservation Alternative would have a total area of 217,095 gross square feet (gsf) and would include approximately 155 new residential units totaling approximately 137,510 square feet (sf), 5,700 sf of retail space, and parking with 159 spaces on one underground level.

Like the proposed project, the proposed parking garage would be accessed from the existing curb cut in the southwest corner of the project site under the Partial Preservation Alternative. The remaining three curb cuts would be eliminated.

## Alternative C: Full Preservation Alternative

The Full Preservation Alternative would involve demolition of portions of the existing five buildings on the project site, and construction of one eight-story residential tower with commercial use on the ground and second floors. All of the lots would be merged into one lot. All of the existing building façades and substantial portions of the extant buildings would be incorporated into this alternative. Overall, the Full Preservation Alternative would preserve the front 38 percent and the back 15 percent of the buildings on the project site. An eight story residential tower would be located at the rear of the lots immediately behind the historic buildings so the new building would be set back half the depth of the lot. In addition, development on the vacant lot (Lot 11A) at the corner of Pine and Franklin Streets would be limited to four stories for the first 15 feet along the Pine Street façade and then extend to the full eight stories after 15 feet in order to be more compatible in height with the existing buildings. To maintain balance on the Franklin Street façade, the taller massing would be centered on the four-story podium similar to the massing of the Partial Preservation Alternative.

The Full Preservation Alternative would have a total area of 176,500 gross square feet (gsf) and would include approximately 100 new residential units totaling approximately 100,200 sf; 14,000 sf of retail space; and parking with 40 spaces on the ground level.

Like the proposed project, the proposed parking garage would be accessed from the existing curb cut in the southwest corner of the project site under the Full Preservation Alternative. The remaining three curb cuts would be eliminated.

## Environmentally Superior Alternative

*State CEQA Guidelines* Section 15126.6(e)(2) requires identification of an environmentally superior alternative. If the No Project Alternative is environmentally superior, CEQA requires selection of the "environmentally superior alternative other than the no project alternative" from among the proposed project and the alternatives evaluated. The No Project Alternative is considered the overall environmentally superior alternative, because the impacts associated with implementation of the

proposed project would not occur under the No Project Alternative. The No Project Alternative, however, would not meet any of the project sponsor's objectives. To identify the environmentally superior alternative in accordance with the *State CEQA Guidelines*, a comparison of the impacts of the proposed project and Alternatives B and C is presented in **Table S-3, Comparison of Significant Impacts of the Project and Alternatives**, pp. S-33 and S-34.

The proposed project would result in significant and unavoidable project-level and cumulative impacts to historic architectural resources. In addition, the proposed project would result in a significant and unavoidable project-level and cumulative impacts with regard to transportation. The Full Preservation Alternative would be the environmentally superior alternative because it would result in less-than-significant project-level and cumulative impacts to historic architectural resources. The Full Preservation Alternative would still result in significant and unavoidable project-level and cumulative impacts to transportation and circulation, although to a lesser degree than the proposed project.

## D. AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED

The NOP/IS for this project was published on March 20, 2013, announcing the City's intent to prepare and distribute 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.

On the basis of public comments received on the NOP/IS, no potential areas of controversy were identified. One comment requested that a Transportation Impact Study be prepared for the proposed project. Another comment expressed support for the project, citing the benefits of increased density on local businesses, restaurants, and stores within walking distance of the project site. The remaining comments were non-substantive in nature and consisted of requests to review the Draft EIR, provide the name of the project architect, etc.

**Table S-3**
**Comparison of Significant Impacts of the Project and Alternatives**

| Environmental Topic | Proposed Project | Alternative A: No Project Alternative | Alternative B: Partial Preservation Alternative | Alternative C: Full Preservation Alternative |
|---|---|---|---|---|
| Description: | | | | |
| • Housing Units | 262 units | None | 155 units | 100 units |
| • Height | 130 feet | 30 feet | 130/65 feet | 75 feet |
| • Total Area | 353,360 sf | 43,847 sf | 251,695 sf | 176,500 sf |
| • Area – Residential | 221,760 sf | None | 137,510 sf | 100,200 sf |
| • Area – Retail/Commercial | 5,600 sf | 43,847 sf | 5,700 sf | 14,000 sf |
| • Parking – Vehicle | 245 spaces | 22 | 159 spaces | 40 spaces |
| • Parking – Bicycle | 91 spaces | None | 64 spaces | 50 spaces |
| Ability of the Project to Meet Sponsor's Objectives | Meets all objectives | Meets none of the objectives | Meets some but not all of the objectives | Meets some but not all of the objectives |
| **Cultural and Paleontological Resources** | | | | |
| Historic Architectural Resources | Impact CP-4: The proposed demolition and de facto demolition of the buildings located at 1634–1670 Pine Street would cause a substantial adverse change in the significance of historic architectural resources. (SUM) | NI | SUM | LSM |
| Historic Architectural Resources (Cumulative) | Impact C-CP-2: The proposed project, in combination with other past, present, and reasonably foreseeable future projects in the project vicinity, would result in a significant cumulative impact on historic architectural resources. (SUM) | NI | SU | LSM |

| Environmental Topic | Proposed Project | Alternative A: No Project Alternative | Alternative B: Partial Preservation Alternative | Alternative C: Full Preservation Alternative |
|---|---|---|---|---|
| **Transportation and Circulation** | | | | |
| Traffic | Impact TR-1: The proposed project would cause a substantial increase in traffic that would cause the level of service at the intersection of Van Ness Avenue/Pine Street to decline from LOS D to LOS E in the AM peak hour and from LOS E to F in the PM peak hour. (SUM) | NI | SUM | SUM |
| Traffic (Cumulative) | Impact C-TR-1: The proposed project would contribute considerably to future cumulative traffic increases that would cause levels of service to deteriorate to unacceptable levels. (SUM) | NI | SUM | SUM |

*Notes: NI=No impact; LTS = Less than significant; SM = Significant but mitigable; SU = Significant and unavoidable adverse impact, no feasible mitigation; SUM=Significant and unavoidable adverse impact, after mitigation.*

# I. INTRODUCTION

## A. PURPOSE AND FUNCTION OF THIS ENVIRONMENTAL IMPACT REPORT

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

The proposed 1634–1690 Pine Street Project would merge the current six lots into one parcel, demolish most of the existing five buildings on the project site, and construct one building with two 13-story residential towers with commercial use on the ground and second floors. Three of the existing building façades would be restored and incorporated into the proposed project. The proposed building would have a total area of 353,360 gross square feet and would include approximately 262 new residential units totaling approximately 221,760 square feet; 5,600 square feet of commercial space, and 34,600 square feet of subterranean parking with 245 parking spaces on one level. The proposed residential towers would be approximately 130 feet tall. There would be 24 studio units, 120 one-bedroom units, and 118 two-bedroom units. A single subterranean parking level would provide 240 spaces with mechanical stackers and five spaces accessible to persons with disabilities, for a total of 245 parking spaces, and 91 Class 1 bicycle parking spaces.

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

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

As stated in the *State CEQA Guidelines*,[1] an EIR is an informational document intended to inform public agency decision-makers and the public of the significant environmental effects of a project, identify possible ways to minimize the significant effects, and analyze reasonable alternatives to the project. CEQA provides that public agencies should not approve projects until all feasible means available have been employed to substantially lessen the significant environmental effects of such projects.[2] Before any discretionary project approvals may be granted for the project, the San Francisco Planning Commission (Planning Commission) must certify the EIR as adequate, accurate, and objective. City decision makers will use the certified EIR, along with other information and public processes, to determine whether to approve, modify, or disapprove the proposed project, and to specify any applicable environmental conditions as part of project approvals.

## B. ENVIRONMENTAL REVIEW PROCESS

The environmental review process includes a number of steps: publication of a Notice of Preparation (NOP) or a Notice of Preparation/Initial Study (NOP/IS), public scoping, 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.

### Notice of Preparation/Initial Study

The Planning Department received an Environmental Evaluation Application for the proposed project on February 14, 2012. The Planning Department published and distributed an NOP/IS for the proposed project on March 20, 2013, announcing its intent to prepare and distribute an EIR (see Planning Department File No. 2011.1306E). The NOP/IS is included as **Appendix A** of this Draft EIR. Publication of the NOP/IS initiated a 30-day public comment period (March 21, 2013 to April 19, 2013), and during this time the Planning Department received comment letters from the California Department of Transportation (Caltrans); Pacific Heights Residents Association; Greater Divisadero Merchants Association; and four private parties. No other public agencies or other interested parties submitted comments to the Planning Department during the 30-day public comment period. Caltrans requested that a Transportation Impact Study (TIS) be prepared for the proposed project and suggested items to include in the TIS. A TIS was prepared for the proposed project and its contents are included in **Section IV.B,**

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1 California Environmental Quality Act, Statutes and Guidelines as amended January 1, 2013, published by the Governor's Office of Planning and Research.

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

**Transportation and Circulation**. All other comments were non-substantive in nature and consisted of support for the project, requests to review the Draft EIR, the name of the project architect, etc.

### *Environmental Effects Found to Be Less than Significant in the NOP/IS*

The NOP/IS found that the following potential individual and cumulative environmental effects of the project, as analyzed in the NOP/IS, would be either less than significant or reduced to a less-than-significant level with implementation of the mitigation measures included in the NOP/IS and agreed to by the project sponsor:

- Land Use and Land Use Planning
- Aesthetics
- Population and Housing
- Transportation and Circulation (design hazards)
- Noise
- Air Quality
- Greenhouse Gas Emissions
- Shadow
- Recreation
- Utilities and Service Systems
- Public Services
- Biological Resources
- Geology and Soils
- Hydrology and Water Quality
- Hazards/Hazardous Materials
- Mineral/Energy Resources
- Agricultural and Forest Resources

### *Environmental Effects Requiring Further Study in the EIR*

The NOP/IS determined that the project may result in potentially significant environmental impacts related to the following environmental topics: Cultural and Paleontological Resources, Transportation and Circulation (except for design hazards), and Wind. Therefore, these environmental topics are analyzed in this EIR.

## Draft EIR

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

Copies of the Draft EIR are available at the Planning Information Counter, San Francisco Planning Department, 1660 Mission Street, 1st Floor, San Francisco, California 94103. The Draft EIR is also available for viewing or downloading at the Planning Department website, http://tinyurl.com/sfceqadocs, and searching for File No. 2011.1306E. You may also request that a copy be sent to you by calling (415) 575-9072 or emailing the EIR Coordinator Jeanie Poling at Jeanie.Poling@sfgov.org. All documents referenced in this Draft EIR and the distribution list for the Draft EIR are available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco, California 94103, as part of File No. 2011.1306E.

## *How to Comment on the Draft EIR*

This Draft EIR was published on October 2, 2013. The public comment period for this EIR is October 3, 2013 to November 18, 2013. There will be a public hearing before the Planning Commission during the 45-day public review and comment period for this EIR to solicit public comment on the adequacy and accuracy of information presented in this Draft EIR. The public hearing has been scheduled before the Planning Commission for November 7, 2013 in Room 400, City Hall, 1 Dr. Carlton B. Goodlett Place beginning at 12:00 PM or later. Please call (415) 558-6422 the week of the hearing for a recorded message giving a more specific time. In addition, members of the public are invited to submit written comments on the adequacy of the document, that is, whether this Draft EIR identifies and analyzes the possible environmental impacts and identifies appropriate mitigation measures. Comments are most helpful when they suggest specific alternatives and/or additional measures that would better mitigate significant environmental effects. *State CEQA Guidelines* Section 15096(d) calls for responsible agencies[3] to provide comments on project activities that are within the agencies' areas of expertise or that will be subject to the approval by the agencies, and to support comments with 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 November 18, 2013.

3 CEQA Section 21069 defines a responsible agency as a "public agency, other than the lead agency, which has responsibility for carrying out or approving a project."

### *Other Hearings Known at the Time of Draft EIR Publication*

There will be a hearing before the Historic Preservation Commission to solicit the Commission's formal comments on this proposed project on October 16, 2013 in Room 400, City Hall, 1 Dr. Carlton B. Goodlett Place beginning at 12:30 PM or later.[4] Please call (415) 558-6320 the week of the hearing for a recorded message giving a more specific time.

## FINAL EIR

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

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

A Mitigation Monitoring and Reporting Program (MMRP) must be adopted by the Planning Commission as part of the adoption of the CEQA findings and project approvals to the extent that mitigation measures are made part of the proposed project as conditions of project approval. The MMRP identifies the measures included in the proposed project, the entities responsible for carrying out the measures, and the timing of implementation. If significant unavoidable impacts would remain after all feasible mitigation measures are implemented, the approving body, if it elects to approve the proposed project, must adopt a statement of overriding considerations explaining how the benefits of the proposed project would outweigh its significant impacts.

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

## C. ORGANIZATION OF THIS EIR

This EIR is organized into nine chapters, plus one appendix, as described below.

The **Summary** chapter provides a concise overview of the proposed project; the environmental impacts that would result from the proposed project; mitigation measures identified to reduce or eliminate these impacts; improvement measures to further reduce less-than-significant impacts; project alternatives; and areas of controversy and issues to be resolved.

**Chapter I, Introduction**, describes the type, purpose, and function of the EIR, the environmental review process, the comments received on the NOP, and the organization of the EIR.

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

**Chapter III, Plans and Policies**, describes potential conflicts with federal, state, regional, and local plans and policies applicable to the proposed project.

**Chapter IV, Environmental Setting, Impacts**, **and Mitigation Measures**, addresses the following topics: Cultural and Paleontological Resources, Transportation and Circulation, and Wind. Each topical section includes the environmental setting, regulatory framework, if applicable, approach to analysis, project-specific and cumulative impacts, and mitigation measures and improvement measures, when appropriate.

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

**Chapter VI, Alternatives to the Proposed Project**, presents and analyzes a range of alternatives to the proposed project. Three alternatives are analyzed: Alternative A: No Project Alternative; Alternative B: Partial Preservation Alternative; and Alternative C: Full Preservation Alternative. This chapter identifies the environmentally superior alternative. It also discusses alternatives considered but rejected, and gives the reasons for rejection.

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

**Appendix A**, includes the Notice of Preparation and Initial Study for this EIR.

# II. PROJECT DESCRIPTION

This chapter describes the proposed 1634–1690 Pine Street Project (proposed project), which is evaluated in this EIR. A description of the project objectives, proposed project's regional and local contexts, and required project approvals are also included. Oyster Development Corp., is the project sponsor and project developer. As noted previously, the San Francisco Planning Department is the lead agency for this EIR. The project architect is Kwan Henmi Architecture Planning Inc.

## A. PROJECT OVERVIEW

The proposed project would demolish most of the existing five buildings on the project site, and construct one building with two 13-story residential towers with commercial use on the ground and second floors. The existing building façades of three of the buildings would be restored and incorporated into the proposed project. The proposed building would have a total area of 353,360 gross square feet (gsf) and would include approximately 262 new residential units totaling approximately 221,760 square feet (sf); 5,600 sf of commercial space, and 34,600 sf of subterranean parking with 245 parking spaces on one level. No off-street loading spaces are proposed. The proposed towers would be approximately 130 feet tall.

A residential/commercial mixed-use building was previously proposed on the project site by A.F. Evans Development, Inc.[1] The previously proposed project would have demolished the five existing buildings and surface parking lot on the project site, and constructed a 283-unit residential building with one approximately 155-foot-tall, 15-story tower and one 240-foot-tall, 24-story tower, connected by an 18-foot-high lobby. The building would have included ground-floor commercial/restaurant space and a five-level, 317-space underground parking garage. The proposed building would total up to approximately 377,815 sf of floor area. On December 31, 2008, a Draft EIR was published that provided information on the project's environmental effects. The project would have been approximately 110 feet higher than the existing height limit, requiring a rezoning of the project site to accommodate the proposed height. Therefore, the Draft EIR noted that the proposed project would have conflicted with existing land use, plans, policies, and regulations. The project sponsor subsequently withdrew the project; environmental review did not proceed further.

1 San Francisco Planning Department, 1634-1690 Pine Mixed-Use Project, Case No. 2004.0764 CEZ. These files are available for public review.

## B. PROJECT SPONSOR'S OBJECTIVES

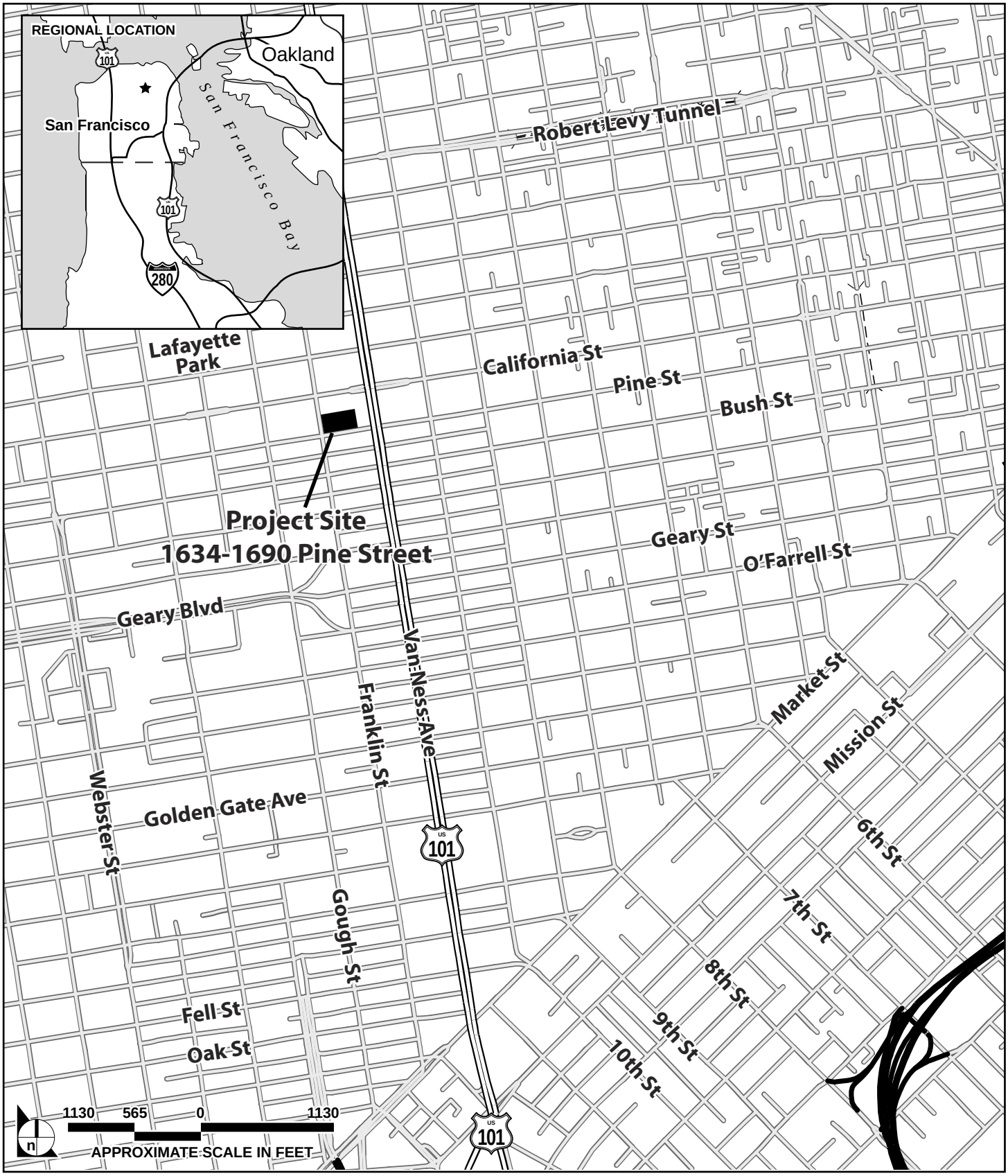
The project sponsor, Oyster Development Corp., has identified the following objectives of the proposed project:

- Construct a high-quality mixed-use residential and retail project that will maximize the creation of new residential units and ground-floor commercial space that will serve neighborhood residents, enliven the surrounding streets, contribute to a safe, active neighborhood, and meet the demands of the expanding San Francisco economy and growth in the project area.
- Develop a project that is consistent with and enhances the existing scale and urban design character of the area, furthers the City's housing policies and applicable General Plan policies, and preserves portions of the historic buildings on the site.
- Provide parking that serves the needs of residents and visitors as generated by the project.
- Increase the affordable housing supply in the City in accordance with City requirements.
- Complete the project on schedule and within budget.

## C. PROJECT LOCATION AND EXISTING CONDITIONS

The project site at 1634–1690 Pine Street is located in the Western Addition neighborhood of the City of San Francisco (see **Figure II-1, Project Location**). The project site consists of six adjacent lots (Lots 7, 8, 9, 10, 11, and 11A of Assessor's Block 0647) along the north side of Pine Street between Van Ness Avenue and Franklin Street, within an NC-3 (Moderate-Scale Neighborhood Commercial) District and a 130-E Height and Bulk District. The floor area ratio (FAR) limit as defined by *Planning Code* Section 124 for the NC-3 District is 3.6:1. The project site is on the block bounded by California Street to the north, Van Ness Avenue to the east, Pine Street to the south, and Franklin Street to the west. Van Ness Avenue to the east is a primary transportation corridor in the City that extends from the Civic Center in the south to the Marina District in the north.

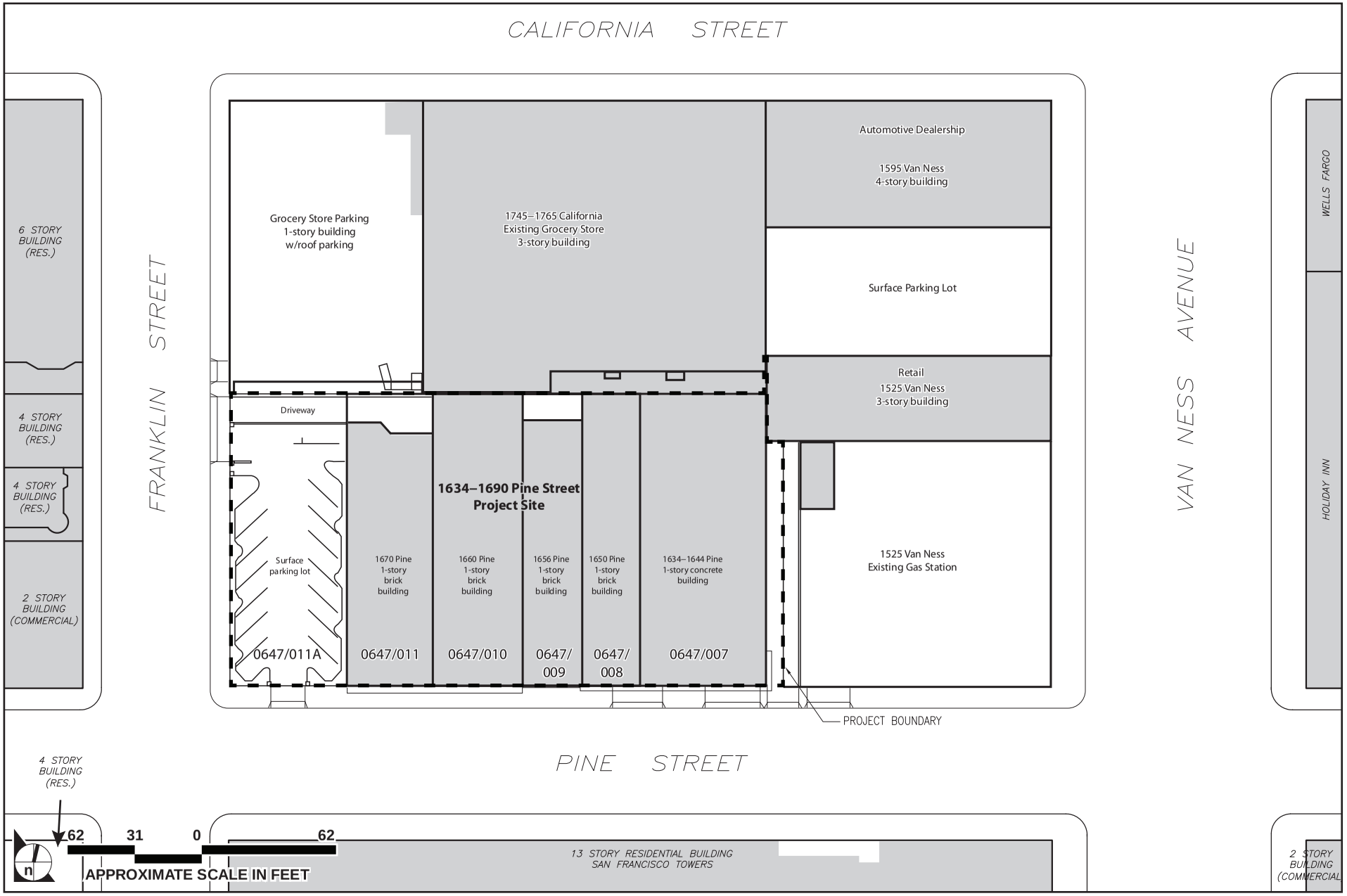
The project site is approximately 35,500 sf, or 0.81 acre in area and rectangular in shape. Currently, the site is occupied by five vacant one- to two-story buildings (two two-story unreinforced masonry buildings [1660 and 1670 Pine Street]; two, one-story unreinforced masonry buildings [1650 and 1656 Pine Street]; and a one-story concrete building [1634–1644 Pine Street]) totaling 43,847 sf and a parking lot totaling 7,563 sf with 22 spaces (see **Figure II-2, Existing Site Plan**).




**SOURCE:** Impact Sciences, Inc., September 2012

FIGURE **II-1**

Project Location




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **II-2**

# Existing Site Plan

As indicated in **Table II-1, Existing Site Characteristics**, the buildings on the project site contain a total of approximately 43,847 sf of building area which is currently vacant but previously contained a car rental office and distribution center, furniture showroom, and a warehouse. Lot coverage for each building equals almost 100 percent and the FAR for each of the buildings ranges from 1.0:1 to 3.0:1. Vehicle and pedestrian access to the buildings on the project site is provided on Pine Street. A loading docking is located in the rear of 1660 Pine Street and is accessed from Franklin Street. A total of four curb cuts/driveways currently exist on the project site – three on Pine Street and one on Franklin Street. The parking lot, located on the northeast corner of Pine and Franklin Streets, is 7,563 sf in size, contains no structures, and provides approximately 22 parking spaces.

The buildings on the project site were constructed between 1912 and 1917 and are designed in the Simplified Renaissance Revival architectural style and Simplified Renaissance Block architectural style. All five of the buildings are a contributor of the Pine Streets Auto Shops Historic District, which is eligible for listing on the California Register of Historic Resources (CRHR). In addition, the buildings at 1634-1644 and 1670 Pine Street are individually eligible for listing on the CRHR.

**Table II-1**
**Existing Site Characteristics**

| Parcel | Address | Parcel Area (sf) | Building Area (sf) | Year Constructed | Current Use |
|---|---|---|---|---|---|
| Lot 7 | 1634–-1644 Pine Street | 9,130 | 9,104 | 1912–1913 | 1-story vacant concrete building |
| Lot 8 | 1650 Pine Street | 3,730 | 3,699 | 1917 | 1-story vacant unreinforced masonry building |
| Lot 9 | 1656 Pine Street | 3,730 | 3,429 | 1917 | 1-story vacant unreinforced masonry building |
| Lot 10 | 1660 Pine Street | 5,844 | 16,359 | 1917 | 2-story vacant unreinforced masonry building |
| Lot 11 | 1670 Pine Street | 5,500 | 11,256 | 1917 | 2-story vacant unreinforced masonry building |
| Lot 11A | 1690 Pine Street | 7,563 | -- | -- | 22-space surface parking lot |
| **Total** | | **35,496** | **43,847** | | |

*Source:* Oyster Development Corp., 2013.

There are a total of 14 trees located on the project site or in the public right-of-way – seven trees planted in the sidewalk along Pine Street in front of the project site and seven trees on the existing surface parking lot located on the northeast corner of Pine and Franklin Streets.

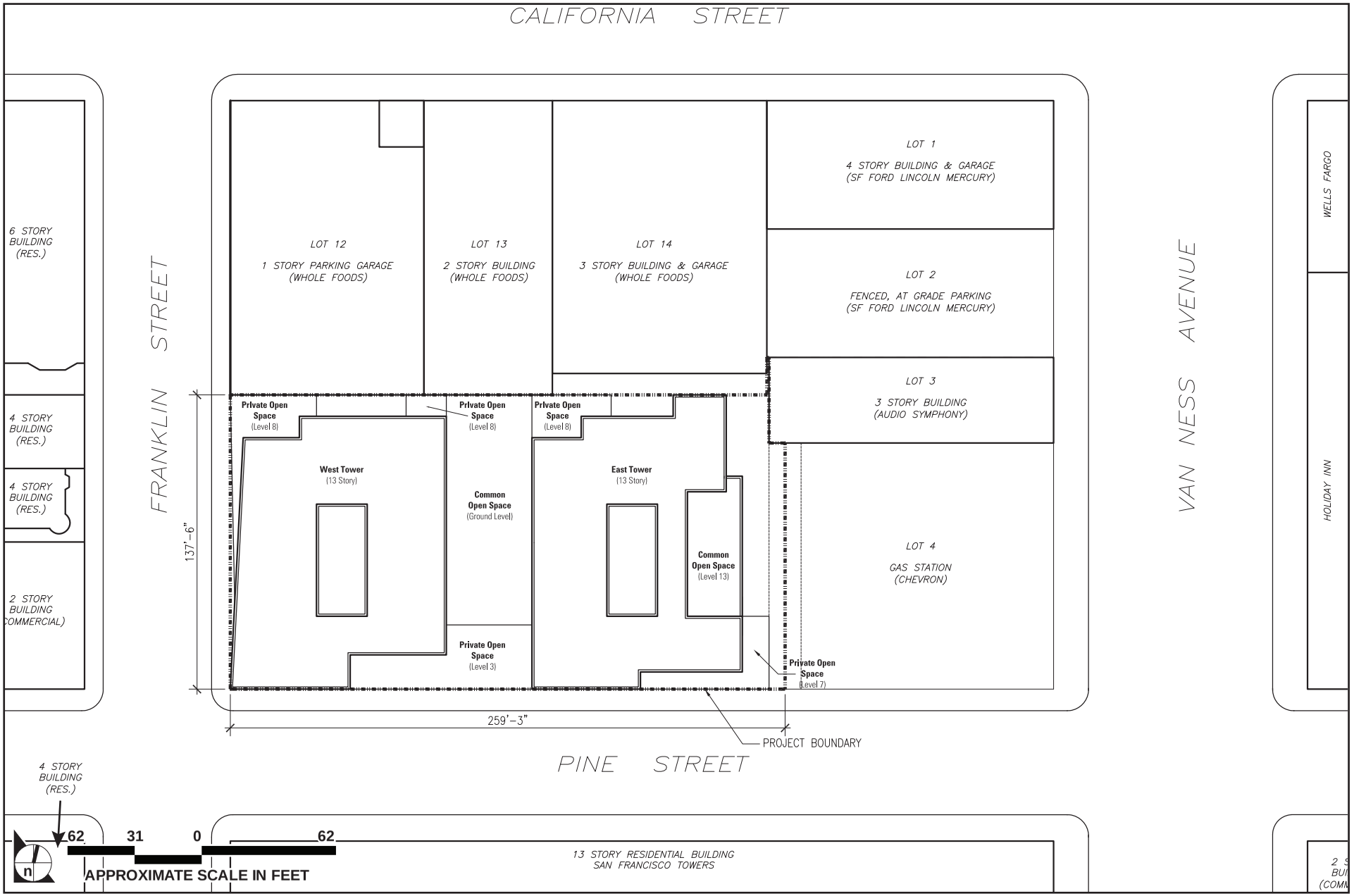
## D. PROJECT CHARACTERISTICS

The proposed project would merge the six lots into one parcel, demolish most of the existing five buildings on the project site, and construct one building with two 13-story residential towers with commercial use on the ground and second floors (See **Figure II-3, Proposed Site Plan**). The existing building façades of three of the buildings would be restored and incorporated into the proposed project. As outlined in **Table II-2, Project Characteristics,** below, the proposed building would have a total area of 353,360 gross square feet (gsf) and would include approximately 262 new residential units totaling approximately 221,760 sf; 5,600 sf of commercial space; and 34,600 sf of subterranean parking with 245 parking spaces on one level. No off-street loading spaces are proposed. The proposed towers would be approximately 130 feet tall. Each tower would have an elevator shaft. The project would have zero-lot-line setbacks along Pine and Franklin Streets.

**Table II-2**
**Project Characteristics**

| Use/Characteristic | Area (gsf)/Amount |
|---|---|
| Residential | 221,760 |
| Commercial[1] | 5,600 |
| Other[2] | 91,400 |
| Parking | 34,600 |
| **Total** | **353,360** |
| Common Open Space | 6,100 |
| Private Open Space | 4,896 |
| Total Open Space | 10,996 |
| Dwelling Units | 262 units |
| Studio | 24 units |
| 1-Bedroom | 120 units |
| 2-Bedroom | 118 units |
| Parking Spaces | 245 (including 2 car-share) |
| Bicycle Parking Spaces | 91 |
| Parking Levels (subterranean) | 1 level |
| Number of Stories/Height of Building | |
| Franklin (West) Tower | 13/130 feet |
| Van Ness (East) Tower | 13/130 feet |

*Source: Kwan Henmi Architecture Planning Inc., 2012.*
*Notes: gsf – gross square feet*
[1] *Actual uses have not been determined but could include general retail such as bank or store.*
[2] *"Other" space includes residential storage and mechanical space.*




**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2013

FIGURE **II-3**

Proposed Site Plan

Of the approximately 262 dwelling units, 24 would be studio units, 120 would be one-bedroom units, and 118 would be two-bedroom units. The units would range in area from 530 sf (studio) to 1,600 sf (two bedrooms). With the exception of the ground floor, the number of units per floor would range from 15 to 24 units. The ground floor would provide seven dwelling units (see **Figures II-4** through **II-11**).

The building's residential entry would be on Pine Street and commercial frontage would be located along Pine and Franklin Streets. The subterranean parking level would provide 240 spaces with mechanical stackers and five spaces accessible to persons with disabilities, for a total of 245 parking spaces (see **Figure II-12, Proposed Basement Parking Plan**). Two car-share spaces are also included in this count. The parking level would be accessed from the southeastern corner of the project site from Pine Street. There would be no off-street surface parking provided as part of the project.

The basement level would include space dedicated to bicycle parking that could accommodate approximately 91 Class 1 bicycle parking spaces.[2] This area would have secured access for the project's residents only.

The proposed project would provide approximately 4,600 gsf of common open space on the ground floor and 1,500 gsf of common open space (deck) on the 13th floor of the east tower for a total of 6,100 gsf common open space. Approximately 136 units would have 36-sf private balconies for a total of approximately 4,896 gsf of private open space. The east tower would also include a 550-sf bar/kitchen/lounge adjacent to the 13th floor deck. **Figures II-13** and **II-14** show the building elevations as viewed from Franklin Street and Pine Street.

The project is subject to the Inclusionary Affordable Housing Program (*Planning Code* Sections 415.1 to 415.11). The Inclusionary Affordable Housing Program applies to projects of 10 or more units and to projects requiring Conditional Use Authorization; it requires that affordable housing be provided at 12 percent of the total number of dwelling units if provided on-site, or 17 percent if provided off-site. The project sponsor will either provide the affordable units on-site or pay the in-lieu fee.

The proposed project design would feature two 13-story towers that would retain the historic façades of three existing buildings on the project site. Deeply articulated precast panel systems would present different expressions at the base and top of the buildings. Individual façades further would respond to the street context on which they present themselves. The precast wall systems would be punctuated with areas of window wall systems, as well as areas of recessed and projected balconies to modulate and provide scale to building volumes.

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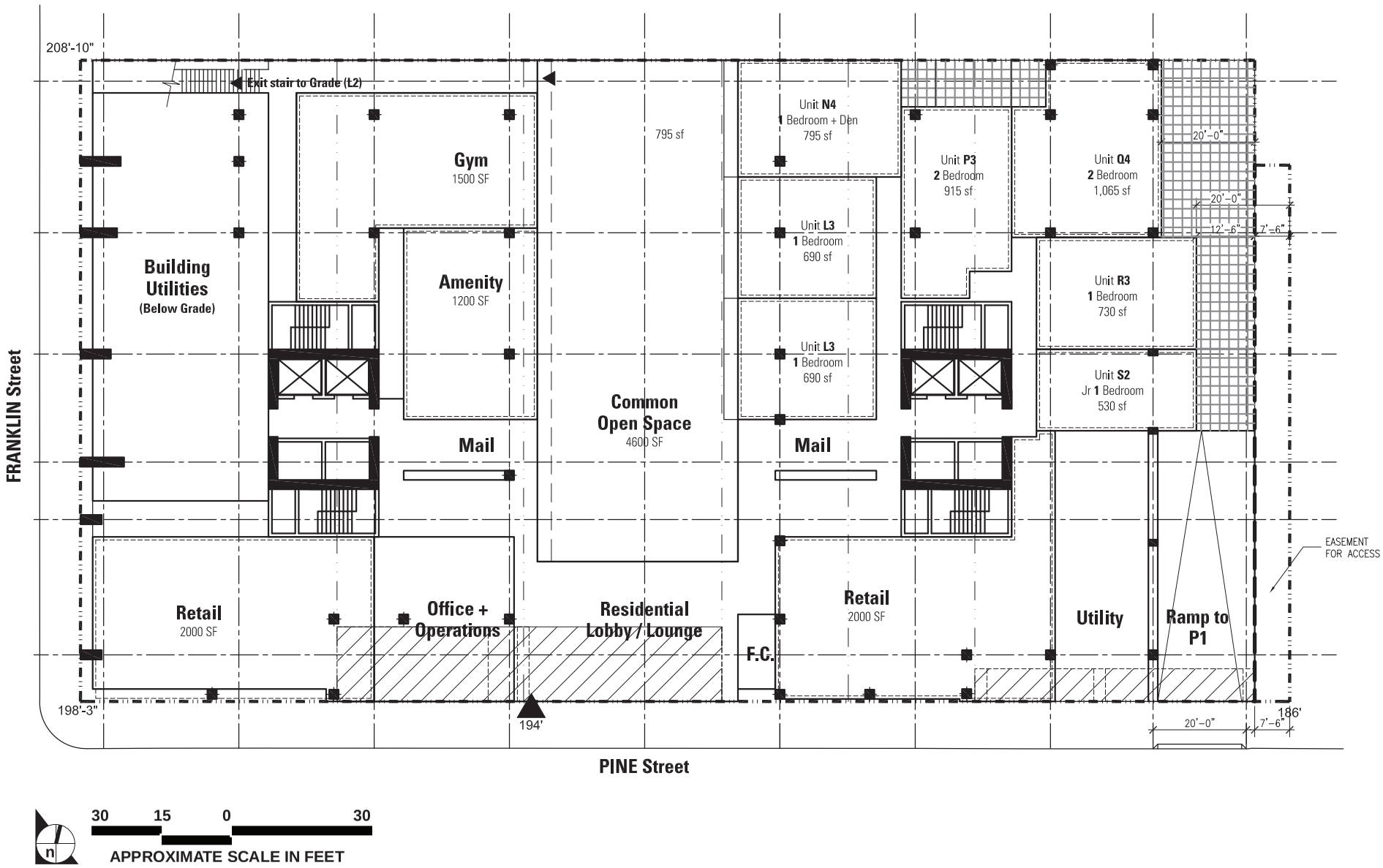
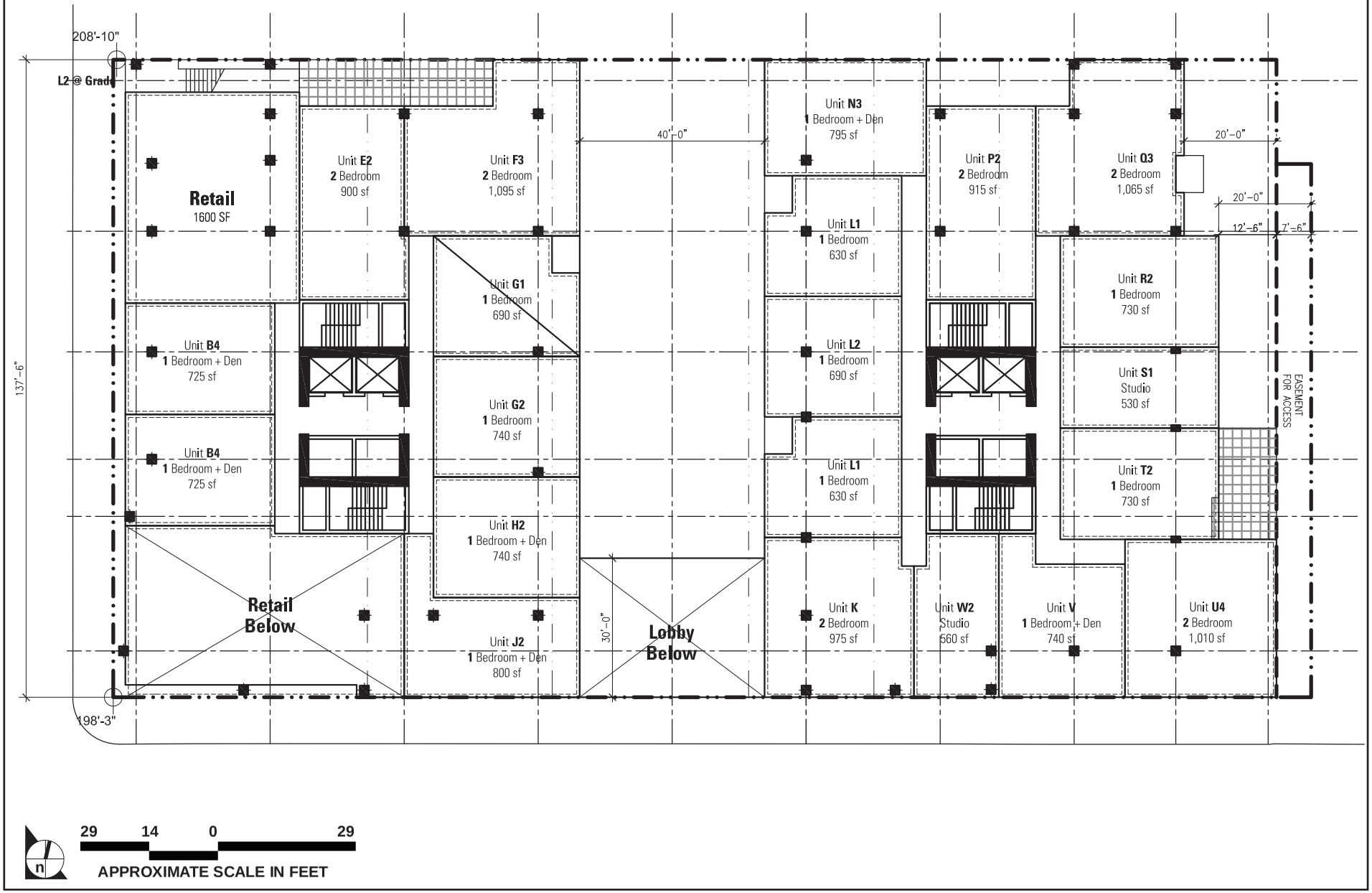
2 As defined in *Planning Code* Section 155.1, Class 1 bicycle parking space refers to facilities which protect the entire bicycle, its components, and accessories against theft and inclement weather.




**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2013

FIGURE **II-4**

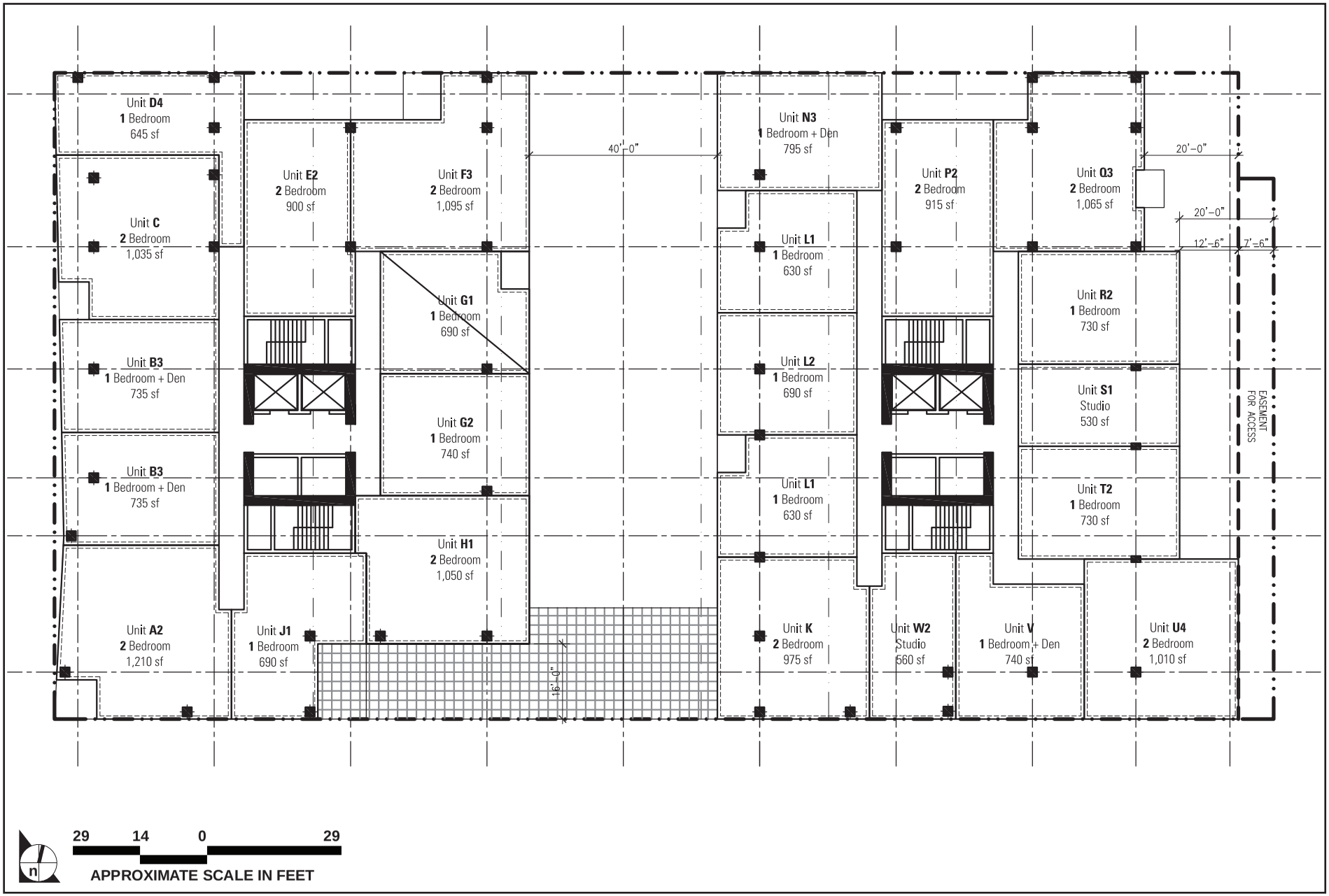
Proposed Floor Plan - Level 1




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **II-5**

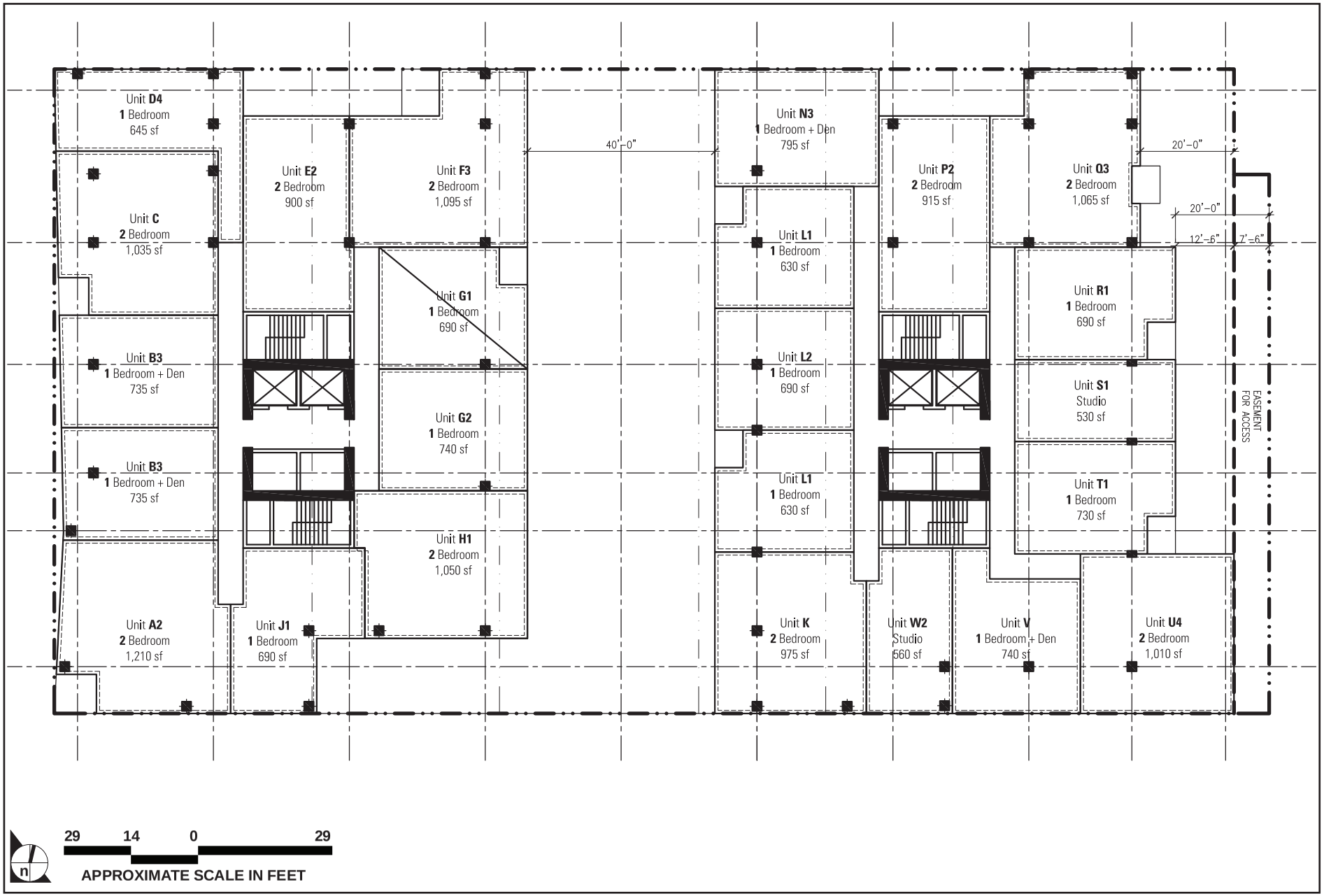
Proposed Floor Plan – Level 2




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **II-6**

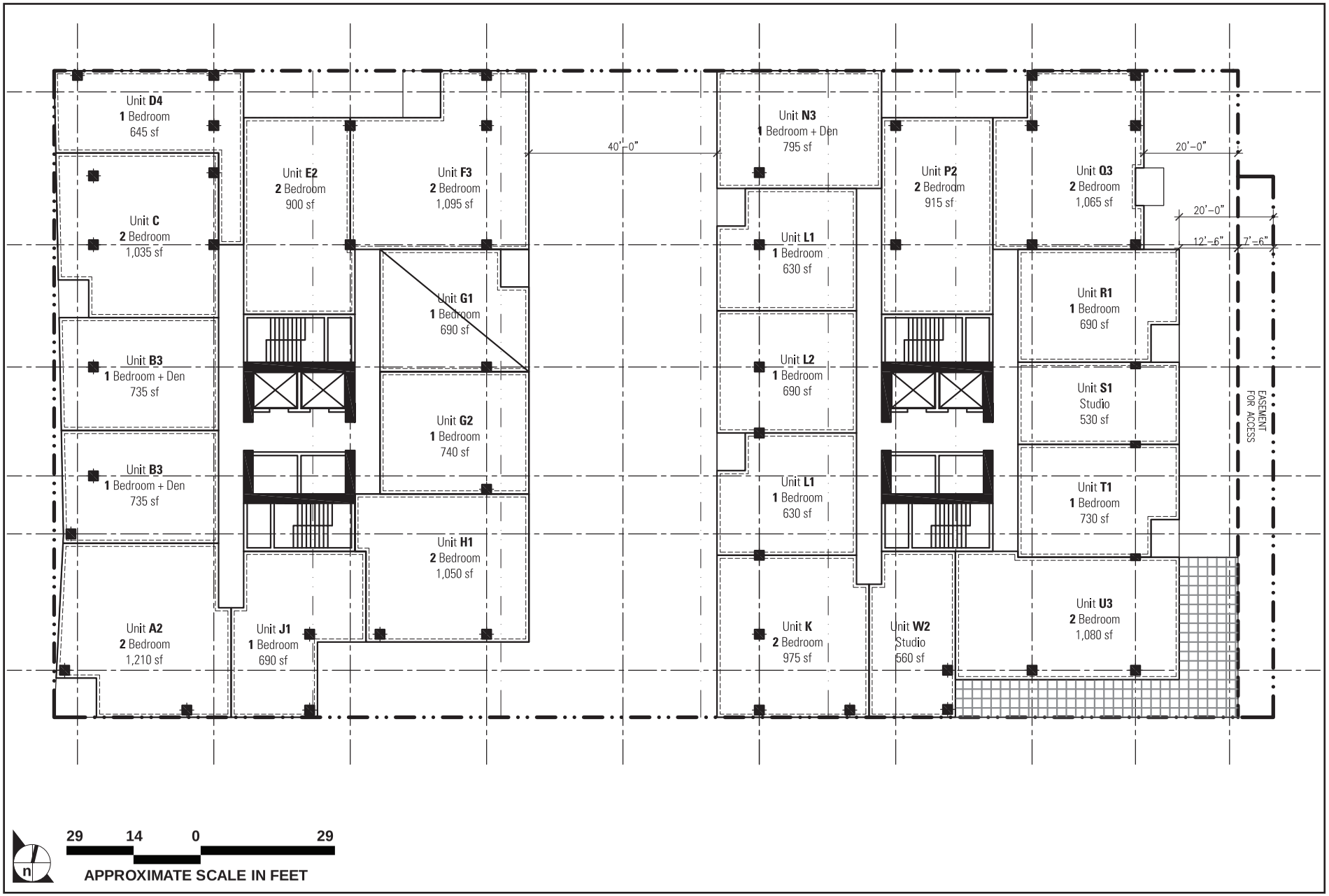
# Proposed Floor Plan – Level 3




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **II-7**

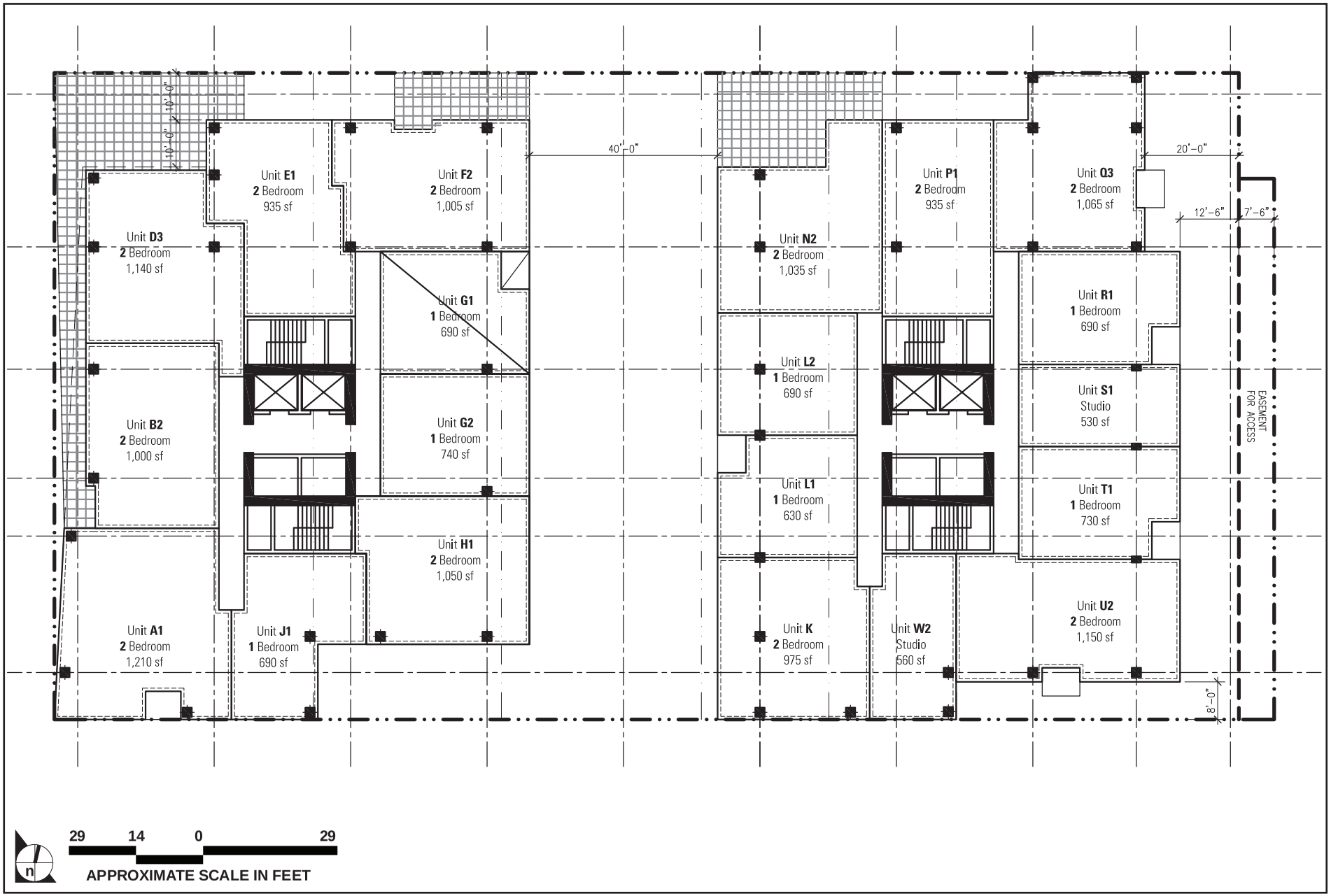
## Proposed Floor Plan – Levels 4 to 6




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **II-8**

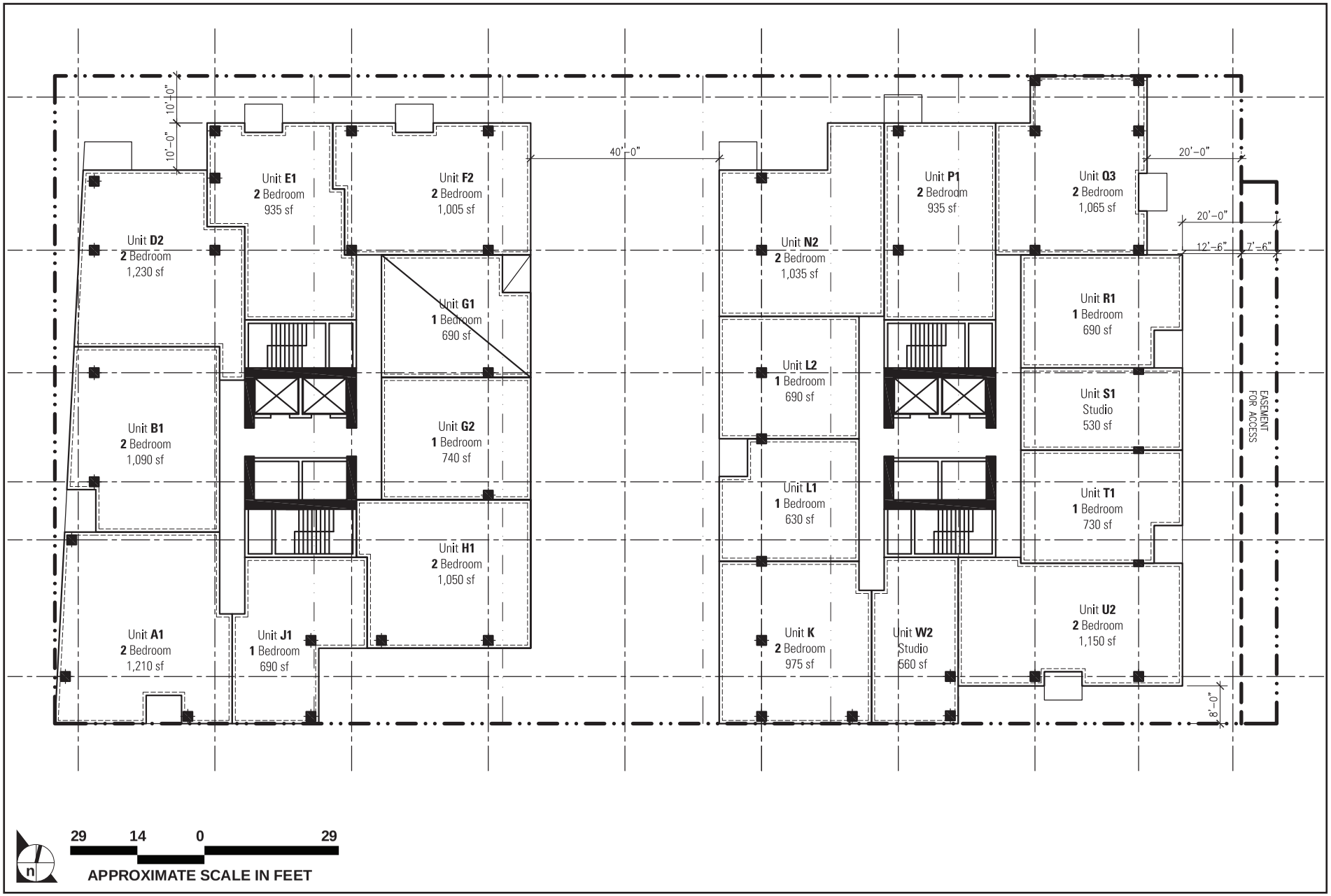
# Proposed Floor Plan – Level 7




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **II-9**

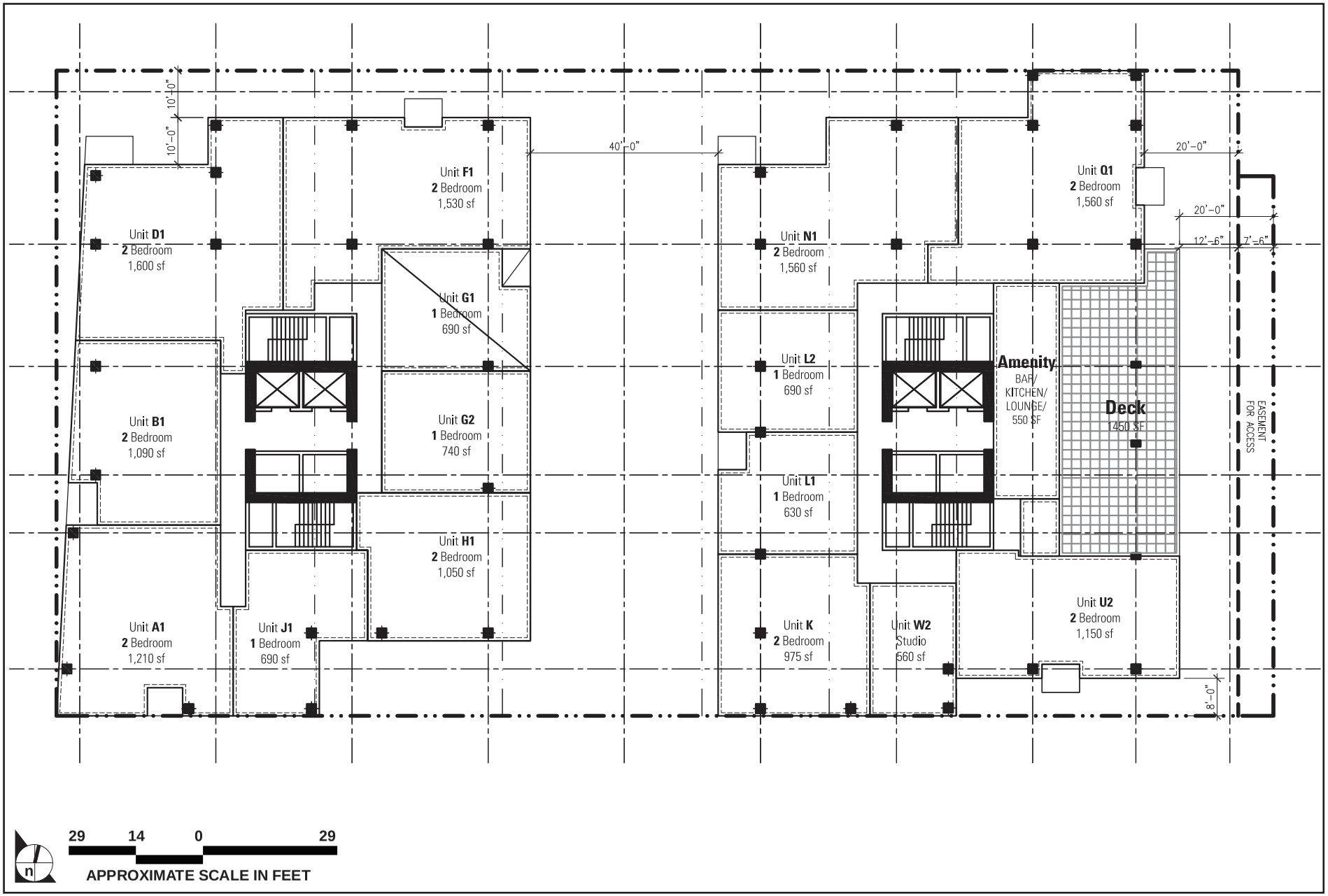
# Proposed Floor Plan – Level 8




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **II-10**

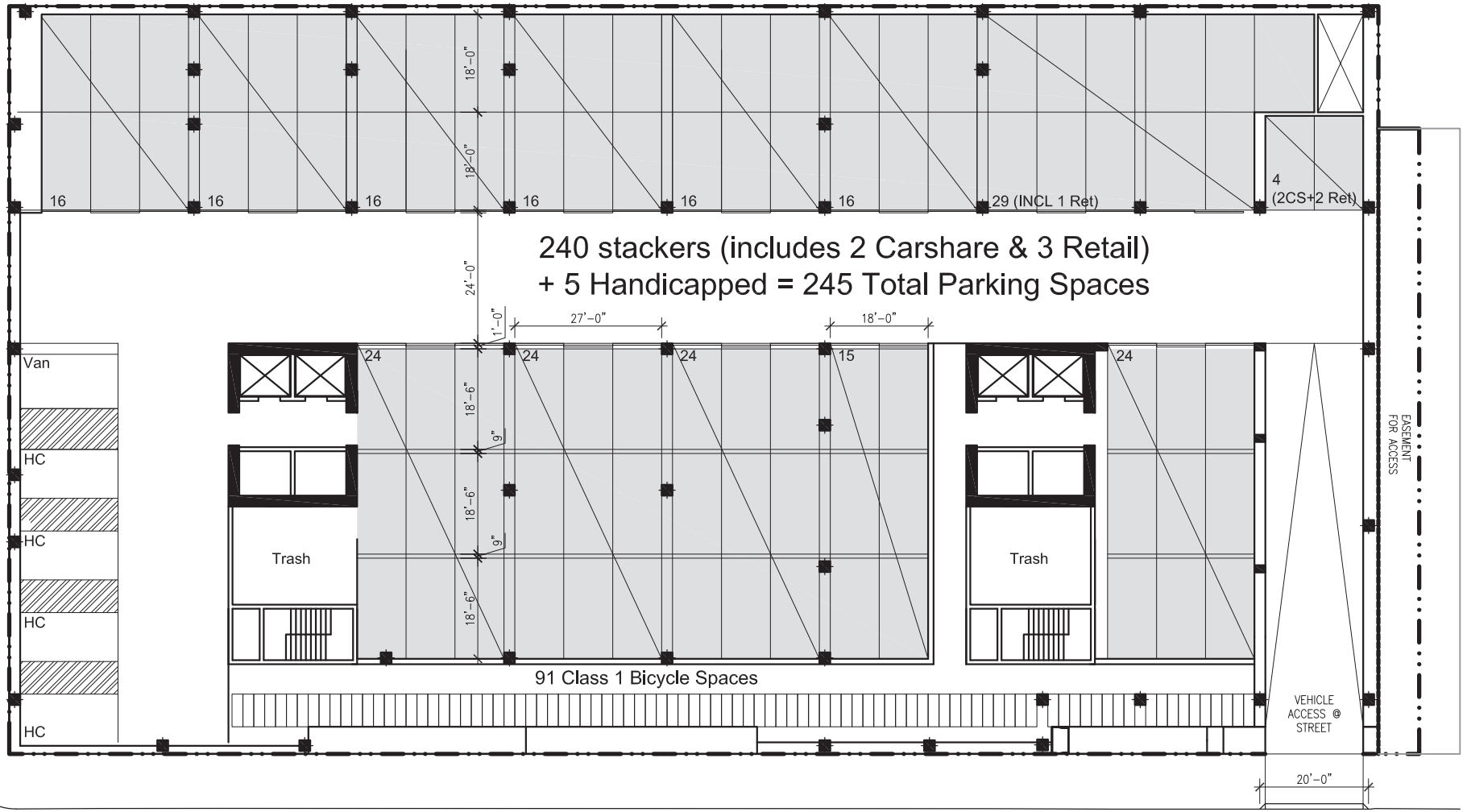
Proposed Floor Plan – Levels 9 to 12




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **II-11**

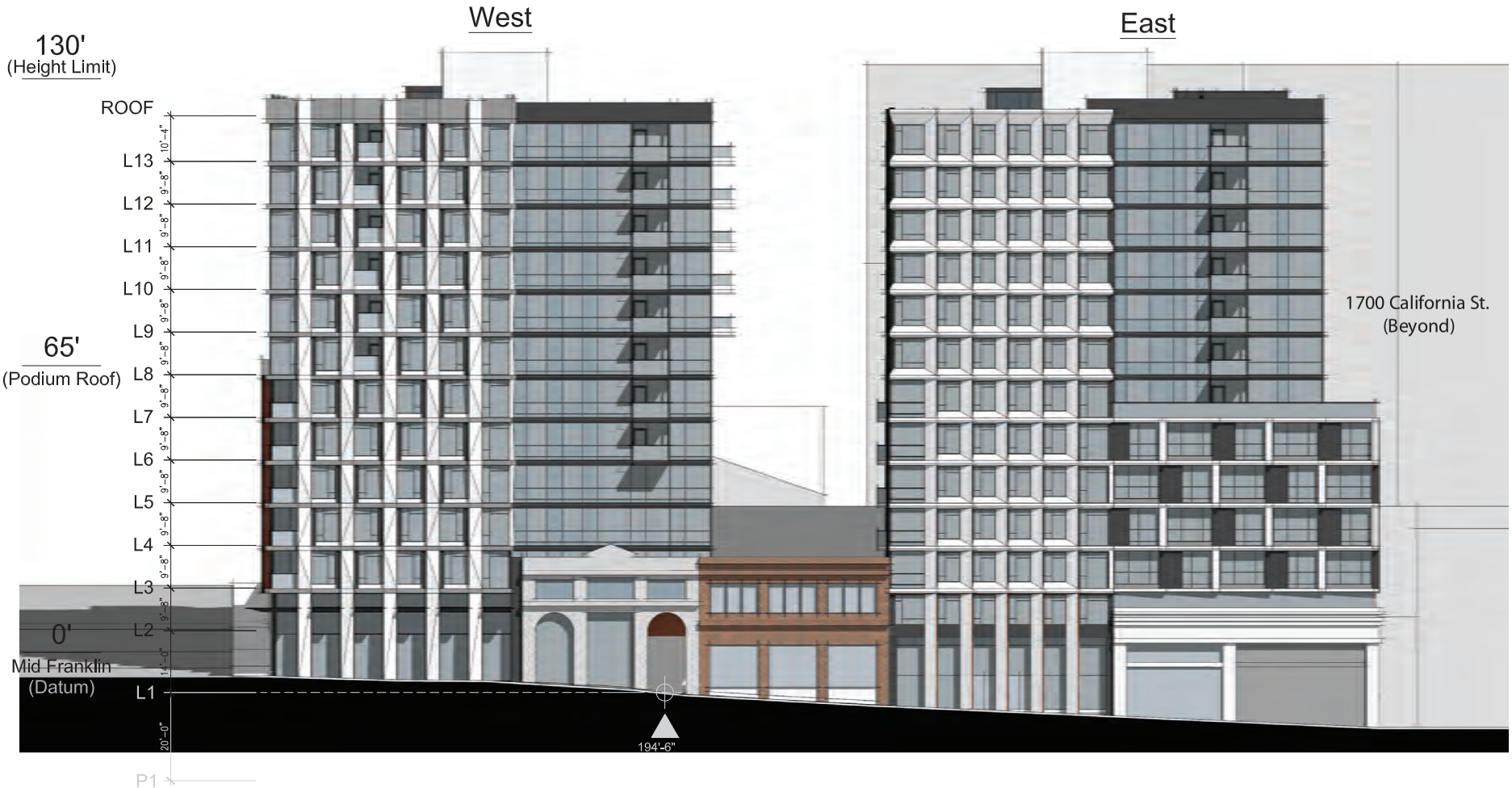
Proposed Floor Plan – Level 13




**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2013

FIGURE **II-12**

## Proposed Basement Level Parking Plan




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **II-13**

## Elevation Design – Pine Street


**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **II-14**

Elevation Design – Franklin Street

All of the street trees along Pine Street would be retained. The trees located in the existing parking lot would be removed during project construction. Some of the trees removed would be replaced and landscaping would be added as part of the streetscape plan for the two building frontages.

To meet loading requirements, the project sponsor would request two on-street commercial loading zones and two on-street passenger loading zones along Pine Street.

Two of the curb cuts on Pine Street and the curb cut on Franklin Street would be removed and replaced with sidewalks, which would facilitate the provision of one on-street parking space and the commercial loading space (yellow curb) along the Pine Street frontage and one on-street parking space along the Franklin Street frontage. The curb cut in the southeast corner of the project site on Pine Street would be retained to provide access to the subterranean garage. The proposed project would have no bulb outs.

The proposed project would involve excavation between 10 and 45 feet below grade surface (bgs) depending on location across the site. Approximately 36,083 cubic yards of soil would be removed. The building foundation would consist of a mat bearing down on dense dune sand. Deep foundation piles would not be required because the underlying dune sand is stable.

Construction of the proposed building would be preceded by the demolition of the existing buildings on the project site, and demolition of the existing buildings would generally proceed as follows: (1) the contents of the building would be characterized; (2) any hazards present would be abated, including, but not limited to, asbestos-containing materials and lead-based paint; (3) reusable and recyclable materials would be identified and removed; (4) the structures would be demolished and removed; and (5) the foundation slabs and underground utilities would be removed.

Debris generated from the demolition of the building would be sorted into materials that can be reused or recycled, materials that are contaminated and cannot be reused, and non-hazardous waste materials. Each type of material would be appropriately reused, stored, and/or disposed.

Project construction is estimated to take about 19.5 months, scheduled to begin in mid-2014, with building occupancy planned for mid-2016. Construction costs are estimated at $73.5 million.

## E. INTENDED USES OF THE EIR

An EIR is an informational document that is intended to inform the public and the decision-makers of the environmental consequences of a proposed project and to present mitigation measures and feasible alternatives to avoid or reduce the significant environmental effects of that project. It examines the potential significant physical environmental impacts that could result from the proposed project. This EIR

provides the environmental information and evaluation necessary for decision-makers to approve the proposed 1634–1690 Pine Street Project. This Draft EIR has been prepared by the City and County of San Francisco, pursuant to the California Environmental Quality Act (California Public Resources Code Sections 21000 et seq., and California Code of Regulations Title 14, Sections 15000 et seq., "*State CEQA Guidelines*").

This EIR is a project-level EIR. That is, it analyzes the environmental impacts from the implementation of the proposed project at a project-specific level. A project-level EIR is warranted, because the project is an individual building. Before any discretionary approvals may be granted for the project, the San Francisco Planning Commission (Planning Commission) must certify the EIR as adequate, accurate, and objective. This Draft EIR will undergo a public comment period as 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 San Francisco Planning Department (Planning Department) will prepare and publish a Responses to Comments document, containing all substantive comments received on the Draft EIR and the Planning Department's responses to those comments. It may 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. As noted, no approvals or permits may be issued prior to certification of the Final EIR.

## Required Approvals

The required discretionary approvals for the proposed project may include, but are not limited to, the following:

### *Actions by the Planning Commission*

- A **Conditional Use Authorization** would be required for the project per *Planning Code* Section 303 and pursuant to the following *Planning Code* sections:
  - Section 712.11 – Conditional Use authorization is required for the creation and development of lots greater than 10,000 sf or more in area in the NC-3 District.
  - The use(s) contemplated for the proposed ground-floor commercial space may also require Conditional Use authorization per *Planning Code* Section 712.1, which identifies conditionally permitted, permitted, and non-permitted uses within the NC-3 District.
- A **Planned Unit Development (PUD) Authorization** per *Planning Code* Section 304 would be required to increase the dwelling unit density above the density allowed as-of-right in the NC-3 District and for modifications to the rear yard, dwelling unit exposure, off-street parking, off-street loading, and bulk limit requirements.

## *Actions by Other City Departments*

- **Demolition and building permits** (*Department of Building Inspection*) are required for the demolition of the existing buildings and construction of the new structure.

- **Street and sidewalk permits** (*Bureau of Streets and Mapping, Department of Public Works*) are required for any modifications to public streets, sidewalks, protected trees, street trees, or curb cuts.

- **Changes to sewer laterals** (*San Francisco Public Utilities Commission*) would be subject to San Francisco Public Utilities Commission (SFPUC) reviews.

- **Any curb or road modifications** (*San Francisco Municipal Transportation Agency*) would require approval by the San Francisco Municipal Transportation Agency.

- **Stormwater control plan** (*San Francisco Public Utilities Commission*) is required because the project would result in ground disturbance of an area greater than 5,000 sf.

# III. PLANS AND POLICIES

In accordance with *California Environmental Quality Act (CEQA) Guidelines* Section 15125(d), this chapter discusses potential conflicts of the proposed project with applicable local, regional, state, and federal plans and policies. Policy conflicts do not, in and of themselves, indicate a significant environmental effect within the meaning of CEQA. To the extent that physical environmental impacts may result from such conflicts, such impacts are analyzed in this EIR in the specific topical sections presented in **Chapter IV, Environmental Setting, Impacts, and Mitigation Measures**, and Section E, Evaluation of Environmental Effects, in the Notice of Preparation/Initial Study (NOP/IS), which is included in this EIR as **Appendix A**.

## A. SAN FRANCISCO PLANS AND POLICIES

### San Francisco General Plan

The *San Francisco General Plan*[1] *(General Plan)* is the embodiment of the City's vision for the future of San Francisco. It is composed of a series of 10 elements, each of which deals with a particular topic that applies Citywide: Air Quality, Arts, Commerce and Industry, Community Facilities, Community Safety, Environmental Protection, Housing, Recreation and Open Space, Transportation, and Urban Design. Development in San Francisco is subject to the *General Plan*. 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, and other City decision-makers will evaluate the proposed project for conformance with the objectives and policies of the *General Plan*, and will consider potential conflicts with *General Plan* policies as part of the decision-making process. The consideration of *General Plan* objectives and policies is carried out independent of the environmental review process, as part of the decision to approve, modify, or disapprove a proposed project.

The *General Plan* contains many objectives and policies. Some of these policies and objectives conflict with each other. Achieving complete consistency with the *General Plan* is not always possible for a proposed project. Consistency with the *General Plan* is typically based on whether, on balance, the proposed project would be consistent with *General Plan* policies. CEQA does not require an analysis of the proposed project in relation to all *General Plan* policies; it asks whether a proposed project would conflict with any plans or policies adopted to protect the environment.

1 San Francisco Planning Department, http://www.sf-planning.org/ftp/General_Plan/index.htm, accessed March 23, 2013.

As discussed above, conflicts with plans, policies, or regulations do not, in and of themselves, indicate a significant environmental effect. To the extent that physical environmental impacts may result from such conflicts, these impacts are analyzed in this EIR in the specific topical sections presented in **Chapter IV, Environmental Setting, Impacts, and Mitigation Measures**, and in Section E, Evaluation of Environmental Effects, in the NOP/IS. 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.

This EIR addresses topics identified in the NOP/IS as having potentially significant impacts that required further analysis (see **Appendix A** of this EIR). Topics identified in the NOP/IS as having no impact, a less-than-significant impact, or a less-than-significant impact with mitigation are not analyzed in this EIR. Potential conflicts with provisions of the *General Plan* that would cause no impact, a less-than-significant impact, or a less-than-significant impact with mitigation have been evaluated as part of the impacts analysis in the NOP/IS (Checklist Topic E.3, Population and Housing, pp. 46 through 48, and Checklist Topic E.9, Shadow, pp. 97 and 98). Potential conflicts with *General Plan* objectives and policies identified in the EIR that could have potentially significant impacts are discussed in the relevant topical sections of the EIR, such as **Section IV.A, Cultural and Paleontological Resources**, pp. IV.A-16 through IV.A-27, **Section IV.B, Transportation and Circulation**, pp. IV.B-34 through IV.B-65, and **Section IV.C, Wind**, pp. IV.C-5 through IV.C-11. No inconsistencies were identified.

Two *General Plan* elements that are particularly applicable to the proposed project are the Transportation and Urban Design elements.

## *Transportation Element*

The Transportation Element contains objectives and policies for providing a balanced, multimodal transportation network in San Francisco. Topics addressed in the Transportation Element include vehicle circulation, pedestrian circulation, bicycle circulation, public transit, and parking facilities. Potential consistency issues of the proposed project with the Transportation Element policies that may result in physical environmental impacts are analyzed in the EIR in **Section IV.B, Transportation and Circulation**, pp. IV.B-34 through IV.B-65. Overall, the proposed project would not obviously conflict with the applicable objectives and policies of the Transportation Element.

## *Urban Design Element*

The Urban Design Element of the *General Plan* seeks to protect public views of open space and water bodies, and protect and enhance the aesthetic character of San Francisco. The project site is located within the visual setting of the Van Ness Avenue corridor and would intensify the height and scale of

development on the project site under the proposed project. As discussed in more detail the NOP/IS (Checklist Topic E.2, Aesthetics, pp. 34 through 45), the proposed project would not adversely affect scenic views from publicly accessible vantage points such as Lafayette Park. Potential consistency issues of the proposed project with Urban Design Element policies that may result in physical environmental impacts are also analyzed in the EIR and in the NOP/IS (Checklist Topic E.1, Land Use and Land Use Planning, pp. 31 through 33), **Section IV.A, Cultural and Paleontological Resources**, pp. IV.A-16 through IV.A-27, and **Section IV.C, Wind**, pp. IV.C-5 through IV.C-11. On balance, the proposed project would not obviously conflict with the applicable objectives and policies of the Urban Design Element.

## B. SAN FRANCISCO PLANNING CODE

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

### Planning Code Provisions

The project site is located in a NC-3 (Moderate-Scale Neighborhood Commercial) District wherein residential and commercial uses are permitted. Areas identified as Neighborhood Commercial include a variety of different uses, such as residential, retail sales and services, and institutional. The residential and retail uses of the proposed project would be consistent with the Neighborhood Commercial uses.

The project would include 24 studio dwelling units, 120 one-bedroom units, and 118 two-bedroom units for a total of approximately 262 units. The NC-3 District permits a density of one unit per 600 square feet (sf) of lot area, or the dwelling unit density of the nearest R (Residential) District, whichever is denser. In the case of the proposed project, the nearest R district is the RC-4 (Residential-Commercial-Combined, High-Density) District, which permits a density of one unit per 200 sf of lot area; therefore, a total of 177 units could be allowed on the project site.

As the project site exceeds 0.5 acre, the Planning Commission may authorize a Planned Unit Development (PUD) as a Conditional Use per *Planning Code* Section 304. A PUD is also required pursuant to Section 304 of the *Planning Code* for the increase in dwelling unit density above the number allowed as-of-right in the NC-3 District and for modifications to the rear yard, dwelling unit exposure, off-street parking, off-street loading, and bulk limit requirements. A PUD authorization would permit a density of up to one unit less than the number of units allowed in the next denser zoning district. In the case of the proposed project, the next denser zoning district is the C-3 (Downtown Commercial) District, which

permits a density of one unit per 125 square of lot area, equivalent to 283 units. Therefore, with a PUD, up to 283 units could be allowed on the project site. The number of dwelling units proposed is lower than this maximum density.

The floor area ratio (FAR) limit as defined by *Planning Code* Section 124 for the NC-3 District is 3.6:1. Pursuant to Section 124(b), FAR limits do not apply to residential uses in an NC-3 District. Based on the project's lot area of 35,496 square feet, the gross floor area of the project would not be permitted to exceed 127,786 square feet of nonresidential uses. The proposed project would create 5,600 gross square feet of non-residential uses, well within the FAR limit for the NC-3 District.

Under *Planning Code* Section 135(d)(1), the proposed project would be required to provide at least 9,432 sf of private open space or 12,545 sf of common open space, or a combination of the two types.[2] The proposed project would provide 4,896 sf of private open space by means of 36 sf private balconies for 136 units, and 6,100 sf of common open space to meet the requirement for the remaining 126 units. Therefore, the open space proposed for the project would meet the *Planning Code*'s open space requirement.

*Planning Code* Section 134 requires that a project's minimum rear yard depth be equal to 25 percent of the total depth of the lot on which the building is situated at all residential levels. The project would not meet the required 25 percent rear yard setback. Per *Planning Code* Section 303, modification to the rear yard requirements may be sought as part of the PUD authorization.

*Planning Code* Section 140 requires that all dwelling units face directly onto 25 feet of open area (public street, alley, or side yard) or onto an inner courtyard that is 25 feet in every horizontal direction and that gets larger at each higher floor. The proposed project would not meet this requirement for all units. Therefore, the project sponsor would seek a modification from this requirement as part of the PUD.

The proposed project, at a maximum height of 130 feet, would comply with the *Planning Code*'s 130-E Height and Bulk District, which permits structures up to a height of 130 feet.

The proposed project falls under the "E" bulk limitations, as defined in *Planning Code* Section 270, which require a maximum length of 110 feet, 0 inches, and a maximum diagonal dimension of 14 feet, 0 inches, above a building height of 65 feet. The Franklin (West) Tower would have a length of 137 feet, 6 inches, and diagonal dimensions of 162 feet, 7.625 inches, 130 feet, 11.375 inches, and 127 feet, 8.375 inches, while the Van Ness (East) Tower would have a length of 137 feet, 6 inches, and diagonal dimensions of 164 feet,

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2 *Planning Code* Section 135 states that the applicable standard residential open space requirement is 36 square feet per dwelling unit if the open space is private and 48 square feet per dwelling unit if it is common open space.

9.25 inches, 133 feet, 5.5 inches, and 127 feet, 11.75 inches. The proposed length and maximum diagonal dimension of each tower exceed the bulk allowances; however, exceptions to the bulk requirements may be allowed under *Planning Code* Section 271 review.

## 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.

Prior to issuing a permit for any project that requires an EIR under CEQA; prior to issuing a permit for any demolition, conversion, or change of use; and prior to taking any action which requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. As discussed on p. III-2, conflicts with plans, policies, and regulations do not, in and of themselves, indicate a significant environmental effect. To the extent that physical environmental impacts may result from such conflicts, these impacts are analyzed in this EIR in the specific topical sections presented in **Chapter IV, Environmental Setting, Impacts, and Mitigation Measures**. 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 that is presented for approval.

# C. OTHER LOCAL PLANS AND POLICIES

The proposed project was reviewed for consistency with the following local plans and policies: the *Climate Action Plan*, the *San Francisco Sustainability Plan*, the *Transit First Policy*, the *San Francisco Bicycle Plan*, and the *San Francisco Better Streets Plan*. The *Climate Action Plan* is discussed in NOP/IS Checklist Topic 8: Greenhouse Gas Emissions (see **Appendix A**, pp. 81 through 96). As stated earlier, the conclusions presented in this chapter are the same for the proposed project unless otherwise described.

## San Francisco Sustainability Plan

In 1993, the San Francisco Board of Supervisors established the Commission on San Francisco's Environment, charged with, among other things, drafting and implementing a plan for San Francisco's long-term environmental sustainability. The goal of the *San Francisco Sustainability Plan* is to enable the City and its people to meet their present needs without sacrificing the ability of future generations to meet their own needs.

The *San Francisco Sustainability Plan* is divided into 15 topic areas, 10 that address specific environmental issues (air quality; biodiversity; energy, climate change and ozone depletion; food and agriculture; hazardous materials; human health; parks, open spaces, and streetscapes; solid waste; transportation; and water and wastewater), and five that are broader in scope and cover many issues (economy and economic development, environmental justice, municipal expenditures, public information and education, and risk management).

Although the *San Francisco Sustainability Plan* became official City policy in July 1997, the Board of Supervisors has not committed the City to perform all of the actions addressed in the plan. The *San Francisco Sustainability Plan* serves as a blueprint, with many of its individual proposals requiring further development and public comment.

The proposed project was reviewed against the goals and issues addressed in the *San Francisco Sustainability Plan*. The proposed project, by intensifying land uses in a neighborhood that are well served by transit, would incorporate energy efficiency measures and would not obviously conflict with the *San Francisco Sustainability Plan*.

## 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 underscore the City's commitment that travel by transit, bicycle, and on foot 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 principles in conducting the City's affairs.

The City's *Transit First Policy* provides that "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 off-street parking on the main project site. The secondary/indirect physical environmental effects of off-street parking are discussed in **Section IV.B, Transportation and Circulation**, and in the NOP/IS under Checklist Topic 7, Air Quality (see **Appendix A**, pp. 62 through 80).

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 independent of the environmental review process as part of the decision to approve, modify, or disapprove a proposed project.

The physical impacts of the proposed project that are related to transportation are discussed in **Section IV.B, Transportation and Circulation**.

## San Francisco Bicycle Plan

In August 2009, the Board of Supervisors approved the *San Francisco Bicycle Plan (Bicycle Plan)*. The *Bicycle Plan* includes a Citywide bicycle transportation plan and implementation of specific bicycle improvements identified within the *Bicycle Plan*. The *Bicycle Plan* includes objectives and identifies policy changes that would enhance the City's bicycle environment. It also describes the existing bicycle route network (a series of interconnected streets in which bicycling is encouraged), and identifies gaps within the Citywide bicycle route network that require improvement. In the project vicinity, there are three designated bike routes: Route 16 along Sutter Street and Post Street between Masonic Avenue and Market Street, Route 25 along Polk Street from Market Street to Beach Street, and Route 310 along California Street, from Polk Street to Taylor Street, and along Taylor Street from California Street to Pacific Avenue.

The proposed project would not physically change the travel lanes of streets in the vicinity of the project site and would not obviously conflict with the *Bicycle Plan*. (See **Section IV.B, Transportation and Circulation**, p. 44, for a discussion of potential operational effects of the proposed project on bicycle circulation).

## 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 *Better Streets Plan* presents and acknowledges the following considerations for "Downtown Residential" streets: high levels of pedestrian activity, need for increased public open space, and high volume of through traffic. The *Better Streets Plan* also presents and acknowledges the following considerations for "Commercial Throughway" streets: high levels of pedestrian activity, desire for generous pedestrian environment and public realm, high volume and speed of through traffic, important transit functions, and access needs for local businesses. Finally, the *Better Streets Plan* presents and acknowledges the following considerations for "Neighborhood Commercial" streets: high levels of pedestrian activity, moderate to high traffic volumes, high level of transit use, competition for short-term parking for customers and loading facilities for local business, and increased public open space needs.

In the vicinity of the project site, Van Ness Avenue would be characterized as a "Downtown Residential" street, Pine and Franklin Streets would be characterized as "Commercial Throughway" streets, and California Street would be characterized as a "Neighborhood Commercial" street. The proposed project would not conflict with the *Better Streets Plan*, because all required *Better Streets Plan* streetscape improvements would be implemented as part of the proposed project.

# D. REGIONAL PLANS AND POLICIES

The principal planning agencies and their policy plans that guide planning for the nine-county Bay Area region and are relevant to the proposed project are: (1) the Bay Area Air Quality Management District and its *Bay Area 2010 Clean Air Plan*; (2) the Regional Water Quality Control Board's *Water Quality Control Plan for the San Francisco Bay Basin*; (3) the Metropolitan Transportation Commission and its *Transportation 2035 Plan for the San Francisco Bay Area*; and the (4) Association of Bay Area Governments (ABAG) and its regional development and conservation program (FOCUS) and biennial population and employment projections.

## Bay Area Air Quality Management District's Plans

The most recently adopted air quality plan in the San Francisco Bay Area Air Basin is the *2010 Bay Area Clean Air Plan (Clean Air Plan)*. In September 2010, the Bay Area Air Quality Monitoring District (BAAQMD) adopted the *Clean Air Plan*, which updates the *Bay Area 2005 Ozone Strategy*. The *Clean Air Plan* requires implementation of "all feasible measures" to reduce ozone and provides a control strategy for the region to reduce ozone, particulate matter, toxic air contaminants, and greenhouse gases in a single integrated plan. The proposed project would not conflict with the objectives and policies of the *Clean Air Plan*. The physical impacts of the proposed project that are related to air quality and compliance with the *Clean Air Plan* are discussed in the NOP/IS under Checklist Topic 7, Air Quality (see **Appendix A**, pp. 62 through 80)

## California Regional Water Quality Control Board's Plans

Water quality control plans (basin plans) provide the basis for protecting water quality in California. Basin plans are mandated by both the federal Clean Water Act and California's Porter-Cologne Water Quality Act. Sections 13240 through 13247 of the Porter-Cologne Water Quality Act specify the required contents of a regional basin plan. Each basin plan must contain water quality objectives, which in the judgment of the Regional Water Quality Control Board will ensure the reasonable protection of beneficial uses and the prevention of nuisance, and a program of implementation for achieving those objectives, including a description of the nature of actions that are necessary to achieve the objectives, time schedules for the actions to be taken, and a description of surveillance to be undertaken to determine compliance with objectives. The goal of the *Water Quality Control Plan for the San Francisco Bay Basin (San Francisco Basin Plan)* is to provide a definitive program of actions designed to preserve and enhance water quality and to protect beneficial uses of water in San Francisco Bay. The *San Francisco Basin Plan* is used as a regulatory tool by the Regional Water Quality Control Board's technical staff. Regional Water Quality Control Board orders cite the *San Francisco Basin Plan's* water quality standards and prohibitions

applicable to a particular discharge. The *San Francisco Basin Plan* is also used by other agencies in their permitting and resource management activities. It also serves as an educational and reference document for dischargers and members of the public. The stormwater discharge, wastewater management, drainage plan, and water quality control systems incorporated into the proposed project would not conflict with the *San Francisco Basin Plan*. The physical impacts of implementing these systems and the permitting requirements of the Regional Water Quality Control Board are discussed in the NOP/IS under Checklist Topic 11, Utilities and Service Systems, and Checklist Topic 15, Hydrology and Water Quality, respectively (see **Appendix A**, pp. 115 through 118).

## Metropolitan Transportation Commission's Plans

On April 22, 2009, the Metropolitan Transportation Commission adopted the *Transportation 2035 Plan for the San Francisco Bay Area*, which specifies how approximately $218 billion in anticipated federal, state, and local transportation funds will be spent in the nine-county Bay Area during the next 25 years. The vision set forth in the plan is to support a prosperous and globally competitive Bay Area economy, provide a healthy and safe environment, and promote equitable mobility opportunities for all residents. Among the cornerstones of the new plan is a joint regional planning initiative known as FOCUS, which provides incentives for cities and counties to promote future growth near transit in already urbanized portions of the Bay Area. The plan also launches a Transportation Climate Action Campaign to reduce transportation-related greenhouse gas emissions. The proposed project would not conflict with the objectives and policies of the *Transportation 2035 Plan for the San Francisco Bay Area*. The physical impacts of the proposed project related to transportation are discussed in **Section IV.C, Transportation and Circulation**.

## Association of Bay Area Governments' Plans

ABAG is the regional planning agency for the San Francisco Bay region. ABAG's mission is to strengthen cooperation and coordination among local governments. In doing so, ABAG addresses social, environmental, and economic issues that affect the region as a whole. ABAG administers various regional programs, including FOCUS, the regional development and conservation strategy described above that promotes more compact land use patterns in the Bay Area by establishing Priority Development Areas and Priority Conservation Areas. The proposed project, which would redevelop a compact urban infill site that is accessible by public transit, would not conflict with the objectives and policies of FOCUS.

ABAG is also responsible for preparing and developing biennial population and employment projections. ABAG's Projections 2009 and the proposed project's physical impacts related to population and

employment are discussed under NOP/IS Checklist Topic E.3, Population and Housing (see **Appendix A**, pp. 46 through 48) and in **Section V.A., Growth-Inducing Impacts** (see EIR pp. V-1 through V-2).

## E. SUMMARY

The proposed project, on balance, would not conflict with the local and regional plans, policies, and regulations described in this chapter. With the necessary approvals, the proposed project would be generally consistent with *Planning Code* regulations. As discussed on p. III-2, the 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 may result from such conflicts, these impacts are analyzed in this EIR in the specific topic sections presented in **Chapter IV, Environmental Setting and Impacts**, and in Section E, Evaluation of Environmental Effects, of the NOP/IS. 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.

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# IV. ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

This chapter of the EIR addresses the physical environmental effects of the 1634–1690 Pine Street Project. The Planning Department distributed a Notice of Preparation (NOP)/Initial Study (IS) on March 20, 2013, announcing its intent to prepare and distribute an EIR and to solicit comments from the public about the scope of this EIR. Public comments received in response to the NOP are summarized in **Chapter I, Introduction**, on p. I-2.

The Initial Study determined that the proposed project would result in project-specific and cumulative impacts in certain topic areas that would be no impacts or less-than-significant impacts, and therefore would not be evaluated in this EIR. These topics are Land Use and Land Use Planning; Aesthetics; Population and Housing; Transportation and Circulation (design hazards); Noise; Air Quality; Greenhouse Gas Emissions; Shadow; Recreation; Utilities and Service Systems; Public Services; Biological Resources; Geology and Soils; Hydrology and Water Quality; Hazards and Hazardous Materials; Mineral/Energy Resources; and Agriculture and Forest Resources. Refer to the Initial Study in **Appendix A** for a discussion of these topics.

The Initial Study determined that the proposed project could result in potentially significant impacts in the following topic areas: Cultural and Paleontological Resources; Transportation and Circulation (except for design hazards); and Wind. These topics are evaluated in this EIR.

## A. FORMAT OF THE ENVIRONMENTAL ANALYSIS

This chapter contains three sections, each addressing a different environmental topic. They are **Section IV.A, Cultural and Paleontological Resources**; **Section IV.B, Transportation and Circulation**; and **Section IV.C, Wind**. Each of these sections contains the following subsections: Introduction, Environmental Setting, Regulatory Framework, and Impacts and Mitigation Measures.

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

The Environmental Setting subsection describes the existing conditions in the project site vicinity. For the proposed project, existing conditions are generally defined those that existed at the time that the NOP was published in March 2013. Existing conditions serve as the baseline for the analysis of potential environmental impacts that would result from implementation of the proposed project, presented under the Impacts and Mitigation Measures subsection.

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

The Impacts and Mitigation Measures subsection describes the proposed project's physical environmental impacts for each topic as well as any mitigation measures that could reduce impacts to less-than-significant levels. This subsection begins with a listing of the significance criteria used to assess the severity of the environmental impacts for that particular topic. Certain environmental topic sections include a topic-specific Approach to Analysis, which follows the Significance Thresholds subsection. This explains the parameters, assumptions, and data used in the analysis. (The general approach used to evaluate the environmental impacts of all topics is described under "Approach to Analysis" on pp. IV-3.)

Under the Impacts and Mitigation Measures discussion, the project-level impact analysis for each topic begins with an impact statement that is consistent with the applicable significance threshold. Some significance thresholds may be combined in a single impact statement, if appropriate. Each impact statement is keyed to a subject area abbreviation (e.g., CP for Cultural and Paleontological Resources) and an impact number (e.g., 1, 2, and 3) for a combined alphanumeric code (e.g., Impact CP-1, Impact CP-2, and Impact CP-3). When required, mitigation measures are identified to avoid, eliminate, or reduce significant adverse impacts of the project. In some cases, improvement measures are identified to reduce less-than-significant effects of the proposed project. Each mitigation measure corresponds to the impact statement with an "M" in front to signify it is a mitigation measure (e.g., **Mitigation Measure M-CP-1** for a mitigation measure that corresponds to Impact CP-1). Improvement measures are also numbered in a similar manner (e.g., **I-CP-1**). If there is more than one mitigation measure or improvement measure for the same impact statement, the mitigation measures and improvement measures are numbered with a lowercase letter suffix (e.g., **Mitigation Measures M-CP-1a** and **M-CP-1b**, **Improvement Measures I-CP-1a** and **I-CP-1b**).

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

- **No Impact** – No adverse changes (or impacts) to the environment are expected.
- **Less than Significant Impact** – 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** – Impact that is reduced to a less-than-significant level through implementation of the identified mitigation measures.

- **Significant and Unavoidable Impact with Mitigation** – Impact that exceeds the defined significance criteria and can be reduced through compliance with existing local, state, and federal laws and regulations and/or implementation of all feasible mitigation measures, but cannot be reduced to a less-than-significant level.

- **Significant and Unavoidable Impact** – Impact that exceeds the defined significance criteria and cannot be eliminated or reduced to a less-than-significant level through compliance with existing local, state, and federal laws and regulations and for which there are no feasible mitigation measures.

Cumulative impacts of the proposed project are described in a separate subsection following the project-level impact analysis for each topic. Cumulative impact statements are numbered consecutively for each impact statement with a combined alphanumeric code to signify it is a cumulative impact. For example, **C-CP-1** refers to the first cumulative impact for Cultural and Paleontological Resources.

## B. APPROACH TO ANALYSIS

### Project Analysis

The proposed project involves new construction and a change to existing land use. To evaluate project impacts, each environmental topic in **Chapter IV** of the EIR address impacts related to the demolition of the existing five buildings on the project site, and the construction of a new building with two, 13-story residential towers with commercial use on the ground and second floors.

### Cumulative Analysis

Cumulative impacts from the proposed project are analyzed for each environmental topic. In accordance with California Environmental Quality Act (CEQA), cumulative impacts may be analyzed by applying a list-based approach (a list of past, present, and reasonably foreseeable future projects, including projects outside the control of the lead agency), a plan-based approach (a summary of projections in an adopted general plan or related planning document), or a reasonable combination of the two.[1] In general, the City and County of San Francisco uses a plan-based approach that relies on local/regional growth projections (i.e., population, jobs, and number and type of residential units). However, for this EIR, a list-based approach is also used for certain analyses, because there are other past, present, and reasonably foreseeable major development projects in the project vicinity (defined as a 0.25-mile radius) that, when combined with the proposed project, could result in cumulative effects.

1 *State CEQA Guidelines*, Section 15130(b)(1).

A list of projects approved or anticipated to be approved in the near future within the vicinity of the project site is presented below. The location of these projects in relation to the proposed project is provided in **Figure IV-1, Cumulative Projects**.

## Major Projects

- **1101 Van Ness Avenue/1255 Post Street (California Pacific Medical Center [Cathedral Hill Campus])** (File No. 2005.0555E). This project consists of the demolition of an existing hotel and office building and the construction of a 12-story, 226-foot tall hospital with 304 beds on the entire block bounded by Franklin Street, Post Street, Van Ness Avenue and Geary Boulevard. The project is located three to four blocks south of the project site. Construction is scheduled to begin in mid-2014 and continue for four and a half years.[2]

- **1800 Van Ness Avenue/1749 Clay Street** (File No. 2004.0339E). A residential and commercial development is under construction three blocks north and one block east of the project site at the northeast corner of Van Ness Avenue and Clay Street. The project comprises an eight-story mixed-use building with 95 dwelling units and 4,900 square feet (sf) of ground-floor retail and a four-story residential building with three units. Construction of the project began in August 2012 and occupancy is expected in February 2014.

- **1333 Gough Street/1481 Post Street** (File No. 2005.0679E). A residential and commercial development has been proposed four blocks south and one block west of the project site at the southwest corner of Gough and Post Streets. The project would construct a 36-story mixed-use building with 235 units and 2,050 sf of ground-floor retail. An EIR for the project is currently being prepared.

- **1545 Pine Street** (File No. 2006.0383E). A residential and commercial development has been proposed on the south side of Pine Street one block east of the project site. The project would consist of a 13-story building containing a total of 123 units and 3,644 sf of ground floor retail. An EIR for the project is currently being prepared.

- **1450 Franklin Street.** A residential and commercial development is currently under construction on the east side of Franklin Street between Bush and Fern Streets two blocks south of the project site. The 13-story building will include 69 residential units and ground-floor retail. An EIR for the project was certified by the San Francisco Redevelopment Agency in December 2008.

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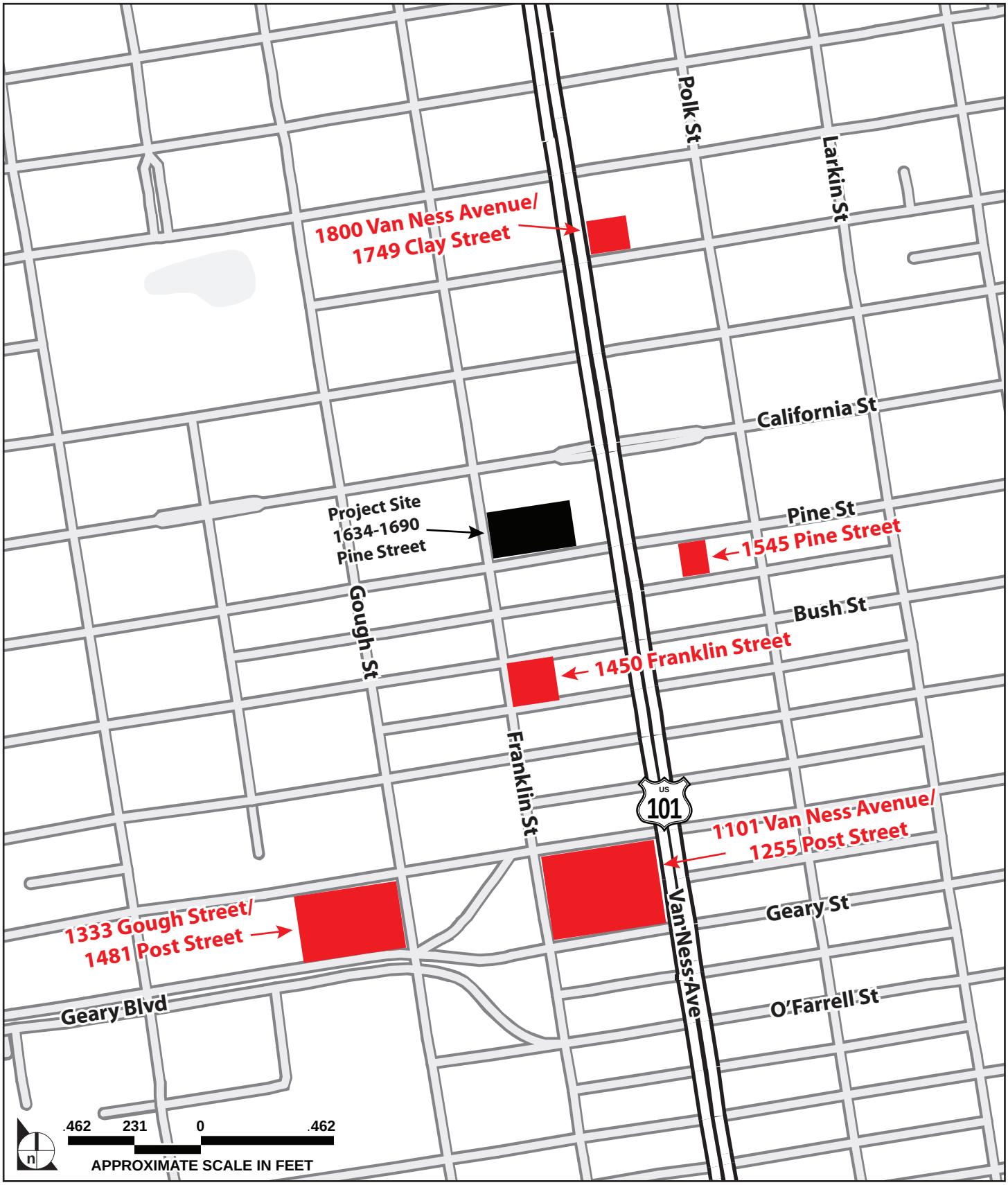
2 San Francisco Planning Department, Memorandum re Planning Department CEQA Review of Revised CPMC LRDP Project, March 4, 2013. Attachment to Motion No. 12055, approved by the San Francisco Board of Supervisors, March 12, 2013. A copy of the memorandum is available for review at the Planning Department, 1650 Mission Street, 4th Floor.




**SOURCE:** Impact Sciences, Inc., December 2012

FIGURE **IV-1**

## Cumulative Projects

## Programs

- **Van Ness Bus Rapid Transit.** This transit program involves the operation of a center-running bus rapid transit along Van Ness Avenue between Mission Street in the south and Lombard Street in the north. The program was adopted by the San Francisco Transportation Authority on June 26, 2012. Construction, which would consist of dedicated travel lanes and loading platforms in the median of Van Ness Avenue, is scheduled to begin in late 2016 with service expected to begin in 2018.

- **San Francisco Municipal Transportation Agency (SFMTA) Transit Effectiveness Project (TEP)** (File No. 2011.0558E)**.** The SFMTA has proposed a transit Service Policy Framework and a program of projects (the TEP) to implement system-wide transit improvements. The TEP Draft EIR was published July 10, 2013. Environmental review is anticipated to be completed in the spring of 2014, with implementation of TEP projects to begin in fiscal year 2015.

# IV.A. CULTURAL AND PALEONTOLOGICAL RESOURCES

## A. INTRODUCTION

This section includes the following topics: Paleontological Resources, Archaeological Resources, and Historic Architectural Resources. The Initial Study (see **Appendix A**) determined that there is a possibility for encountering buried archaeological resources, including human remains and paleontological resources, during project construction, and that further evaluation of these topics in an EIR would be necessary. As discussed in the Initial Study, the San Francisco Planning Department has determined that five out of the six parcels have been evaluated and designated a historic district, which is referred to as the Pine Street Auto Shops Historic District. In addition, two of the buildings on the project site are individually eligible as historic resources. The Initial Study found that the proposed demolition of these buildings, which were constructed between 1912 and 1917, would result in a potentially significant impact on historic architectural resources, and that further evaluation in an EIR would be necessary.

This section summarizes information on paleontological resources and archaeological resources, and also summarizes information on the history, architecture, and significance of the buildings on the project site based on a Historical Resource Evaluation prepared by JRP Historical Consulting, LLC, and a Historical Resource Evaluation Response prepared by the Planning Department.[1] This section addresses the impacts of the proposed project on archaeological resources, paleontological resources, human remains, historic architectural resources, and cumulative impacts to cultural resources.

## B. ENVIRONMENTAL SETTING

### Paleontological Resources

Paleontology is a multidisciplinary science that combines elements of geology, biology, chemistry, and physics in an effort to understand the history of life on earth. Paleontological resources, or fossils, are the remains, imprints, or traces of once-living organisms preserved in rocks and sediments. Paleontological resources include vertebrate, invertebrate, and plant fossils or the trace or imprint of such fossils. The fossil record is the only evidence that life on earth has existed for more than 3.6 billion years. Fossils are considered non-renewable resources because the organisms from which they derive no longer exist. Thus, once destroyed, a fossil can never be replaced. Paleontological resources are lithologically dependent; that is, deposition and preservation of paleontological resources are related to the type of rock in which they occur. If the rock types representing an environment conducive to deposition and preservation of fossils

1 These documents are available for review in File No. 2011.1306E at the Planning Department, 1650 Mission Street, 4th Floor.

are not present, fossils will not be present. Lithological units that may be fossiliferous include sedimentary and volcanic formations.

There are no known paleontological resources (fossils) at the project site. As described in the geotechnical report prepared for the 1634–1690 Pine Street site[2], the subsurface conditions of the site consist of fill and Dune Sand over Colma Formation. The fill is a loose to medium dense, fine-grained sand and is approximately 5 feet thick across the site. Underlying the fill is a loose to dense, fine-grained sand, geologically referred to as Dune Sand. The Colma Formation underlies the Dune Sand. The top 10 to 15 feet of the Colma Formation consists of a stiff to hard silty clay. A very dense fine-grained sand underlies the silty clay. The fill, clay, and silt typically do not contain paleontological resources.

## Archaeological Resources

The following description of archaeological resources is based on an Archaeological Research Design and Treatment Plan (ARDTP) prepared for the project site[3] and a Preliminary Archaeological Review by a Planning Department archaeologist.[4]

### *Prehistoric Period*

Prior to the arrival of the first Europeans, San Francisco was situated in territory occupied by the Costanoan people, who are sometimes referred to synonymously as the Ohlone in the anthropological and historical literature. Comparatively little is known about the Costanoans, so named after the Spanish derivative for "coastal people." When the Spanish arrived in the San Francisco Bay region in the late 1700s, the Costanoans numbered at most around 10,000, perhaps fewer. But 40 years later, by approximately 1810, much of the aboriginal population, along with most of their traditional culture, had changed forever in the face of European encroachment and its impacts - disease, warfare, displacement, and, above all, the California mission system.

The northern tip of the San Francisco peninsula was within the Yelamu tribal territory. The Yelamu were one of a number of smaller tribal groups within the larger Costanoan (Ohlone) language family, composed of no more than 160 people who spent much of their year split into three semi-sedentary

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2 Treadwell & Rollo Environmental and Geotechnical Consultants, *Geotechnical Report, 1634-1690 Pine Street, San Francisco, California*, prepared for Oyster Development Corp, February 1, 2013. A copy of the report is available for review in File No. 2011.1306E at the Planning Department, 1650 Mission Street, 4th Floor.

3 Archeo-Tec, *Archaeological Research Design and Treatment, 1634-1690 Pine Street, City and County of San Francisco, California*, June 2005.

4 Randall Dean, San Francisco Planning Department, Environmental Planning Preliminary Archeological Review: Checklist for 1634-1690 Pine Street, February 27, 2013. A copy of the report is available for review in File No. 2011.1306E at the Planning Department, 1650 Mission Street, 4th Floor.

villages. The project site is located within 2 miles of the predicted location of the Yelamu village of Chutchui, which was documented as being "along Mission Creek," two or 3 miles from the bay shore. The group of people who lived at Chutchui moved seasonally along Mission Creek to the bay shore, where they had another village called Sitlintac. Unfortunately, the precise location and relevant characteristics of the village of Chutchui are not known, and no archaeological evidence of it has as yet been found.

No prehistoric sites have been recorded within the boundaries of the project site, which has never been subject to a formal archaeological study. However, the site is located in an archaeologically sensitive area. Several previous recorded sites (CA-SFR-28, CA-SFR-136/H, CA-SFR-113, CA-SFR-137, and CA-SFR-155) are all within an approximately 1-mile radius of the project site.

## *Historic Period*

**Spanish, Mexican and Early American Periods (1776-1848)**

Between the appearance of the first Spanish ship to sail through the Golden Gate in 1775 (the San Carlos under the command of Lieutenant Juan Bautista de Ayala) and the mid-19th century discovery of gold at Sutter's Mill, population and maritime traffic in the San Francisco Bay were extremely limited. The principal centers of Spanish (and later Mexican) activity in the region were the Presidio and Mission Dolores. These were the primary areas of non-native settlement and activity until the beginnings of Yerba Buena village in 1835.

The date of July 8, 1846, marked the conversion of the hamlet of San Francisco from Mexican to American jurisdiction. On this day, a landing party from the sloop-of-war Portsmouth, under the command of Captain John B. Montgomery, waded ashore at the town of Yerba Buena and raised the stars and stripes to the top of the flagpole in the town's dusty plaza, thereby claiming California for the United States. At the time, San Francisco's 200 permanent residents occupied some 50 buildings scattered throughout the Yerba Buena Cove area.

The Mission, the Presidio, and the village of Yerba Buena were located at a considerable distance from the project site during the Spanish/Mexican and Early American Periods. No cultural resources from these eras have been previously recorded within the project site or in its immediate vicinity.

**Gold Rush Period (1849–1859)**

When word first reached San Francisco that gold had been discovered at Sutter's Mill in early 1849, the City had a permanent settlement of just over 800 people, occupying approximately 200 structures. By the

close of that year, the City's population had ballooned to nearly 8,000 individuals, according to one source, although another historian placed the number between 20,000 and 25,000. Those intervening months saw the infusion of literally thousands of immigrants from all over the United States and the world.

The 1853 US Coast Survey Map depicts the project site situated on the 140-foot contour line between a 160-foot hill and a 160-foot ridge. No structures appear within the project site, and no blocks were delineated, though one road heading west to perhaps the beach or the Cliff House area runs through the project site.

The 1859 US Coast Survey Map depicts that the project site encompasses the 220- and 200-foot contour lines and extends down to meet the 180-foot contour line. No buildings appear within the boundaries of the project site, which appears covered with trees, but several small buildings now appear in the vicinity. No formal blocks have yet been delineated in the area.

**The Later 19th Century (1860–1906)**

During the 1860s, San Francisco's population continued to expand at a rapid pace. By 1861, a building boom had started that would continue unabated through 1869. The 1859 US Coast Survey Map shows the Western Addition neighborhood clearly labeled with delineated streets. Though not as dense as the area surrounding Market Street, the Western Addition grew at a steady pace throughout the 1860s. By the time the 1869 US Coast Survey map came out, most streets in the Western Addition were lined with buildings. Sanborn maps from 1886 show an increase in dense pockets of housing, though many lots remained vacant.

San Francisco's western extension continued to grow at a steady but slow pace throughout the final three decades of the 19th century. By the mid-1870s, the area was becoming a favored residential area for the City's well-to-do. By contrast, this part of San Francisco witnessed relatively little of the industrial activity that characterized development in the City's South of Market, Mission, and North Beach neighborhoods. Van Ness Avenue itself became a fashionable neighborhood of large homes.

The project site appears to have been improved first in the 1860s with one structure. In the 1870s a number of two and two-and-one-half story houses on relatively large lots had been constructed within the project site, indicating that the resident households were part of the middle or upper class. Residents included the Davis family from Massachusetts with four children and two servants. Mr. Davis was associated with a prominent local flour mill. The Sigmund Feuchtawanger family resided here with a French nurse and two servants. Mr. Feuchtwanger was from Germany and sold men's clothing. The David Cahn family resided on the site with three servants. The family was French and Mr. Cahn was a

banker at Lazard Freres. Mrs. Seeipeis from Germany resided on the site with eight children. The Herman Simon Family resided here with four servants, two of whom were from Japan. Mr. Simon, from Germany, was the co-owner of Stein, Simon & Co. importers of woolen and tailor's trimmings. In addition to bourgeois or elite families, smaller, less advantaged households lived in smaller houses in the rear of the lots or off the narrow interior streets. One such household included an Irish coachman and holster who resided behind 1634 Pine Street in 1880.

**The 20th Century (1906–Present)**

The 1906 earthquake, with a magnitude above 8.0, sparked a firestorm that took a devastating toll on the most populous areas of the City, including downtown, South of Market, the Mission district, North Beach, and Nob Hill.

The Western Addition was mostly spared from the fire that quickly followed the Great Earthquake of April 18, 1906, but not without a great effort. Van Ness Avenue was the final battle line, and the last hope for containing the conflagration was placed on the width of the avenue. However, the flames got a foothold on the western side of Van Ness Avenue, and a portion of the Western Addition neighborhood, including the project site, burned.

Shortly after the fire, the process of rebuilding began. Because the area west of Van Ness Avenue had largely been spared destruction in the fire, Van Ness Avenue itself became a hub of commercial activity.

The 1913 Sanborn Map shows large portions of the block vacant. Within the project site, one lot along Franklin Street is completely vacant, the lot at the corner of Franklin and Pine Streets contains the Howard Automobile Company, and along Pine Street the map shows "Surgical Instruments and Hospital Furniture Factory," two apartment buildings, and a furniture shop. The 1949 Sanborn Map shows the project site completely developed. An auto shop, several stores, an auto metal works and radio repair, and a furniture shop were located within the project boundaries.

## Historic Architectural Resources

### *Van Ness Auto Row*

The project site is located within the Van Ness Auto Row corridor. The Van Ness Auto Row consists of a cluster of automotive-related buildings constructed along Van Ness Avenue and its parallel and perpendicular streets, like Pine Street. These buildings were the reincarnation of San Francisco's automotive-related industry that had begun around 1900, but whose buildings were decimated by the 1906 earthquake. After the earthquake, the first phase of rebuilding auto showrooms and related

buildings occurred on Golden Gate Avenue, between Larkin and Gough Streets. After 1911, the industry moved to Van Ness Avenue. Substantially built, and often with high-style architecture, showrooms were the central focus of the new Van Ness Auto Row and the corridor quickly became one of the centers of the auto industry in the western United States.

Although the magnificent showrooms were the focus of the Van Ness Auto Row, they did not exist in isolation from other facets of the automotive industry. Other automotive-related businesses quickly moved to position themselves near the showrooms that would provide them customers seeking tires, supplies and parts, repair, paint, parking, and other automotive-specific services or products. Some of these businesses were located on Van Ness Avenue; however, more of them were located off Van Ness Avenue on nearby side streets and parallel streets. A concentrated period of construction of these support buildings occurred between 1911, when the big showrooms arrived, and 1920 when construction dropped off as automobile-related businesses dispersed with the expanding City. During the 1910s, over 200 auto-related buildings were constructed on or near the Van Ness Auto Row between Market Street to the south and Pacific Avenue to the north. As of 2010, only about half of the automotive-related buildings built on or near the Van Ness Avenue Auto Row corridor remained and many survivors have very low historic integrity of materials, design, and workmanship because of heavy alterations over the years.

### *Pine Street Auto Shops Historic District*

The five one- and two-story buildings located on the project site comprise the entire Pine Street Auto Shops Historic District, which was identified in an historic survey of the Van Ness Auto Row Support Structures by William Kostura in 2010.[5] The historic district is the only example that encompasses more than two auto-related buildings from the 1910s standing adjacent to one another in or near the Van Ness Avenue Auto Row corridor. All five of the buildings in the historic district were built in the 1910s and used in the automotive industry. **Table IV.A-1, Buildings that Comprise the Pine Street Auto Shops Historic District**, indicates the time-span that each contributor was used for auto-related purposes. The building at 1670 Pine Street had brief commercial use as an auto showroom and as a used car sales room. All of the other buildings were used for auto-support purposes like repair and specialty services, including a battery shop, tire shop, auto tops and trimming shop, and a wheel alignment shop.

5 Kostura, William, *Van Ness Auto Row Support Structures*, 2010. San Francisco Planning Department, Historic Preservation Commission, Motion 0077, "*Adoption of: Automotive Support Structures Historic Survey and Context Statement*," hearing date, July 21, 2010. A copy of the report is available for review in File No. 2011.1306E at the Planning Department, 1650 Mission Street, 4th Floor.

**Table IV.A-1**
**Buildings that Comprise the Pine Street Auto Shops Historic District**

| Address | Year Built | Architects | Architectural Style | Auto Related Uses | Period of Auto-Related Uses |
|---|---|---|---|---|---|
| 1634–1644 Pine Street | 1912–1913 | Albert J. Bain | Classical Revival | Tire shop (Michelin), auto repair | 1913–1964+ |
| 1650 Pine Street | 1917 | Heiman & Schwartz | Classical Revival | Tire, maintenance, repair | 1917–1942 |
| 1656 Pine Street | 1917 | Unknown or none | Early 20th Century Industrial | Repair, fender, and radiator, tops and trimming | 1917–1933 |
| 1660 Pine Street | 1917 | Heiman & Schwartz | Classical Revival | Battery, piston rings, tire, used car sales | 1917–1936 |
| 1670 Pine Street | 1917 | Heiman & Schwartz | Classical Revival | Showroom (Ford), repair, tire, wheel alignment | 1917–1940, 1951–1964 |

*Source: JRP Historical Consulting, LLC, 2013.*

As indicated in **Table IV.A-1**, architecturally, three of the buildings in the district are unified by date of construction and the architectural team who designed them.

The 2010 survey by Kostura concluded that the Pine Street Auto Shops Historic District was eligible under California Register of Historical Resources (CRHR) Criteria 1 (Events) and 3 (Architecture), and gave the District a California Historical Resource Status Code (also referred to as a National Register of Historic Places Code) of 3CD, meaning that the property appears eligible for the California Register as a contributor to California Register-eligible district through a survey evaluation. The survey concluded that the district was eligible within the context of the Van Ness Auto Row support structures.

According to Kostura, the Pine Street Auto Shops Historic District is significant under CRHR Criterion 1 (Events) because the row of five buildings is "quite remarkable for its early date and high integrity, and evokes the early history of the automobile industry in San Francisco as no other group of buildings can." As such, the row of buildings is eligible for listing on the CRHR under Criterion 1 (Events) at the local level for its "collective automobile-uses." Each of the five buildings is a contributor to the district. In addition, according to Kostura, the District also appears eligible under CRHR Criterion 3 (Architecture) because four of the five buildings (1634–44, 1650, 1660, and 1670 Pine Street) "possess fine details or ornament, were clearly designed with care, and retain good high integrity."

The buildings at 1634-44 and 1670 Pine Street are also individually eligible in addition to being contributors to the Pine Street Auto Shops Historic District. The building at 1634-44 Pine Street was first briefly used as a Michelin Tire shop, then used long-term as an auto repair shop. According to Kostura, the structure is considered eligible under CRHR Criterion 1 (Events) at the local level "for its overall auto-

related uses as a tire shop and auto repair shop." The building at 1670 Pine Street is individually eligible under CRHR Criteria 1 (Events) and 3 (Architecture). According to Kostura, the building is considered eligible under CRHR Criterion 1 (Events) because it has "excellent longevity of overall auto-related use (31 years)" and for its use as an "auto showroom where Ford autos were sold during the late 1910s and early 1920s." Under CRHR Criterion 3 (Architecture), the building is eligible according to Kostura because it is "notable for its textured façade, the conception of its parapet and cornice area, and its large, arched first story windows with scroll keys. It is also a fine example of the work of Samuel Heiman, an architect of some importance in San Francisco's history."

In addition, the Pine Street Auto Shops Historic District and each of the buildings on the project site has been assigned a California Historic Resource Status Code (CHRSC) of "3." According to the Planning Department's *Preservation Bulletin No. 16*, properties with a CHRSC of 3 are considered "Category A.2." Category A.2 resources are presumed to be historical resources for purposes of the California Environmental Quality Act (CEQA), unless a preponderance of the evidence demonstrates that the resource is not historically or culturally significant.

**Table IV.A-2, Historical Architectural Resource Status Summary**, presents the California Historical Resources Status Codes, applicable CRHR criteria, and period of significance for Pine Street Auto Shops Historic District and its contributing buildings.

**Table IV.A-2**
**Historical Architectural Resource Status Summary**

| Known Historical Resource | California Historical Resources Status Code | Applicable CRHR Criteria: Historic District | Applicable CRHR Criteria: Individual Eligibility | Period of Significance | SF Planning Dept. Status Code |
|---|---|---|---|---|---|
| Pine Street Auto Shops Historic District | 3CD | 1, 3 | | 1912–1933 | A |
| 1634–1644 Pine Street | 3CB | 1, 3 | 1 | 1912–1964 | A |
| 1650 Pine Street | 3CD | 1, 3 | N/A | 1917–1927 | A |
| 1656 Pine Street | 3CD | 1 | N/A | 1917–1927 | A |
| 1660 Pine Street | 3CD | 1, 3 | N/A | 1917–1927 | A |
| 1670 Pine Street | 3CB | 1, 3 | 1, 3 | 1917–1940, 1951–1964 | A |

*Source: JRP Historical Consulting, LLC, 2013.*
*Note: 3CB= Appears eligible for California Register both individually and as a contributor to a California Register eligible district through a survey evaluation; 3CD= Appears eligible for California Register as a contributor to a California Register eligible district through a survey evaluation.*

## C. REGULATORY FRAMEWORK

### Federal

Because no federal undertaking would be involved in implementation of the project, federal regulations relating to cultural resources do not apply and are therefore not discussed here. Relevant state and local regulations are discussed below.

### State

CEQA considers archaeological resources as an intrinsic part of the physical environment and, thus, requires for any project subject to CEQA review that its potential to adversely affect an archaeological resource be analyzed (CEQA Section 21083.2). For a project that may have an adverse effect on a significant archaeological resource, CEQA requires preparation of an environmental impact report (CEQA Section 21083.2 and *State CEQA Guidelines* Section 15065). CEQA recognizes two different categories of significant archaeological resources: a "unique" archaeological resource (CEQA Section 21083.2) and an archaeological resource that qualifies as a "historical resource" under CEQA (CEQA Section 21084.1 and *State CEQA Guidelines* Section 15064.5).

#### *Significance of Archaeological Resources*

An archaeological resource can be significant as both or either a "unique" archaeological resource and an "historical resource" but the process by which the resource is identified, under CEQA, as either one or the other is distinct (CEQA Section 21083.2(g) and *State CEQA Guidelines* Section 15064.5(a)(2)).

An archaeological resource is an "*historical resource*" under CEQA if the resource is:

1. listed on or determined eligible for listing on the CRHR (*State CEQA Guidelines* Section 15064.5). This includes National Register-listed or –eligible archaeological properties.

2. listed in a "local register of historical resources."[6]

3. listed in a "historical resource survey" (*State CEQA Guidelines* Section 15064.5(a)(2)).

Generally, an archaeological resource is determined to be an "historical resource" due to its eligibility for listing to the CRHR/National Register of Historic Places (NRHP) because of the potential scientific value of the resource, that is, "has yielded, or may be likely to yield, information important in prehistory or history" (CEQA Section 15064.5(a)(3)). An archaeological resource may be CRHR-eligible under other

6 A "local register of historical resources" is a list of historical or archaeological properties officially adopted by ordinance or resolution by a local government. (Public Resources Code Section 5020.1 (k)).

Evaluation Criteria, such as Criterion 1, association with events that have made a significant contribution to the broad patterns of history; Criterion 2, association with the lives of historically important persons; or Criterion 3, association with the distinctive characteristics of a type, period, region, or method of construction. Appropriate treatment for archaeological properties that are CRHR-eligible under criteria other than Criterion 4 may be different than that for a resource that is significant exclusively for its scientific value.

Failure of an archaeological resource to be listed in any of these historical inventories is not sufficient to conclude that the archaeological resource is not a "historical resource." When the lead agency believes there may be grounds for a determination that an archaeological resource is a "historical resource," then the lead agency should evaluate the resource for eligibility for listing to the CRHR (*State CEQA Guidelines* Section 15064.5(a)(4)).

A "*unique archaeological resource*" is a category of archaeological resources created by the CEQA statutes (*State CEQA Guidelines* Section 21083.2(g)). An archaeological resource is a unique archaeological resource if it meets any of one of three criteria:

1. Contains information needed to answer important scientific research questions and that there is a demonstrable public interest in that information;

2. Has a special and particular quality such as being the oldest of its type or the best available example of its type;

3. Is directly associated with a scientifically recognized important prehistoric or historic event or person.

Under CEQA, evaluation of an archaeological resource as an "historical resource" is privileged over the evaluation of the resource as a "unique archaeological resource," in that, CEQA requires that "when a project will impact an archaeological site, a lead agency shall first determine whether the site is an historical resource" (CEQA Section 15064.5(c)(1).

## *Evaluation of an Archaeological Resource as Scientifically Significant*

In requiring that a potentially affected archaeological resource be evaluated as an historical resource, that is as an archaeological site of sufficient scientific value to be CRHR-eligible, CEQA presupposes that the published guidance of the California Office of Historic Preservation (OHP) for CEQA providers is to serve as the methodological standard by which the scientific, and thus, the CRHR-eligibility, of an archaeological resource is to be evaluated. As guidance for the evaluation of the scientific value of an archaeological resource, the OHP has issued two guidelines: *Archaeological Resource Management Reports* (1989) and the *Guidelines for Archaeological Research Designs* (1991).

## *Integrity of Archaeological Resource*

Integrity is an essential criterion in determining that a resource, including an archaeological resource, is an historical resource. In terms of CEQA, "integrity" can, in part, be expressed in the requirement that an historical resource must retain "the physical characteristics that convey its historical significance" (*State CEQA Guidelines* Section 15064.5(b)).

For an archaeological resource that is evaluated for CRHR-eligibility under Criterion 4, "has yielded or may be likely to yield information important to prehistory or history," integrity is conceptually different than how it is usually applied to the built environment. For an historic building, possessing integrity means that the building retains the defining physical characteristics from the period of significance of the building. In archaeology, an archaeological deposit or feature may have undergone substantial physical change from the time of its deposition but it may yet have sufficient integrity to qualify as a historical resource. The integrity test for an archaeological resource is whether the resource can yield sufficient data (in type, quantity, quality, diagnosticity) to address significant research questions. Thus, in archaeology "integrity" is often closely associated with the development of a research design that identifies the types of physical characteristics (data needs) that must be present in the archaeological resource and its physical context to adequately address research questions appropriate to the archaeological resource.

## *Significant Adverse Effect on an Archaeological Resource*

The determination of whether an effect on an archaeological resource is significant depends on the effect of the project on those characteristics of the archaeological resource that make the archaeological resource significant. For an archaeological resource that is an historical resource because of its prehistoric or historical information value, that is, its scientific data, a significant effect is impairment of the potential information value of the resource.

The depositional context of an archaeological resource, especially soils stratigraphy can be informationally important to the resource in terms of datation and reconstructing the characteristics of the resource present at the time of deposition and interpreting the impacts of later deposition events on the resource. Thus, for an archaeological resource eligible to the CRHR under Criterion 4, a significant adverse effect to its significance may not be limited to impacts on the artifactual material but may include effects on the soils matrix in which the artifactual matrix is situated.

## *Mitigation of Adverse Effect to an Archaeological Resource*

Preservation in place is the preferred treatment of an archaeological resource (CEQA Section 21083.2(b); *State CEQA Guidelines* Section 15126.4(b)(3)(a)). When preservation in place of an archaeological resource

is not feasible, data recovery, in accord with a data recovery plan prepared and adopted by the lead agency prior to any soils disturbance, is the appropriate mitigation (*State CEQA Guidelines* Section 15126.4 (b)(3)(C)). In addition to data recovery, under CEQA, the mitigation of effects to an archaeological resource that is significant for its scientific value, requires curation of the recovered scientifically significant data in an appropriate curation facility (*State CEQA Guidelines* Section 15126.4(b)(3)(C), that is, a curation facility compliant with the *Guidelines for the Curation of Archaeological Collections* (California Office of Historic Preservation 1993). Final studies reporting the interpretation, results, and analysis of data recovered from the archaeological site are to be deposited in the California Historical Resources Regional Information Center (*State CEQA Guidelines* Section 15126.4(b)(3)(C).

### *Effects to Human Remains*

Under state law, human remains and associated burial items may be significant resources in two ways: they may be significant to descendant communities for patrimonial, cultural, lineage, and religious reasons and human remains may also be important to the scientific community, such as prehistorians, epidemiologists, and physical anthropologists. The specific stake of some descendant groups in ancestral burials is a matter of law for some groups, such as Native Americans (*State CEQA Guidelines* Section 15064.5(d), Public Resources Code Section 5097.98). In other cases, the concerns of the associated descendent group regarding appropriate treatment and disposition of discovered human burials may become known only through outreach. Beliefs concerning appropriate treatment, study, and disposition of human remains and associated burial items may be inconsistent and even conflictual between descendent and scientific communities. CEQA and other state regulations concerning Native American human remains provide the following procedural requirements to assist in avoiding potential adverse effects to human remains within the contexts of their value to both descendant communities and the scientific community:

- When an initial study identifies the existence or probable likelihood that a project would impact Native American human remains, the lead agency is to contact and work with the appropriate Native American representatives identified through the Native American Heritage Commission (NAHC) to develop an agreement for the treatment and disposal of the human remains and any associated burial items (*State CEQA Guidelines* Section 15064.5(d), Public Resources Code Section 5097.98)

- If human remains are accidentally discovered, the County coroner must be contacted. If the County coroner determines that the human remains are Native American, the coroner must contact the NAHC within 24 hours. The NAHC must identify the most likely descendant (MLD) to provide for the opportunity to make recommendations for the treatment and disposal of the human remains and associated burial items. If the MLD fails to make recommendations within 24 hours of notification or the project sponsor rejects the recommendations of the MLD, the Native American human remains and associated burial items must be reburied in a location not subject to future disturbance within the project site (Public Resources Code Section 5097.98).

- If potentially affected human remains/burial may have scientific significance, whether or not having significance to Native Americans or other descendent communities, then under CEQA, the appropriate mitigation of effect may require the recovery of the scientific information of the remains/burial through identification, evaluation, data recovery, analysis, and interpretation (*State CEQA Guidelines* Section 15064.5(c)(2)).

### *Consultation with Descendant Communities*

Although not a requirement derived from CEQA, the cosmopolitan nature and history of San Francisco necessitates cultural management sensitivity to archaeological remains associated with local indigenous, ethnic, overseas, and religious communities. On discovery of an archaeological site[7] associated with descendant Native Americans, the Overseas Chinese, or, as appropriate, any other community, the Environmental Review Officer should seek consultation with an appropriate representative[8] of the descendant group with respect to appropriate archaeological treatment of the site, of recovered data from the site, and, if applicable, any interpretative treatment of the associated archaeological site. Documentary products resulting from archaeological research of the descendant community associated with the site should be made available to the community.

## Local

San Francisco Preservation Bulletin No. 16, "City and County of San Francisco Planning Department CEQA Review Procedures for Historic Resources,"[9] provides guidance for the CEQA review process with regard to historic resources. As a certified local government and the lead agency in CEQA determinations, the City and County of San Francisco (City) has instituted guidelines and a system for initiating CEQA review of historic resources. The San Francisco Planning Department's CEQA review procedures for historical resources incorporate the *State CEQA Guidelines* into the City's existing regulatory framework. To facilitate the review process, the San Francisco Planning Department has organized some 27 criteria into three major categories that classify properties based on their evaluation and inclusion in specified registers or surveys, as outlined in San Francisco Preservation Bulletin 16 and summarized here (Category A is divided into two subcategories):

**Category A.1 – Resources Listed on or Formally Determined to be Eligible for the California Register of Historical Resources.** These properties are historical resources.

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7 By the term "archaeological site" is intended here to minimally include any archaeological deposit, feature, burial, or evidence of burial.

8 An "appropriate representative" of the descendant group is here defined to mean, in the case of Native Americans, any individual listed in the current Native American Contact List for the City and County of San Francisco maintained by the California Native American Heritage Commission and in the case of the Overseas Chinese, the Chinese Historical Society of America.

9 Available at: http://www.sf-planning.org/Modules/ShowDocument.aspx?documentid=5340

**Category A.2 – Adopted Local Registers, and Properties That Have Been Determined to Appear or May Become Eligible for the California Register.** These properties are presumed to be historical resources for purposes of CEQA, unless a preponderance of the evidence demonstrates that the resource is not historically or culturally significant.

**Category B – Properties Requiring Further Consultation and Review.** Properties that do not meet the criteria for listing Categories A.1 or A.2, but for which the City has information indicating that further consultation and review will be required to evaluate 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 indicating that the property qualifies as a historical resource.

The Planning Department considers a listing of historical resources approved by ordinance or resolution of the Board of Supervisors or the Planning Commission to be a local register of historical resources for purposes of CEQA evaluation. These lists include Articles 10 and 11 of the *Planning Code* as well as other adopted historical resource surveys, including the Here Today survey, the 1977–78 *Downtown Survey (Splendid Survivors)*, the Dogpatch Survey, the Central Waterfront Survey, and the North Beach Survey. Other historical resource surveys, such as the Architectural Heritage surveys and the 1990 Unreinforced Masonry Building survey are not approved by ordinance or resolution, but contain useful initial information as the basis for further study.

## D. IMPACTS AND MITIGATION MEASURES

### Significance Thresholds

A project would have a significant effect on the environment in terms of cultural or paleontological resources if it would:

- directly or indirectly destroy a unique paleontological resource or site or unique geologic feature;
- cause a substantial adverse change in the significance of an archaeological resource pursuant to *State CEQA Guidelines* Section 15064.5;
- disturb any human remains, including those interred outside of formal cemeteries; or
- cause a substantial adverse change in the significance of a historical resource as defined in *State CEQA Guidelines* Section 15064.5, including those resources listed in Article 10 or Article 11 of the San Francisco *Planning Code.*

*State CEQA Guidelines* Section 15064.5 defines a "substantial adverse change" as "demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of a historical resource would be materially impaired." The significance of a historical resource is "materially impaired," according to *State CEQA Guidelines* Section 15064(b)(2), when a project demolishes or materially alters, in an adverse manner, those physical characteristics of the resource that:

- convey its historic significance and that justify its inclusion in, or eligibility for inclusion in, the California Register of Historical Resources (including a determination by the lead agency that the resource is eligible for inclusion in the California Register);
- account for its inclusion in a local register of historical resources adopted by local agency ordinance or resolution (in accordance with Public Resources Code Section 5020.1(k)); or
- account for its identification in a historical resources survey that meets the requirement of Public Resources Code Section 5024.1(g), including, among other things, that "the resource is evaluated and determined by the [State Office of Historic Preservation] to have a significance rating of Category 1 to 5 on c," unless the lead agency "establishes by a preponderance of evidence that the resource is not historically or culturally significant."

In general, a project that is consistent with the *Secretary of Interior's Standards for Preservation, Rehabilitation, Restoration, and Reconstruction* of historic buildings is considered mitigated to a less-than-significant level.[10]

## Approach to Analysis

The *Secretary of the Interior's (SOI) Standards* identify four general approaches to the treatment of historic properties: preservation, rehabilitation, restoration, and reconstruction. For each approach, the *SOI Standards* identify specific standards and criteria that should be met, and provide instructive guidelines for how to achieve the standards. Rehabilitation is the most relevant treatment to assess impacts from the proposed project as the proposed project will incorporate the façades of three buildings on the project site. Rehabilitation is defined by the *SOI Standards* as "the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values."

As part of the environmental review for this project, a historic resource evaluation (HRE) report was prepared for 1634–1690 Pine Street by an independent historic architectural consultant.[11] Following review of the HRE, the Planning Department prepared a historic resource evaluation response (HRER)

10 Public Resources Code 14(3) Section 15064.5(b)(3).

11 JRP Historical Consulting, LLC, *Pine & Franklin Project, San Francisco Historical Resource Evaluation*. February 2013. A copy of the report is available for review in File No. 2011.1306E at the Planning Department, 1650 Mission Street, 4th Floor.

that includes a determination regarding the historical resource status of the buildings and regarding potential project impacts to historical resources. [12]

## Impact Evaluation

### *Paleontological Resource Impacts*

**Impact CP-1:** **The excavation associated with the proposed project would not destroy, directly or indirectly, a unique paleontological resource or site or unique geologic feature. (No Impact)**

The proposed project would involve excavation to a maximum of 45 feet below ground surface. Because the underlying formations do not contain fossiliferous material, the proposed project would not have the potential to disturb unique paleontological resources. The project site is fully developed and does not contain unique geologic features. Therefore, the proposed project would have no impact on unique paleontological resources or geologic features.

### *Archaeological Resource Impacts*

**Impact CP-2:** **Excavation for the proposed project could cause a substantial adverse change in the significance of archaeological resources that may be present beneath the surface of the project site. (Less than Significant with Mitigation)**

Construction of the foundation would require excavation of up to 45 feet below ground surface. As a result, ground-disturbing construction activity could negatively affect the significance of archaeological deposits that may be present beneath the surface of the project site under CRHR Criterion 4 (Information Potential) by impairing the ability of such resources to convey important scientific and historical information. Therefore, the proposed project could result in a significant impact on archaeological resources. Implementation of **Mitigation Measure M-CP-2: Archaeological Testing for Project with Archaeological Research Design and Treatment Plan** would reduce this impact to a less-than-significant level.

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12 San Francisco Planning Department, *Historic Resource Evaluation Response (HRER), 1634-1690 Pine Street*, May 10, 2013. This document is available for public review in File No. 2011.1306E at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

**Mitigation Measure M-CP-2: Archaeological Testing for Project with Archaeological Research Design and Treatment Plan**

Based on a reasonable presumption that archaeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of an archaeological consultant from the Planning Department (Department) pool of qualified archaeological consultants as provided the Department archaeologist. 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 and with the requirements of the project archaeological research design and treatment plan (Pastron, Allen G., *Archaeological Research Design/Treatment Plan for the 1634–1690 Pine Street Project*, June 2005) at the direction of the Environmental Review Officer (ERO). In instances of inconsistency between the requirement of the project archaeological research design and treatment plan and of this archaeological mitigation measure, the requirements of this archaeological mitigation measure shall prevail. All plans and reports prepared by the archaeological consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archaeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less-than-significant level potential effects on a significant archaeological resource as defined in *State CEQA Guidelines* Section 15064.5(a)(c).

*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.

At the completion of the archaeological testing program, the archaeological consultant shall submit a written report of the findings to the ERO. If based on the archaeological testing program, the archaeological consultant finds that significant archaeological resources may be present, the ERO in consultation with the archaeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archaeological testing, archaeological monitoring, and/or an archaeological data recovery program. If the ERO determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

A) The proposed project shall be re-designed so as to avoid any adverse effect on the significant archaeological resource; or

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.

*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 (AMP) shall minimally include the following provisions:

- The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO, in consultation with the archeological consultant, shall determine what project activities shall be archaeologically monitored. In most cases, any soils- disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archaeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;

- 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 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.

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.

*Archaeological Data Recovery Program*. The archaeological data recovery program shall be conducted in accord with an archaeological data recovery plan (ADRP). The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archaeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be 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.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures*. Descriptions of proposed field strategies, procedures, and operations.

- *Cataloguing and Laboratory Analysis*. Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy*. Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program*. Consideration of an on-site/off-site public interpretive program during the course of the archaeological data recovery program.
- *Security Measures*. Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report*. Description of proposed report format and distribution of results.
- *Curation*. Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

*Human Remains and Associated or Unassociated Funerary Objects*. The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable state and federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Public Resources Code Section 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 (*State 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.

*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 within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one copy

and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis (MEA) division of the Planning Department shall receive two copies (bound and unbound) of the FARR and one unlocked, searchable PDF copy on a compact disk. MEA shall receive a copy of any formal site recordation forms (CA DPR [Department of Parks and Recreation] 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

### *Impacts to Human Remains*

**Impact CP-3:** **Excavation during construction for the proposed project could disturb or remove human remains. (Less than Significant with Mitigation)**

While it is unlikely that project-related ground disturbing activities would disturb human remains, there exists the possibility for disturbance, resulting in a significant impact. Implementation of **Mitigation Measure M-CP-2**, above, would reduce this impact to a less-than-significant level.

### *Historic Architectural Resource Impacts*

**Impact CP-4:** **The proposed demolition and *de facto* demolition of the buildings located at 1634–1670 Pine Street would cause a substantial adverse change in the significance of historic architectural resources. (Significant and Unavoidable)**

The proposed project would demolish most of the existing five buildings on the project site, and construct one building with two, 13-story residential towers with commercial use on the ground and second floors. Specifically, the proposed project would result in the following:

- **De facto demolition**[13] **of 1634-44 Pine Street.** The project would demolish most of this building and retain only its façade. Approximately 3 percent of the structure, including the façade, would remain. The proposed demolition would greatly diminish the historic integrity of 1634–4164 Pine Street,

13 *San Francisco Planning Code*, Article 10, Section 1005(f) defines demolition as any one of: (1) Removal of more than 25 percent of the surface of all external walls facing a public street(s); (2) Removal of more than 50 percent of all external walls from their function as all external walls; (3) Removal of more than 25 percent of external walls from function as either external or internal walls; or (4) Removal of more than 75 percent of the building's existing internal structural framework or floor plates unless the City determines that such removal is the only feasible means to meet the standards for seismic load and forces of the latest adopted version of the San Francisco Building Code and the State Historical Building Code. This EIR uses the term "*de facto* demolition" to refer to these definitions of demolition.

which is both a contributor to the Pine Street Auto Shops Historic District and individually eligible for the CRHR under Criterion 1.

- **Demolition of 1650 Pine Street**. The project would completely demolish 1650 Pine Street, a contributor to the Pine Street Auto Shops Historic District. Thus, the building would no longer retain historic integrity and it would no longer be a contributor to the historic district.

- **Demolition of 1656 Pine Street**. The project would completely demolish 1656 Pine Street, a contributor to the Pine Street Auto Shops Historic District. Thus, the building would no longer retain historic integrity and it would no longer be a contributor to the historic district.

- **De facto demolition of 1660 Pine Street**. The project would demolish most of this building and retain only its façade. Approximately 3 percent of the structure, including the façade, would remain. The proposed demolition would greatly diminish the historic integrity of 1660 Pine Street, which is a contributor to the Pine Street Auto Shops Historic District.

- **De facto demolition of 1670 Pine Street**. The project would demolish most of this building and retain only its façade. Approximately 3 percent of the structure, including the façade, would remain. The proposed demolition would greatly diminish the historic integrity of 1670 Pine Street, which is both a contributor to the Pine Street Auto Shops Historic District and individually eligible for the CRHR under Criteria 1 (Events) and 3 (Architecture).

- **De facto demolition of the Pine Street Auto Shops Historic District**. The Pine Street Auto Shops Historic District is a singular historical resource composed of multiple contributing buildings that would be impacted by the project by the full demolition of two of the district's contributing buildings (1650 and 1656 Pine Street) and demolition of all but the façades of the other three contributing buildings (1634-1644, 1660, and 1670 Pine Street). In effect, the project would demolish the Pine Street Auto Shop Historic District. The project would eliminate this last surviving example of more than two intact auto-related buildings in a row from the early era of the Van Ness Auto Row. Thus, the historic district would largely lose its ability to convey its historic significance reflecting this historical resource's importance as a row of auto-related shops from the early twentieth century.

- **Construction of an incompatible building within the boundary of the Pine Street Auto Shops Historic District**. The new construction would not preserve the district's continuous and contiguous quality, nor would the project be compatible with the historic features, size, scale, and proportion of the remaining façades. The project would not construct a compatible use within the Pine Street Auto Shops Historic District that preserves the district's historical, cultural, or architectural values, and thus it would not be a rehabilitation project as defined by the *SOI Standards*.

For the above reasons, implementation of the proposed project would result in a significant impact on historic architectural resources. Implementation of **Mitigation Measures M-CP-4a: Historic Preservation Plan and Protective Measures, Mitigation Measure M-CP-4b: Historic Resource Baseline Condition Study**, **M-CP-4c: Historic Resource HABS Documentation,** and **M-CP-4d: Permanent Interpretive Exhibits** would reduce the impact to historic architectural resources, but not to a less-than-significant level. Thus, the impact would remain significant and unavoidable.

**Mitigation Measure M-CP-4a: Historic Preservation Plan and Protective Measures**

A historic preservation plan shall be prepared and implemented to aid in preserving those portions of the historic district and individual historical resources that would be incorporated into the project. The plan shall establish measures to protect the remaining elements of the historical resources during construction, particularly the unreinforced masonry building façades, from vibration effects. If deemed necessary upon further condition assessment of the buildings, the plan shall include the preliminary stabilization of deteriorated or damaged masonry prior to construction. The historic preservation plan shall also further investigate and incorporate preservation recommendations regarding the potential historic materials that comprise the façades and other elements of the historical resources to be retained. The plan shall be prepared by a qualified architectural historian who meets the Secretary of Interior's Professional Qualification Standards (36 CFR, Part 61). The project sponsor shall ensure that the contractor follows these plans. The protection plan, specifications, monitoring schedule, and other supporting documents shall be incorporated into the building permit application plan sets.

**Mitigation Measure M-CP-4b: Historic Resource Baseline Condition Study**

Prior to construction, a historic preservation architect and a structural engineer shall undertake an existing condition study of the three buildings whose facades are to be retained. The purpose of the study would be to establish the baseline condition of the buildings prior to construction. The documentation shall take the form of written descriptions and visual illustrations, including those physical characteristics of the resource that convey its historic significance and that justify its inclusion on, or eligibility for inclusion on, the California Register. The documentation shall be reviewed and approved by the Planning Department.

The structural engineer shall make periodic site visits to monitor the condition of the resource, including monitoring of any instruments such as crack gauges. The structural engineer shall consult with the historic preservation architect to ensure that character-defining features are protected, especially if any problems with character-defining features of the historic resource are discovered. If in the opinion of the structural engineer, in consultation with the historic preservation architect, substantial adverse impacts to the historic resource related to construction activities are found during construction, the monitoring team shall so inform the project sponsor or designated representative responsible for construction activities. The project sponsor shall adhere to

the monitoring team's recommendations for corrective measures, including halting construction in situations where construction activities would imminently endanger the historic resource. The monitoring team shall prepare site visit reports and submit them for review by the Planning Department.

**Mitigation Measure M-CP-4c: Historic Resource HABS Documentation**

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

- *Measured Drawings:* A set of measured drawings that depict the existing size, scale, and dimension of the subject property. The Planning Department Preservation staff will accept the original architectural drawings or an as-built set of architectural drawings (plan, section, elevation, etc.). The Planning Department Preservation staff will assist the consultant in determining the appropriate level of measured drawings;

- *HABS-Level Photography*: Digital photographs of the interior and the exterior of subject property. Large format negatives are not required. The scope of the digital photographs shall be reviewed by Planning Department Preservation staff for concurrence, and all digital photography shall be conducted according to the latest National Park Service Standards. The photography shall be undertaken by a qualified professional with demonstrated experience in HABS photography; and

- *HABS Historical Report:* A written historical narrative and report, per HABS Historical Report Guidelines.

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

**Mitigation Measure M-CP-4d: Permanent Interpretive Exhibits**

The project sponsor shall install permanent interpretive exhibits on the property that provide information to visitors and occupants regarding the history of the Pine Street

Auto Shops Historic District and the development of Van Ness Auto Row. The interpretive exhibit shall utilize images, narrative history, drawings, or other archival resources. The interpretive exhibits may be in the form of, but are not necessarily limited to plaques or markers, interpretive display panels, and/or printed material for dissemination to the public. The interpretive exhibits shall be installed at a pedestrian-friendly location, and be of adequate size to attract the interested pedestrian.

## *Cumulative Impacts*

**Impact C-CP-1:** **Disturbance of archaeological and paleontological resources, including human remains, if encountered during construction of the proposed project, in combination with other past, present, and future reasonably foreseeable projects, would make a cumulatively considerable contribution to a significant cumulative impact on these resources. (Less than Significant with Mitigation)**

When considered with other past and proposed development projects within San Francisco and the Bay Area region, the potential disturbance of archaeological resources, including human remains, within the project site could make a cumulatively considerable contribution to a loss of significant historic and scientific information about California, Bay Area, and San Francisco history and prehistory. The proposed project would not make a cumulatively considerable contribution to paleontological resources, as the non-fossiliferous formations that underlie the project site do not have potential to contain fossils. As discussed above, implementation of the approved plans for testing, monitoring, and data recovery would preserve and realize the information potential of archaeological resources. The recovery, documentation, and interpretation of information about archaeological resources that may be encountered within the project site would enhance knowledge of prehistory and history. This information would be available to future archaeological studies, contributing to the collective body of scientific and historic knowledge. With implementation of **Mitigation Measure M-CP-2, Testing**, the proposed project's contribution to cumulative impacts would not be cumulatively considerable. Therefore, this impact would be less than significant.

**Impact C-CP-2:** **The proposed project, in combination with other past, present, and reasonably foreseeable future projects in the project vicinity, would result in a cumulatively considerable contribution to a significant cumulative impact on historic architectural resources. (Significant and Unavoidable)**

There are two categories of potential cumulative impacts that the proposed project may have on historic architectural resources. The first is the potential impact that the proposed project would have in combination with other past, present, and reasonably foreseeable future projects in the project vicinity on the Pine Street Auto Shops Historic District. The second is the impact that the proposed project may have on the Van Ness Auto Row support structures.

Other current major projects and proposed projects in the area include 1101 Van Ness Avenue/1255 Post Street, 1800 Van Ness Avenue/1749 Clay Street, 1333 Gough Street/1481 Post Street, 1545 Pine Street, and 1450 Franklin Street. Also, the Van Ness Bus Rapid Transit program and San Francisco Metropolitan Transit Authority Transit Effectiveness program will have components constructed in the general vicinity of the proposed project. Some of the projects listed above involve demolition of existing buildings and construction of new buildings or facilities. The projects are all at least one block from the Pine Street Auto Shops Historic District and do not have any potential to impact the historic district, either directly or indirectly. These other projects, along with the programs noted above, would not demolish, destroy, or alter the historic district and its contributors. The other projects and programs would also not diminish the historic district's setting in a manner that would impair its CRHR eligibility. There would not be a cumulative impact on the Pine Street Auto Shops Historic District (only a project-level significant impact would occur as described above).

The proposed project, in combination with other past, present, and reasonably foreseeable future projects in the project vicinity, would have a significant cumulative impact on a rare type of historic architectural resource, the Van Ness Auto Row support structures. In 2010, Kostura concluded that a total of 64 structures within the Van Ness Auto Row study area are individually eligible or contributors to an historic district. Another current project, located at 1545 Pine Street, one block west of the project site, involves demolition of five buildings, one of which is a Van Ness Auto Row support structure identified as eligible for the CRHR. This single demolition, combined with the proposed demolitions of the project site support structures, would entirely eliminate three Van Ness Auto Row support structures and cause *de facto* demolition of three more. Taken together, these projects would have a significant cumulative impact on the support structures within the Van Ness Auto Row.

Furthermore, the five buildings on the project site are the only buildings Kostura found to be part of an historic district associated with the Van Ness Auto Row support buildings. They are the only surviving example of their type – a row of more than two auto-related support buildings – located in the greater Van Ness Auto Row. The proposed project would reduce the number of adjacent building façades in this historic district to two, which is a significant loss of integrity to this historic district and a loss of a historical resource type within the broader Van Ness Auto Row and within the City and County of San Francisco.

The *de facto* demolition of the Pine Street Auto Shops Historic District and construction in its place of the proposed project would have a spatial impact on the relationship between these automotive support structures and the grander auto-showrooms along Van Ness Avenue that are historical resources with a shared context. Two dedicated auto-showrooms and two multipurpose auto industry buildings that have been determined eligible for the CRHR are located in the 1500 and 1600 block of Van Ness, near the Pine

Street Auto Shops Historic District. The proposed project would greatly diminish the ability of the historic district to demonstrate the smaller size and scale of support buildings in relation to the showrooms left standing along Van Ness Avenue.

For the above reasons above, the proposed project would make a cumulatively considerable contribution to a significant cumulative impact on historic architectural resources. Therefore, the impact would be significant. Implementation of **Mitigation Measures M-CP-4a: Historic Preservation Plan and Protective Measures, M-CP-4b: Historic Resource Baseline Condition Study, M-CP-4c: Historic Resource HABS Documentation,** and **M-CP-4d: Permanent Interpretive Exhibits** would reduce the impact to historic architectural resources, but not to a less-than-significant level. Thus, the cumulative impact would remain significant and unavoidable.

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# IV.B. TRANSPORTATION AND CIRCULATION

## A. INTRODUCTION

This section summarizes and incorporates the results of the Transportation Impact Study (TIS) prepared by the transportation consultant for the proposed project.[1] The TIS describes existing and future 2035 transportation conditions (roadway traffic, transit, pedestrian access, bicycle access, loading, and parking) in the vicinity of the project site and evaluates the environmental effects of the proposed project on these conditions. The following transportation scenarios were examined: existing, existing plus the proposed project, and cumulative conditions in 2035.

## B. ENVIRONMENTAL SETTING

As shown in **Figure IV.B-1, Transportation Study Area**, the transportation study area for the proposed project is the area bounded by Clay Street, Larkin Street, Sutter Street, and Octavia Street. The project site is currently occupied by a surface parking lot (Lot 011A) and five vacant commercial buildings (Lots 007, 008, 009, 010, and 011). It is estimated that between 15 and 20 vehicles are parked at the surface parking lot located at 1690 Pine Street. During field observations, this facility was not observed to generate any peak hour vehicle trips. There are four existing curb cuts, three on Pine Street, and one on Franklin Street, which currently serve the project site.

### Roadway Network

#### *Regional Access*

Regional access to and from the project site is provided by United States Highway 101 (US 101), Interstate 80 (I-80), and Interstate 280 (I-280).

**East Bay**: Regional access to and from the project site and the East Bay is provided by I-80 and the Bay Bridge. Access to I-80 is provided via off-ramps at the Eighth Street/Harrison Street intersection, and an onramp at the Eighth Street/Bryant Street intersection. The I-80 freeway consists of three lanes in the eastbound direction and three lanes in the westbound direction at this location. Alternatively, the Bay Bridge can be accessed at the First Street/Fremont Street ramps via Bush Street. Additional access is available through US 101, which has an interchange with I-80 less than 1 mile east of Van Ness Avenue. Access to US 101 is provided via an on-ramp at the South Van Ness Avenue/Thirteenth Street intersection, and an off-ramp at the Mission Street/Thirteenth Street/Otis Street intersection. The I-80 freeway consists of two lanes in the eastbound direction and two lanes in the westbound direction at this location.

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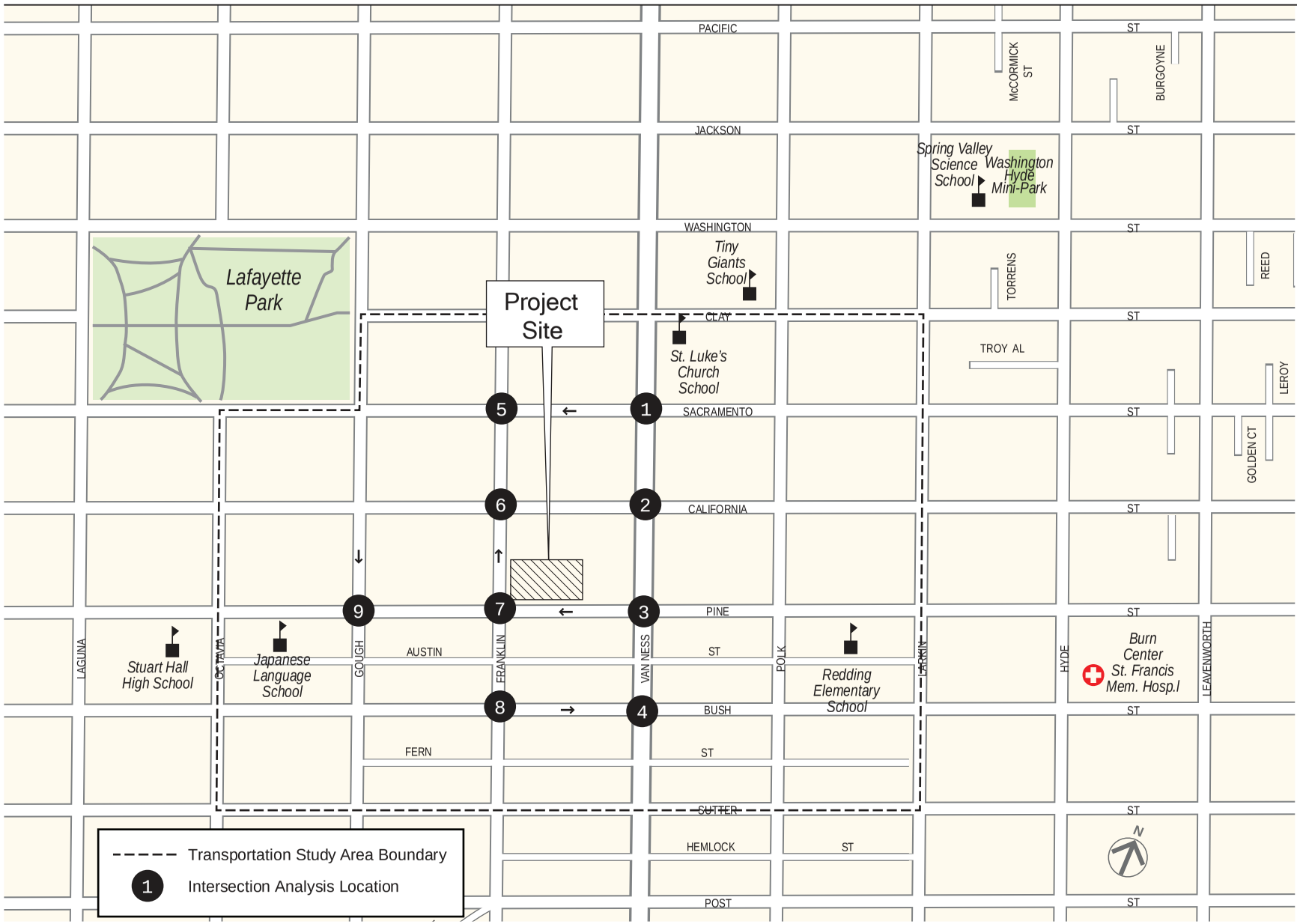
1 AECOM, *1634 Pine Street Final Transportation Impact Study*, prepared for the City and County of San Francisco Planning Department, Environmental Planning Division, April 5, 2013. This report is available for review in File No. 2011.1306E at the Planning Department, 1650 Mission Street, 4th Floor.




**SOURCE:** AECOM, April 2013

FIGURE **IV.B-1**

Transportation Study Area

**South Bay**: Regional access to and from the South Bay is provided by US 101 and I-280. Access to US 101 is provided via an on-ramp at the South Van Ness Avenue/Thirteenth Street intersection, and an off-ramp at the Mission Street/Thirteenth Street/Otis Street intersection. Access to I-280 is provided via its interchange with US 101 approximately 4 miles south of the project site. I-280 and US 101 continue as parallel freeways southbound along the Peninsula before intersecting again in San Jose.

**North Bay**: Regional access to and from the project site and the North Bay is provided by US 101 and the Golden Gate Bridge. In the vicinity of the project site, US 101 comprises segments of Van Ness Avenue, Lombard Street, Richardson Avenue, and Doyle Drive to the Golden Gate Bridge, linking San Francisco to the greater North Bay region.

## *Local Access*

**Van Ness Avenue** is a major north-south roadway in Downtown San Francisco running from North Point Street to Market Street. Van Ness Avenue is designated as US 101 between Mission Street and Lombard Street. It operates as a two-way arterial with three travel lanes in each direction and a landscaped center median. Van Ness Avenue is also classified as a Metropolitan Transportation System (MTS) roadway and a Transit Preferential Street (Transit-Oriented), and is designated a Citywide and Neighborhood Pedestrian Network Street. Metered parking is provided on both sides of the street.

**Franklin Street** is a north-south street that runs between Bay Street and Market Street. Franklin Street is one-way northbound with three to four travel lanes, operating as a one-way couplet with Gough Street. The San Francisco *General Plan* identifies Franklin Street as a Major Arterial in the Congestion Management Program (CMP) Network and an MTS Street. Franklin Street is designated a Neighborhood Pedestrian Street between California Street and Pine Street, and between Bush Street and Geary Street. Time-limited parking and residential permit parking is provided on both sides of the street; however, parking is prohibited on both sides of the street between the hours of 4:00 PM and 6:00 PM.

**Gough Street** is a north-south street that runs between Bay Street and Otis Street. South of Sacramento Street, Gough Street is one-way southbound with three travel lanes, operating as a one-way couplet with Franklin Street. North of Sacramento Street, Gough Street is a two-way street with one travel lane in each direction. The San Francisco *General Plan* identifies Gough Street as a Major Arterial in the CMP Network and an MTS Street. Time-limited parking and residential permit parking are provided on both sides of the street.

**Octavia Street** is a north-south street that runs between Sutter Street and Sacramento Street, and continues on the north side of Lafayette Park from Washington Street to Bay Street. Octavia Street is a

two-way street with one travel lane in each direction. Time-limited and residential permit parking is provided on both sides of the street.

**Larkin Street** is a north-south street that runs between Beach Street and Market Street. Larkin Street is a two-way street with one travel lane in each direction. Time-limited parking and residential permit parking is provided on both sides of the street.

**Polk Street** is a north-south street that runs between Beach Street and Market Street. Polk Street is a two-way street with one travel lane in each direction. Polk Street is designated as part of Citywide Bicycle Route 25, and has Class II bike lanes between Market Street and Post Street, with sharrows (shared roadway bicycle markings) striped in both directions indicating a Class III bike route between Post Street and Union Street, and Class II bike lanes between Union Street and Beach Street. Class II bicycle facilities are striped separated bicycle lanes adjacent to the curb lane, and Class III bicycle facilities are signed routes only, where bicyclists share travel lanes with vehicles. Polk Street is a designated Neighborhood Pedestrian Network Street between O'Farrell Street and Union Street. Metered parking is provided on both sides of the street.

**Clay Street** is an east-west street that runs between Drumm Street and Arguello Boulevard. East of Van Ness Avenue, Clay Street is a one-way eastbound street with two travel lanes. Metered parking is provided on both sides of the street between Van Ness Avenue and Larkin Street. Clay Street operates as a one-way couplet with Sacramento Street operating in the westbound direction and Clay Street operating in the eastbound direction. Clay Street is designated a Neighborhood Pedestrian Connector between Fillmore Street and Van Ness Avenue, and a Neighborhood Pedestrian Network Street east of Polk Street with sidewalk widths of approximately 15 feet. Clay Street is also a designated Transit Preferential Street (Transit-Oriented).

**Sacramento Street** is an east-west street that runs between Drumm Street and Arguello Boulevard. East of Gough Street, Sacramento Street is a one-way westbound street with two travel lanes, operating as a one-way couplet with Clay Street. Metered parking is provided on both sides of the street between Van Ness Avenue and Larkin Street. West of Gough Street, Sacramento Street is a two-way street with one travel lane in each direction. Time-limited parking and residential permit parking are provided on both sides of the street. Sacramento Street is also designated a Neighborhood Pedestrian Street east of Polk Street.

**California Street** is an east-west street that runs between Drumm Street and 32nd Avenue. California Street is designated as part of Citywide Bicycle Route 310 between Polk Street and Taylor Street, featuring Class III bikeways in the vicinity of the project. California Street is also designated a Citywide and

Neighborhood Pedestrian Street east of Franklin Street. Discontinuous time limited, metered, and residential permit parking are provided on both sides of the street.

**Pine Street** is an east-west street that runs between Market Street and Presidio Avenue. Pine Street is a one-way westbound street with three travel lanes, operating as a one-way couplet with Bush Street. The San Francisco *General Plan* identifies Pine Street as a Major Arterial in the CMP network and an MTS Street. Discontinuous time-limited, metered, and residential permit parking are provided on both sides of the street. Parking restrictions along the south side of Pine Street during the weekday PM peak period provide an auxiliary travel lane.

**Bush Street** is an east-west street that runs between Market Street and Presidio Avenue. Bush Street is a one-way eastbound street with three travel lanes, operating as a one-way couplet with Pine Street. The San Francisco *General Plan* identifies Bush Street as a Major Arterial in the CMP network and an MTS Street. Discontinuous time-limited, metered, and residential permit parking are provided on both sides of the street. Parking restrictions along the north side of Bush Street during the weekday AM peak period provide an auxiliary travel lane.

**Sutter Street** is an east-west street that runs between Market Street and Presidio Avenue. East of Gough Street, Sutter Street is a one-way westbound street with three travel lanes (includes two mixed-flow lanes and one bus-only lane), operating as a one-way couplet with Post Street. West of Gough Street, Sutter Street is a two-way street with two travel lanes westbound and one travel lane eastbound between Gough Street and Webster Street, and one travel lane in each direction between Webster Street and Presidio Avenue. The San Francisco *General Plan* identifies Sutter Street as a Transit Conflict Street in the CMP network. Sutter Street is designated as part of Citywide Bicycle Route 16. Sutter Street is designated a Neighborhood Pedestrian Network Street east of Fillmore Street. Discontinuous time-limited, metered, and residential permit parking are provided on both sides of the street.

## *Intersection Operating Conditions*

The following signalized study intersections were selected for analysis (see **Figure IV.B-1**):

- Van Ness Avenue/Sacramento Street (AM and PM peak hours);
- Van Ness Avenue/California Street (AM and PM peak hours);
- Van Ness Avenue/Pine Street (AM and PM peak hours);
- Van Ness Avenue/Bush Street (AM and PM peak hours);
- Franklin Street/Sacramento Street (PM peak hour only);

- Franklin Street/California Street (PM peak hour only);
- Franklin Street/Pine Street (PM peak hour only);
- Franklin Street/Bush Street (PM peak hour only); and,
- Gough Street/Pine Street (PM peak hour only).

Existing operational conditions were evaluated for the nine intersections, all of which are signalized. Consistent with the typical approach detailed in the San Francisco Planning Department's *Transportation Impact Analysis Guidelines for Environmental Review* (herein referred to as the "*SF Guidelines*"), all nine study intersections were analyzed for the weekday PM peak hour, defined as the peak 1-hour (comprised of four consecutive 15-minute intervals) of the weekday PM peak period (4:00 PM to 6:00 PM). In addition, four of the study intersections along Van Ness Avenue were analyzed for the weekday AM peak hour, defined as the peak 1-hour (comprised of four consecutive 15-minute intervals) of the weekday AM peak period (7:00 AM to 9:00 AM). Although transportation studies in the City and County of San Francisco typically do not examine weekday AM peak hour conditions, a weekday AM peak hour analysis of intersections along Van Ness Avenue (a high-volume corridor) is warranted because the majority of trips generated by the proposed project in the weekday AM peak hour would likely be in the peak commute (outbound from the project) direction. This approach is consistent with previously completed studies in the area, including 1800 Van Ness Avenue Residential Project Transportation Study.[2]

Traffic counts for all study intersections were conducted on a typical non-holiday weekday on Tuesday, April 24, 2012, under sunny and dry weather conditions, free of any special events or roadway closures. The intersection analysis uses the 2000 *Highway Capacity Manual* (HCM) methodology, which is based on level of service (LOS).[3] The LOS methodology is a qualitative description of the performance of an intersection based on average delay per vehicle. For signalized intersections, the HCM methodology determines the capacity of each lane group approaching the intersection. The LOS is then based on average delay (in seconds per vehicle) for the various movements within the intersection. A combined weighted average delay and LOS are then presented for the intersection. Intersection LOS ranges from LOS A, which indicates free flow or excellent conditions with short delays, to LOS F, which indicates

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2 AECOM, *1800 Van Ness Avenue Residential Project Transportation Study*, prepared for San Francisco Planning Department, September 8, 2011. A copy of the report is available for review in Project File No. 2004.0339! at the Planning Department, 1650 Mission Street, 4th Floor.

3 As part of the HCM methodology, adjustments are typically made to the capacity of each intersection to account for various factors that reduce the ability of the streets to accommodate vehicles (such as the Downtown nature of the area, number of pedestrians, vehicle types, lane widths, grades, on-street parking and queues). These adjustments are performed to ensure that the LOS analysis results reflect the operating conditions that are observed in the field.

congested or overloaded conditions with extremely long delays. In San Francisco, LOS A through LOS D are considered excellent to satisfactory levels of service, and LOS E and LOS F represent unacceptable levels of service. The LOS of the study intersections under existing conditions is summarized in **Table IV.B-1, Intersection Levels of Service – Existing Conditions**.

**Table IV.B-1**
**Intersection Levels of Service – Existing Conditions**

| Intersection | Control | Weekday AM Peak Hour | | Weekday PM Peak Hour | |
|---|---|---|---|---|---|
| | | LOS | Delay | LOS | Delay |
| 1. Van Ness Avenue/Sacramento Street | Signal | C | 21.7 | B | 19.7 |
| 2. Van Ness Avenue/California Street | Signal | D | 36.1 | C | 26.1 |
| 3. Van Ness Avenue/Pine Street | Signal | D | 48.6 | **E** | **71.6** |
| 4. Van Ness Avenue/Bush Street | Signal | C | 29.5 | D | 49.5 |
| 5. Franklin Street/Sacramento Street | Signal | -- | -- | B | 17.5 |
| 6. Franklin Street/California Street | Signal | -- | -- | B | 18.6 |
| 7. Franklin Street/Pine Street | Signal | -- | -- | C | 21.5 |
| 8. Franklin Street/Bush Street | Signal | -- | -- | B | 16.4 |
| 9. Gough Street/Pine Street | Signal | -- | -- | C | 23.6 |

*Source: AECOM, 2013.*
*Notes: **Bold** indicates intersection operating at unacceptable LOS (LOS E or LOS F); "--" indicates intersection not analyzed.*

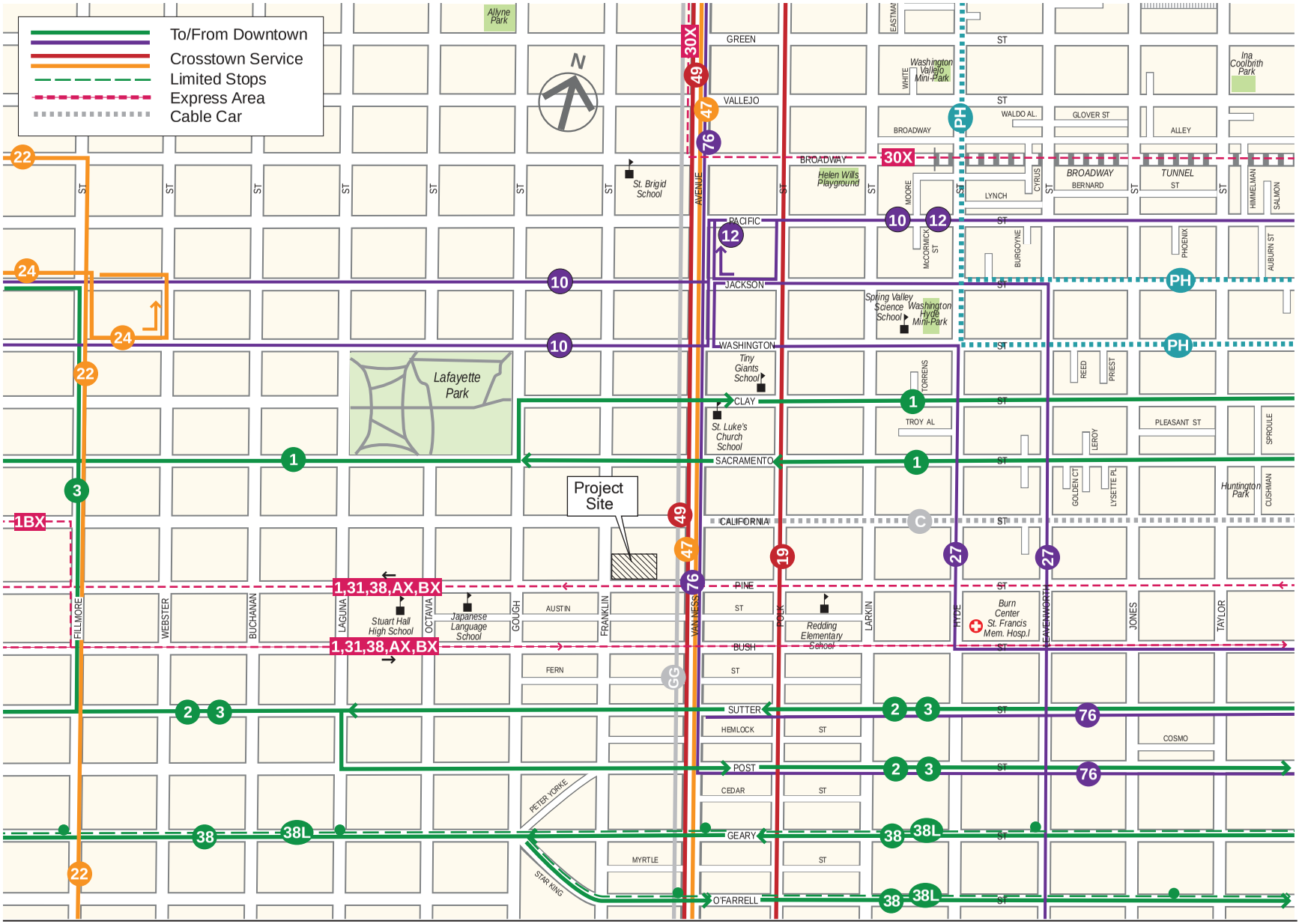
As shown in **Table IV.B-1**, the following intersection was determined to operate at an unacceptable level of service:

- Intersection No. 3. Van Ness Avenue/Pine Street (PM peak hour).

All other intersections operate at acceptable conditions (LOS D or better).

## *Transit*

The project site is served by both local and regional public transit service in the immediate vicinity. Local service is provided by San Francisco Municipal Railway (Muni) bus, cable car, and light rail lines, while regional transit service is provided by Bay Area Rapid Transit (BART) and Golden Gate Transit. **Figure IV.B-2, Transit Network – Existing Conditions,** illustrates the transit service in the vicinity of the project site.




**SOURCE:** AECOM, April 2013

FIGURE **IV.B-2**

Transit Network – Existing Conditions

**Local Transit**

Muni provides service within San Francisco, including bus (diesel and electric trolley), light rail (Metro), streetcar, and cable car lines. It should be noted that all ridership information was obtained via the San Francisco Municipal Transportation Agency's (SFMTA's) most recent ridership data collection efforts, which occurred between August 2011 and October 2011. As such, all data such as routes and headways are relative to the time of data collection, and does not consider changes to Muni service since then.

**Table IV.B-2, Muni Service in the Project Vicinity**, summarizes headways for Muni service in the immediate vicinity (within a 0.5-mile walking distance) of the project site.

**Table IV.B-2**
**Muni Service in the Project Vicinity**

| Line | Weekday Headways (minutes) | | Nearest Stop to Project Site |
|---|---|---|---|
| | AM Peak | PM Peak | |
| 1 California | 3.5 minutes | 3.5 minutes | Franklin Street/Sacramento Street |
| 2 Clement | 12 minutes | 12 minutes | Van Ness Avenue/Sutter Street |
| 3 Jackson | 12 minutes | 12 minutes | Van Ness Avenue/Sutter Street |
| 19 Polk | 15 minutes | 15 minutes | Polk Street/Pine Street |
| 27 Bryant | 15 minutes | 15 minutes | Hyde Street/Pine Street |
| 38 Geary | 6 minutes | 7.5 minutes | Van Ness Avenue/Geary Boulevard |
| 38L Geary Limited | 5.5 minutes | 5.5 minutes | Van Ness Avenue/Geary Boulevard |
| 47 Van Ness | 10 minutes | 10 minutes | Van Ness Avenue/California Street |
| 49 Van Ness/Mission | 8 minutes | 8 minutes | Van Ness Avenue/California Street |
| 76 Marin Headlands [1] | -- | -- | Van Ness Avenue/Sutter Street |
| 90 Owl [2] | -- | -- | Van Ness Avenue/California Street |
| C California | 6 minutes | 8 minutes | Van Ness Avenue/California Street |

*Source: AECOM, 2013.*
*Notes: Muni service as shown reflects headways based on January 2011 schedule. C California service as shown reflects headways based on 2008 schedule.*
[1] *Weekend service only.*
[2] *Late night service only.*

The closest transit stops to the project site are at the northwest corner of the Van Ness Avenue/Pine Street intersection (southbound 47 Van Ness and 49 Van Ness/Mission), the northeast corner of the Van Ness Avenue/California Street intersection (northbound 47 Van Ness and 49 Van Ness/Mission), and the median of California Street immediately east of Van Ness Avenue (C California). In addition to the service summarized in **Table IV.B-2**, the Bush Street/Pine Street couplet is used by Muni's Richmond Expresses (1AX/BX, 31AX/BX, and 38AX/BX), although these lines do not make any stops in the vicinity of the project site.

The capacity utilization of each line relates the maximum number of anticipated passengers per transit vehicle to the design capacity of the vehicle. The capacity per vehicle includes both seated and standing capacity, where standing capacity is between 30 and 80 percent of the seated capacity, depending on the configuration of the vehicle. For example, the capacity of a standard bus is 63 passengers. For the purposes of this analysis, lines serving similar regions are grouped into directional screenlines (northbound, southbound, eastbound, and westbound), and ridership values are obtained along each route's maximum load point (MLP). **Table IV.B-3, Directional Muni Line Capacity Analysis – Existing Conditions,** summarizes the weekday AM and PM peak hour capacity utilization and MLPs for each of the Muni bus routes that directly serve the project site.

**Table IV.B-3**
**Directional Muni Line Capacity Analysis – Existing Conditions**

| Route by Direction | Weekday AM Peak Hour | | | Weekday PM Peak Hour | | |
|---|---|---|---|---|---|---|
| | Ridership [1] | Capacity [2] | Utilization | Ridership [1] | Capacity [2] | Utilization |
| **Northbound** | | | | | | |
| 47 Van Ness | 276 | 378 | 73% | 258 | 378 | 68% |
| 49 Van Ness/Mission | 285 | 705 | 40% | 375 | 705 | 53% |
| *Subtotal* | *561* | *1,083* | *52%* | *633* | *1,083* | *58%* |
| **Southbound** | | | | | | |
| 47 Van Ness | 294 | 378 | 78% | 276 | 378 | 73% |
| 49 Van Ness/Mission | 345 | 705 | 49% | 353 | 705 | 50% |
| *Subtotal* | *639* | *1,083* | *59%* | *629* | *1,083* | *58%* |
| **Eastbound (AM Peak Hour)/Westbound (PM Peak Hour) [3]** | | | | | | |
| 1 California | 857 | 1,080 | 79% | 909 | 1,080 | 84% |
| 2 Clement | 245 | 315 | 78% | 260 | 315 | 83% |
| 3 Jackson | 240 | 315 | 76% | 210 | 315 | 67% |
| 38 Geary | 230 | 470 | 49% | 450 | 705 | 64% |
| 38L Geary Limited | 818 | 1,025 | 80% | 862 | 1,025 | 84% |
| C California | 195 | 557 | 35% | 329 | 422 | 78% |
| *Subtotal* | *2,585* | *3,762* | *69%* | *3,020* | *3,862* | *78%* |

*Source: AECOM, 2013.*

*Notes: Muni service as shown reflects headways based on January 2011 schedule. C California service as shown reflects headways based on 2008 schedule.*

[1] *Values are shown in terms of number of passengers. Ridership presented in terms of number of passengers at the Maximum Load Point with respect to the project location.*

[2] *Capacity of all Muni lines in the above routes is 63 passengers per bus with the exception of the 49 Van Ness/Mission, which operates with articulated buses (capacity of 94 passengers per bus). Cable car capacities are generally 70 passengers per cable car.*

[3] *Ridership and utilization presented for the peak direction for the relevant peak hour (eastbound AM/westbound PM).*

In accordance with Proposition E, the SFMTA Board has adopted an "85 percent" standard for transit vehicle loads (i.e., all transit vehicles should operate at or below 85 percent capacity utilization). The SFMTA Board has determined that this threshold most accurately reflects actual operations and the likelihood of "pass-ups" (i.e., vehicles not stopping to pick up more passengers).

As shown in **Table IV.B-3**, all routes serving the project would operate below the 85 percent threshold at the route maximum load point. The 1 California, 38L Geary Limited, and 2 Clement approach capacity at 84 percent, 84 percent, and 83 percent capacity utilization, respectively in the outbound (westbound) direction during the weekday PM peak hour.

***Muni Downtown Screenlines***

Some of the Muni lines serving the project area would also cross downtown screenlines. These Muni lines include the 1 California (California Corridor, Northwest Screenline), the 2 Clement/3 Jackson (Sutter/Clement Corridor, Northwest Screenline), the 19 Polk (Other, Southeast Screenline), the 38 Geary/38L Geary Limited (Geary Corridor, Northwest Screenline), and the 49 Van Ness/Mission (Mission Corridor, Southeast Screenline).

For informational purposes, ridership, capacity, and utilization of Muni lines crossing downtown screenlines are presented in **Table IV.B-4**, **Muni Downtown Screenline Analysis – Existing Conditions**, as being analyzed in the SFMTA Transit Effectiveness Project Environmental Impact Report which is discussed in more detail below.[4]

It should be noted that this and other transportation analyses examine inbound trips towards downtown during the weekday AM peak hour and outbound trips away from downtown during the weekday PM peak hour, as these represent the peak directions of travel during each peak period.

As shown in **Table IV.B-4**, all corridors and screenlines containing Muni lines serving the project area operate below the 85 percent threshold. However, the Subway Corridor (Southwest Screenline) exceeds the capacity utilization threshold in the inbound (eastbound) direction during the weekday AM peak hour.

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4 San Francisco Planning Department, *Transit Effectiveness Project Draft EIR*, July 10, 2013. This file is available at the following web link: http://www.sf-planning.org/index.aspx?page=2970#downloads.

**Table IV.B-4**
**Muni Downtown Screenline Analysis – Existing Conditions**

| Screenline/Corridor | Weekday AM Peak Hour [1] | | | Weekday PM Peak Hour [2] | | |
|---|---|---|---|---|---|---|
| | Ridership | Capacity | Utilization | Ridership | Capacity | Utilization |
| **Northeast Screenline** | | | | | | |
| Kearny/Stockton | 2,532 | 3,366 | 75% | 2,158 | 3,291 | 66% |
| Other | 439 | 1,005 | 44% | 570 | 1,078 | 53% |
| *Subtotal* | *2,971* | *4,370* | *68%* | *2,728* | *4,369* | *62%* |
| **Northwest Screenline** | | | | | | |
| Geary | 1,370 | 2,183 | 63% | 1,814 | 2,528 | 72% |
| California | 1,863 | 2,369 | 78% | 1,366 | 1,686 | 81% |
| Sutter/Clement | 485 | 630 | 77% | 470 | 630 | 75% |
| Fulton/Hayes | 1,913 | 1,470 | 81% | 965 | 1,176 | 82% |
| Balboa | 655 | 1,008 | 65% | 637 | 929 | 69% |
| *Subtotal* | *5,566* | *7,660* | *73%* | *5,252* | *6,949* | *76%* |
| **Southeast Screenline** | | | | | | |
| Third | 417 | 714 | 58% | 508 | 714 | 71% |
| Mission | 1,727 | 2,977 | 58% | 1,529 | 2,789 | 55% |
| San Bruno/Bayshore | 1,561 | 2,087 | 75% | 1,320 | 2,134 | 62% |
| Other | 1,115 | 1,596 | 70% | 1,034 | 1,712 | 60% |
| *Subtotal* | *4,819* | *7,374* | *65%* | *4,391* | *7,349* | *60%* |
| **Southwest Screenline** | | | | | | |
| Subway | **5,418** | **6,307** | **86%** | 4,598 | 6,294 | 73% |
| Haight/Noriega | 1,157 | 1,706 | 68% | 1,105 | 1,651 | 67% |
| Other | 230 | 627 | 37% | 276 | 700 | 39% |
| *Subtotal* | *6,805* | *8,639* | *79%* | *5,979* | *8,645* | *69%* |
| **Total All Screenlines** | **20,161** | **28,043** | **72%** | **18,350** | **27,312** | **67%** |

*Source: AECOM, 2013.*
*Notes: **Bold** indicates exceedance of capacity utilization policy standard.*
[1] *Inbound direction (representing highest capacity utilization).*
[2] *Outbound direction (representing highest capacity utilization).*

### *Muni's Transit Effectiveness Project*

The Transit Effectiveness Project (TEP) presents a thorough review of San Francisco's public transit system, initiated by the SFMTA in collaboration with the City Controller's Office. The TEP is aimed at improving reliability, reducing travel times, providing more frequent service, and improving Muni's overall network of bus routes and rail lines to better match current travel patterns.

The TEP recommendations, unanimously endorsed by the SFMTA Board of Directors in October 2008, include new routes and route extensions, more service on busy routes, and elimination or consolidation of certain routes or route segments with low ridership. The TEP projects would be implemented based on funding and resource availability. It is anticipated that service improvements would be rolled out in phases, with the first group implemented in fiscal year 2015 and the second group in a subsequent phase. The first group of service-related capital improvements would also be constructed beginning in fiscal year 2015. The Travel Time Reduction Projects (TTRPs) would be constructed in groups with the construction of the first group scheduled in fiscal year 2016. The TEP is currently undergoing environmental review; an Initial Study was published on February 22, 2013, and the Draft EIR was published on July 10, 2013.

The TEP proposes the following changes for lines in the vicinity of the project:

- 1AX/BX California (adjacent to the project site in the outbound direction): New stop at Van Ness Avenue to connect to Civic Center area and future Van Ness Bus Rapid Transit (BRT).
- 2 Clement: Supplemental service with trolley coaches would be added between Downtown (Sansome Street/Sutter Street) and California Street/Presidio Avenue, replacing a discontinued 3 Jackson and maintaining trunk service on Sutter Street.
- 3 Jackson: Service would be discontinued, with trunk service on Sutter Street replaced by supplemental service on the 2 Clement.
- 19 Polk: Service would be simplified in the Civic Center area and buses would terminate at San Francisco General Hospital, with service south of 24th Street replaced by a redesigned 48 Quintara/24th Street.
- 27 Bryant: Service would be extended north along Leavenworth Street and Vallejo Street to a new northern terminal at Van Ness Avenue, and would be rerouted to Folsom Street to cover discontinued segments of the 12 Folsom/Pacific, with a new southern terminal at 24th Street/Mission BART Station.
- 31AX/BX Balboa: New stop at Van Ness Avenue to connect to Civic Center area and future Van Ness Bus Rapid Transit.
- 38AX/BX Geary: New stop at Van Ness Avenue to connect to Civic Center area and future Van Ness Bus Rapid Transit.
- 38L Geary Limited: Addition of Sunday service.
- 47 Van Ness: Service along North Point Street would be eliminated (replaced by the 11 Downtown Connector), terminating at a new consolidated terminal with the 49L Van Ness Mission Limited with additional reroutes south of Market Street to improve travel time between Civic Center and Caltrain.

- 49 Van Ness/Mission: Service would be redesigned and rebranded as the 49L Van Ness/Mission Limited, making all stops along Van Ness Avenue and limited stops along Mission Street.

**Regional Transit**

**East Bay**: Transit service to and from the East Bay is provided by BART and AC Transit. BART operates regional rail transit service between the East Bay (from Pittsburg/Bay Point, Richmond, Dublin/Pleasanton, and Fremont) and San Francisco, and between San Mateo County (Millbrae and San Francisco International Airport) and San Francisco. The nearest BART station to the project site is the Civic Center Station with an entrance located on the southeast corner of the Eighth Street/Market Street intersection. AC Transit is the primary bus operator for the East Bay, including Alameda and western Contra Costa counties. AC Transit operates bus routes between the East Bay and San Francisco, all of which terminate at the Temporary Transbay Terminal, located approximately 2 miles east of the project site, at Howard Street/Beale Street, in downtown San Francisco. Supplementary ferry service to Alameda, Oakland (Jack London Square), and Vallejo is provided at the Ferry Building on Embarcadero.

**South Bay**: Transit service to and from the South Bay is provided by BART (via connection to Caltrain in Millbrae), SamTrans, and Caltrain. SamTrans provides bus service between San Mateo County and San Francisco, including bus lines that serve San Francisco and its downtown area. In general, SamTrans service to downtown San Francisco operates along Mission Street to the Temporary Transbay Terminal. Caltrain provides commuter rail passenger service between Santa Clara County and San Francisco, operating a combination of express and local service on weekdays. The San Francisco Caltrain terminal is located about 2 miles southeast of the project site at the Fourth Street/King Street intersection in the Mission Bay area.

**North Bay**: Transit service to and from the North Bay is provided by Golden Gate Transit buses and ferries. Between the North Bay (Marin and Sonoma Counties) and San Francisco, Golden Gate Transit operates a combination of commute bus routes and basic bus routes, most of which serve the Van Ness Avenue corridor or the Financial District. Golden Gate Transit also operates ferry service between the North Bay and San Francisco. During the morning and evening commute periods, ferries run between Larkspur and San Francisco and between Sausalito and San Francisco. The San Francisco terminal is located at the Ferry Building.

Golden Gate Transit buses can be accessed via stops on Van Ness Avenue at Sutter Street (northbound and southbound directions) or at Clay Street (northbound direction) and Sacramento Street (southbound direction). Three Golden Gate Transit buses currently serve the area in the weekday AM peak hour, and

five serve the area during the weekday PM peak hour, all as part of the 10, 70, 93, and 101 lines. The 10 line connects San Francisco with Mill Valley, providing one bus during the weekday AM peak hour and one bus during the weekday PM peak hour, while the 70 line connects San Francisco with Novato, providing one bus during the weekday AM peak hour and two buses during the weekday PM peak hour. Both the 10 and 70 lines are considered "basic" routes, also running outside of peak commute hours. The 93 line connects Downtown San Francisco with the Golden Gate Bridge, providing one bus during the weekday AM peak hour, while the 101 line connects San Francisco with Santa Rosa, providing two buses during the weekday PM peak hour.

All other regional transit providers can be accessed from the project site via nearby Muni bus service. The closest BART station to the site is Civic Center Station, which can be accessed by Muni's 19 Polk and is within walking distance of the 47 Van Ness and 49 Van Ness/Mission lines. Alternative BART access is provided at Montgomery Station (via the 2 Clement and 3 Jackson lines) and at Embarcadero Station (via the C California and 1 California lines). The Caltrain Station at the Fourth Street/King Street intersection can be accessed by Muni's 47 Van Ness line.

***Regional Transit Screenlines***

For informational purposes, ridership, capacity, and utilization of regional transit screenlines are summarized in **Table IV.B-5**, **Regional Transit Screenlines – Existing Conditions**, as presented in the *Transit Center District Plan Transportation Impact Study* (TCDP TIS).[5] It should be noted that the TCDP TIS and other transportation analyses only analyze inbound trips toward downtown during the weekday AM peak hour and outbound trips away from downtown during the weekday PM peak hour, as these represent the peak directions of travel.

Unlike Muni, the capacity of all regional transit operators is evaluated relative to a capacity utilization standard of 100 percent, equivalent to a full-seated load for all regional transit services except BART. BART assumes a capacity of 105 passengers per car, which is equivalent to a full-seated load plus standees.

As shown in **Table IV.B-5**, the regional transit screenlines (and each operator) operate under their capacity utilization thresholds.

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5 Environmental Science Associates, *Transit Center District Plan Transportation Impact Study*, prepared for San Francisco Planning Department, September 22, 2011. A copy of the report is available for review in Project File Nos. 2007.0558! and 2008.0789! at the Planning Department, 1650 Mission Street, 4th Floor.

**Table IV.B-5**
**Regional Transit Screenlines – Existing Conditions**

| Screenline/Operator | AM Peak Hour (Inbound) | | | PM Peak Hour (Outbound) | | |
|---|---|---|---|---|---|---|
| | Hourly Ridership | Hourly Capacity | Capacity Utilization | Hourly Ridership | Hourly Capacity | Capacity Utilization |
| **East Bay** | | | | | | |
| BART | 19,716 | 22,050 | 89% | 19,716 | 22,050 | 89% |
| AC Transit | 1,568 | 2,829 | 55% | 2,256 | 3,926 | 57% |
| Ferries | 810 | 1,170 | 69% | 805 | 1,615 | 50% |
| *Subtotal* | *22,094* | *26,049* | *85%* | *22,777* | *27,591* | *83%* |
| **North Bay** | | | | | | |
| GGT Bus | 1,330 | 2,543 | 52% | 1,384 | 2,817 | 49% |
| Ferries | 1,082 | 1,959 | 55% | 968 | 1,959 | 49% |
| *Subtotal* | *2,412* | *4,502* | *54%* | *2,352* | *4,776* | *49%* |
| **South Bay** | | | | | | |
| BART | 10,682 | 14,910 | 72% | 10,682 | 14,910 | 72% |
| Caltrain | 2,171 | 3,100 | 70% | 2,377 | 3,100 | 77% |
| SamTrans | 255 | 520 | 49% | 141 | 320 | 44% |
| Ferries | -- | -- | -- | -- | -- | -- |
| *Subtotal* | *13,108* | *18,530* | *71%* | *13,200* | *18,330* | *72%* |
| **Total All Screenlines** | **37,615** | **49,081** | **77%** | **38,330** | **50,697** | **76%** |

*Source: AECOM, 2013.*
*Notes: The analysis focuses on inbound trips towards downtown during the weekday AM peak hour and outbound trips away from downtown during the weekday PM peak hour, as these represent the peak directions of travel.*

## *Pedestrian Conditions*

All major streets in the vicinity of the project site have sidewalks and all major intersections have marked crosswalks. The sidewalks along Pine Street and Franklin Street are approximately 8 to 10 feet wide. Pedestrian countdown signals are provided at the Van Ness Avenue/Pine Street, Franklin/Pine Street, and Franklin/California Street intersections.

All street corners at the four intersections surrounding the project site feature curb ramps, but only the southeast corner at the Van Ness Avenue/Pine Street intersection and the southeast and southwest corners at the Van Ness Avenue/California Street intersection are compliant with the Americans with Disabilities Act (ADA) and feature truncated dome tiles. Generally, a moderate amount of pedestrian activity was observed during the weekday AM and PM peak periods in the vicinity of the project site (less than 200 pedestrians per hour per intersection), with the majority of pedestrian activity occurring up

and down Van Ness Avenue and at the Franklin Street/California Street intersection near the Whole Foods Market. As a result of the project's location adjacent to the Whole Foods Market, there is generally a moderate level of pedestrian activity throughout the day, with peaks occurring in the morning as people head to work, during midday as people head to and from lunch, and in the evening as people head home. During both the weekday AM and PM peak periods, the nearby sidewalk and crosswalk conditions were observed to be operating at free-flow conditions with pedestrians moving at normal walking speeds and with freedom to bypass other pedestrians. Pedestrian flow was reasonably fluid, but pedestrians were observed to change speed and position because of the presence of other people walking in either direction.

### *Bicycle Conditions*

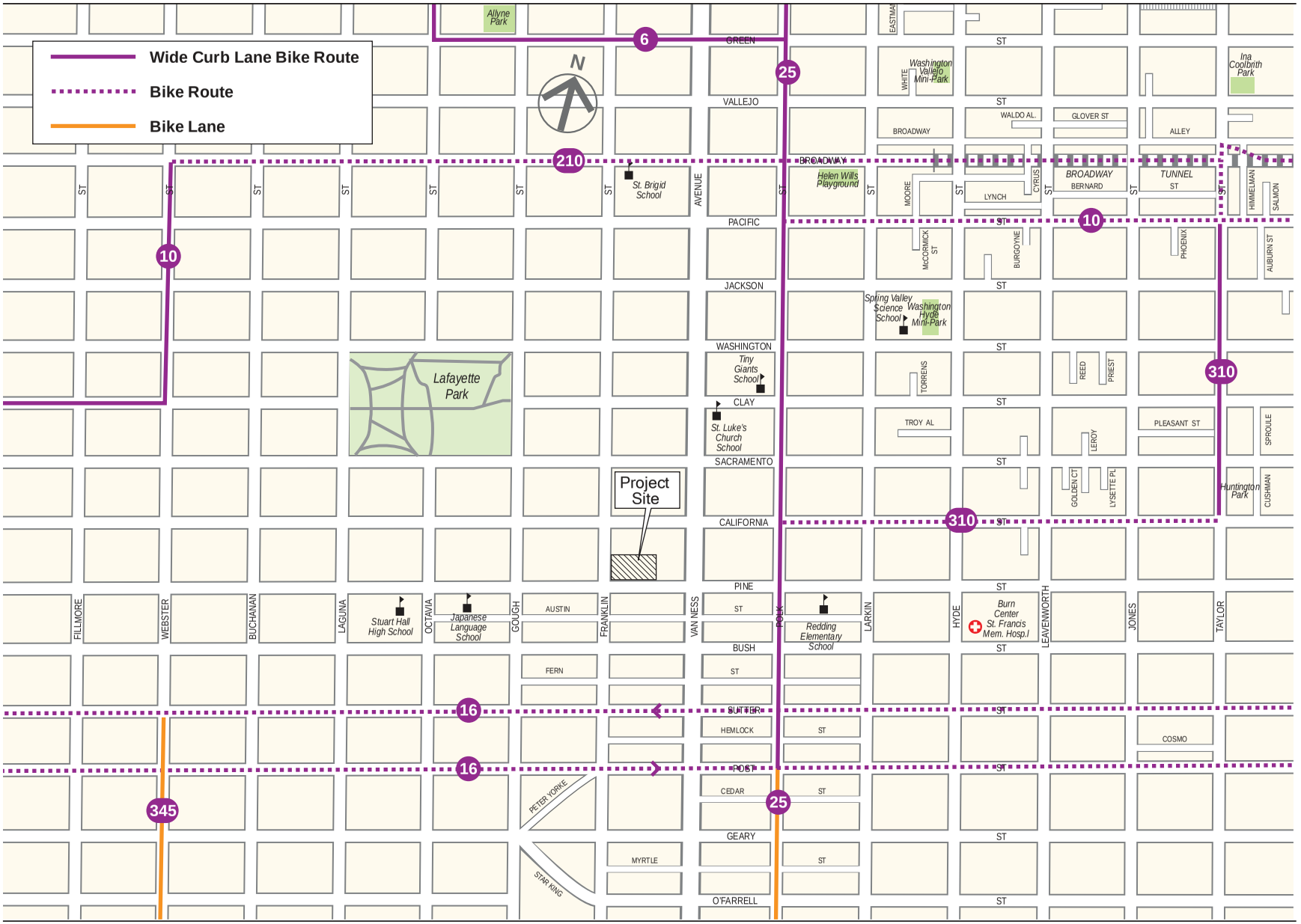
Although none are adjacent to the project site, three major Citywide Bicycle Routes are located in the vicinity of the project site, consisting of Class II and Class III bikeways. The major bicycle routes in the study area are illustrated in **Figure IV.B-3, Bicycle Network – Existing Conditions**.

**Route 16** is an east-west Class II/III bikeway that runs on Sutter Street and Post Street between Masonic Avenue and Market Street. In the immediate vicinity of the project site, Route 16 is a Class III facility (bike route), but becomes a Class II facility (bike lanes) west of Steiner Street.

**Route 25** is a major north-south Class II/III bikeway that runs on Polk Street from Market Street to Beach Street. Route 25 provides Class II facilities (bike lanes) between Market Street and Post Street, Class III (bike route) facilities (in both directions of Polk Street) between Post Street and Union Street, and Class II facilities between Union Street and Beach Street, where it connects to Route 2.

**Route 310** is an east/west Class III bikeway on California Street, from Polk Street to Taylor Street, and a north/south Class II bikeway on Taylor Street, from California Street to Pacific Avenue. Route 310 provides a connection between Route 25, Route 10, and Route 210.

During field observations, usage of individual bicycle facilities ranged from zero to 10 riders per peak hour for the established bicycle routes in the vicinity of the project site. Bicycle conditions were observed to be operating acceptably, with only minor conflicts between bicyclists, pedestrians, and vehicles, primarily at the transitions between bicycle lanes and bicycle routes. Fewer than five bicyclists were observed on streets (Franklin Street and Pine Street) adjacent to the project site. Fewer than five interactions between turning vehicles and bicyclists were observed at study intersections.




**SOURCE:** AECOM, April 2013

FIGURE **IV.B-3**

Bicycle Network – Existing Conditions

## *Loading Conditions*

Observations of existing loading conditions along Pine Street, Franklin Street, California Street, and Van Ness Avenue adjacent to the project site were conducted during the weekday morning, afternoon, and evening periods.

There are several loading zones in the vicinity of the project site. On the south side of California Street, between Franklin Street and Van Ness Avenue, there are three metered spaces designated for commercial vehicle loading between 7:00 AM and 3:00 PM, Monday through Saturday, with a 30-minute time limit. On the north side of California Street, between Franklin Street and Van Ness Avenue, two metered and two unmetered on-street parking spaces are designated passenger loading (white curb) spaces, and one metered on-street parking space is designated for commercial loading (yellow curb). No other loading spaces are provided on the roadways adjacent to the project site.

During field observations, the commercial loading (yellow curb) spaces were well utilized throughout the day, primarily by vehicles serving Whole Foods Market, and no double parking was observed. At least one metered passenger loading (white curb) space on the north side of California Street was unoccupied and generally available for passenger loading and unloading throughout the day.

## *Emergency Vehicle Access*

Currently, emergency vehicle access to the project site is provided primarily by Pine Street, with supplementary access off Franklin Street. Both streets are sufficiently wide enough to provide adequate emergency vehicle access to the site, as both streets provide approximately 50 feet of right-of-way, curb-to-curb with on-street parking provided on both sides of the street. During peak commute times, general traffic congestion throughout the project study area may result in some delay to emergency vehicle response.

## *Parking Conditions*

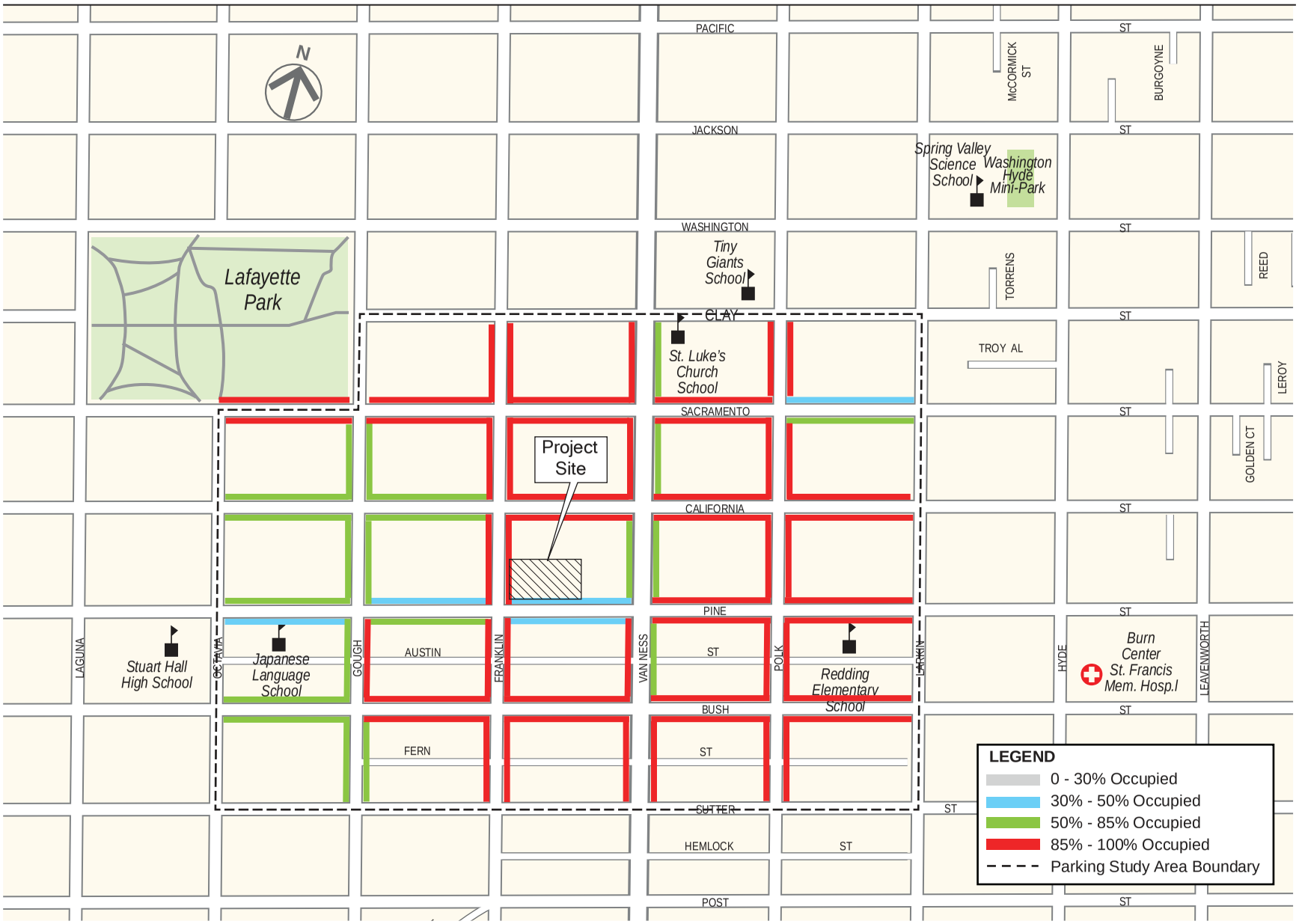
### On-Street Parking

Existing on-street parking conditions were qualitatively assessed by field observations conducted during the weekday midday and evening periods, which is representative of the peak parking demand period for retail and office land uses. Based on the field observations, it was determined that on-street parking is well utilized throughout the day, although particular occupancy percentages can vary depending on location and peak period. During the weekday midday and evening peak periods, occupancies of between 85 and 100 percent were observed on blocks within the parking study area, which is the same as the transportation study area. In the blocks adjacent to the project site, off-street parking utilization during the weekday midday peak was observed to be approximately 40 percent on Pine Street, between Franklin Street and Van Ness Avenue, 60 percent on Van Ness Avenue, between California Street and Pine Street, and between 85 and 100 percent on Franklin Street, between California Street and Pine Street. During the weekday evening peak period the off-street parking utilization in the blocks adjacent to the project site was observed to be approximately 90 percent. The existing on-street parking occupancy is illustrated in **Figure IV.B-4a, On-Street Parking Occupancy – Midday Peak Period,** and **Figure IV.B-4b, On-Street Parking Occupancy – Evening Peak Period**.

### Off-Street Parking

Within the parking study area, there are three 24-hour off-street off-site public parking facilities. The location of these facilities in relation to the project site is illustrated in **Figure IV.B-5, Public Off-Street Parking Facilities**. A survey of parking supply and occupancy at these facilities during the weekday midday and evening peak period was conducted in May 2012.

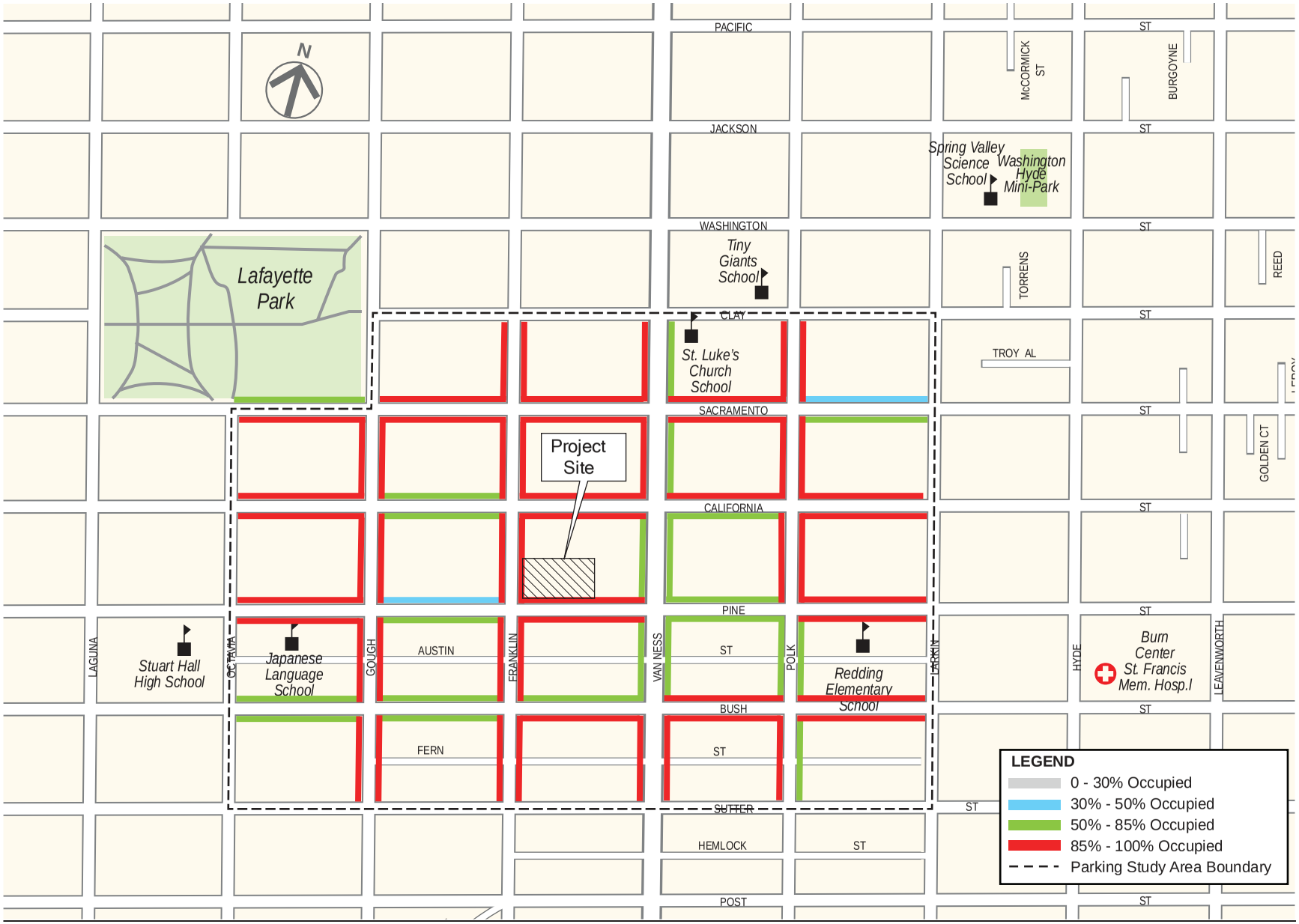
The results of this parking survey are summarized in **Table IV.B-6, Off-Street Parking Supply and Occupancy**. It should be noted that only publicly available, 24-hour off-street parking facilities are included in this study.




**SOURCE:** AECOM, April 2013

FIGURE **IV.B-4a**

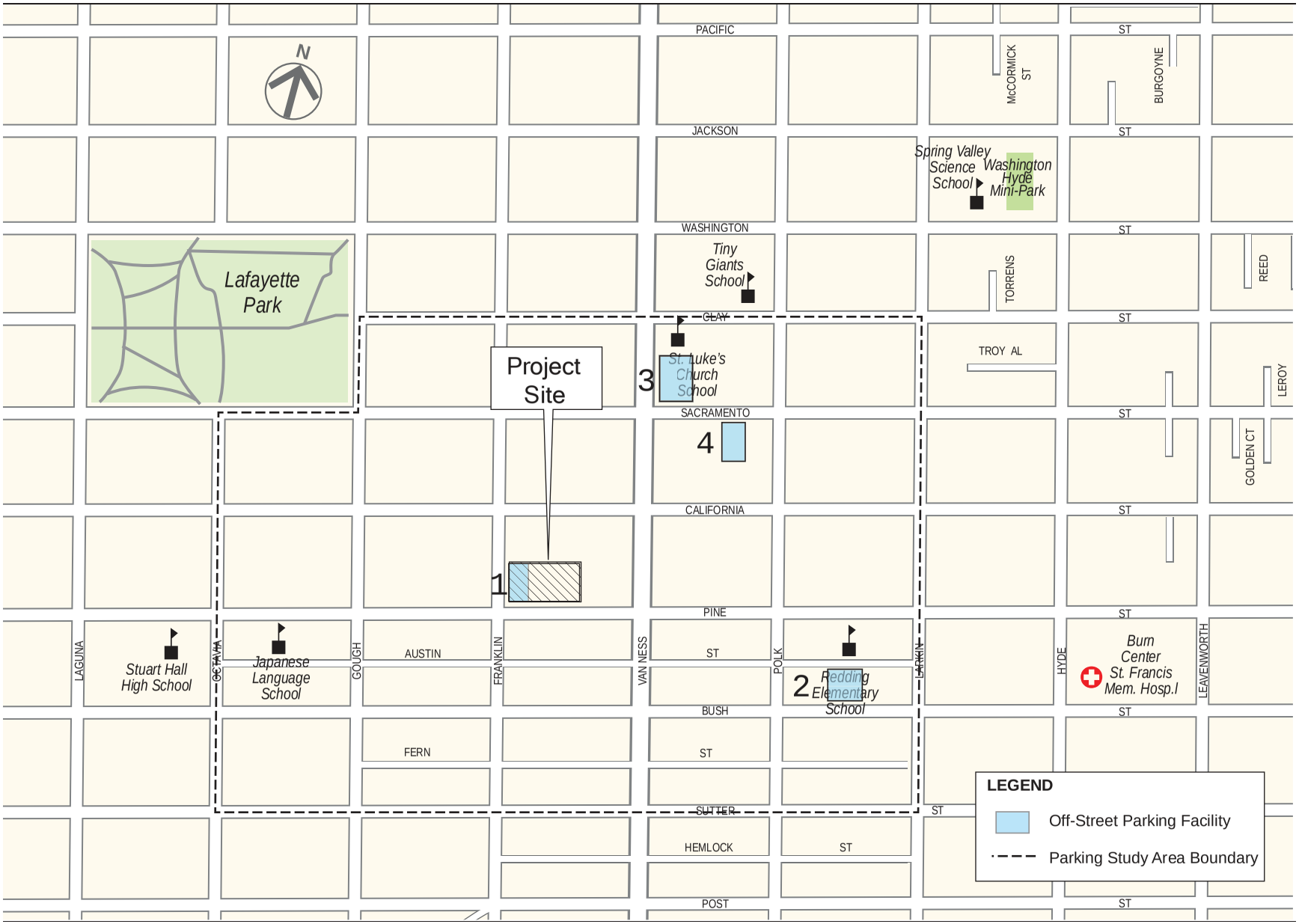
On-Street Parking Occupancy – Midday Peak Period




**SOURCE:** AECOM, April 2013

FIGURE **IV.B-4b**

# On-Street Parking Occupancy – Evening Peak Period




**SOURCE:** AECOM, April 2013

FIGURE **IV.B-5**

Public Off-Street Parking Facilities

**Table IV.B-6**
**Off-Street Parking Supply and Occupancy**

| Facility | | Weekday Midday Peak Period (1:00 PM to 3:00 PM) | | | Weekday Evening Peak Period (7:00 PM to 9:00 PM) | | |
|---|---|---|---|---|---|---|---|
| | | Supply | Occupancy | Percent Occupied | Supply | Occupancy | Percent Occupied |
| **On-Site Facility** | | | | | | | |
| 1 | Pine Street Lot [1] | 17 | 17 | 100% | 17 | 17 | 100% |
| *Subtotal* | | *17* | *14* | *100%* | *17* | *17* | *100%* |
| **Off-Site Facility** | | | | | | | |
| 2 | 1340 Bush Street Garage [2] | 100 | 65 | 65% | 100 | 40 | 40% |
| 3 | Old First Garage [3] | 80 | 80 | 100% | 80 | 64 | 80% |
| 4 | 1776 Sacramento Garage [3] | 88 | 81 | 92% | 88 | 88 | 100% |
| *Subtotal* | | *268* | *226* | *84%* | *268* | *192* | *72%* |
| **Total All Facilities** | | **285** | **243** | **85%** | **285** | **209** | **73%** |

*Source: AECOM, 2013.*
*Notes:*
[1] *Surface parking lot located on the project site. The surface parking lot (Lot 011A) includes 17 striped parking spaces. However, it should be noted that there is space to park approximately two additional vehicles in the inactive driveway facing Pine Street at the south end of the lot. During field observations, one vehicle was parked in this location.*
[2] *Garage offers monthly permit parking only.*
[3] *Facility offers valet parking where cars may be parked outside of designated spaces.*

As shown in **Table IV.B-6**, there are approximately 285 public off-street parking spaces within the parking study area, with 17 spaces located on-site and 268 spaces located off-site. Overall, average occupancy is approximately 85 percent during the weekday midday period and approximately 73 percent during the weekday PM peak period. Occupancy rates are at this average level or higher for most off-street facilities, except for the 1340 Bush Street Garage, where the average occupancy is about 65 percent during the weekday midday peak period and 40 percent during the weekday evening peak period. For certain facilities, occupancies of 100 percent were recorded as a result of valet parking, where the number of cars parked exceeds the number of striped/designated spaces. In calculating occupancy rates, the parking supply for these facilities was adjusted to match the number of valet parking spaces, resulting in occupancy rates of 100 percent.

# C. REGULATORY FRAMEWORK

## Transit-First Policy

In 1998, the San Francisco voters amended the City Charter (Charter Article 8A, Section 8A.115) to include a Transit-First Policy, which was first articulated as a City priority policy by the Board of Supervisors in 1973. The Transit-First Policy is a set of principles which underscore the City's commitment that travel by transit, bicycle, and foot 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 principles in conducting City affairs.

## San Francisco General Plan

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

## San Francisco Bicycle Plan

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

# D. IMPACTS AND MITIGATION MEASURES

## Significance Criteria

The significance criteria listed below are organized by mode to facilitate the transportation impact analysis; however, the transportation significance thresholds are essentially the same as the ones in the environmental checklist (Appendix G of the *California Environmental Quality Act [CEQA] Guidelines*), which has been adopted and modified by the San Francisco Planning Department. For the purpose of the Transportation and Circulation analysis, the following applicable thresholds were used to determine whether implementation of the proposed project would result in significant impacts:

- **Traffic –** The operational impact on signalized intersections is considered significant when project-related traffic causes the intersection level of service to deteriorate from LOS D or better to LOS E or LOS F, or from LOS E to LOS F. The operational impact on unsignalized intersections is considered potentially significant if project-related traffic causes the level of service at the worst approach to deteriorate from LOS D or better to LOS E or LOS F and signal warrants would be met, or would cause signal warrants to be met when the worst approach is already operating at LOS E or LOS F. The project may result in significant adverse impacts at intersections that operate at LOS E or LOS F under existing conditions depending upon the magnitude of the project's contribution to the worsening of the average delay per vehicle. In addition, the project would have a significant adverse impact if it would cause major traffic hazards or contribute considerably to cumulative traffic increases that would cause deterioration in levels of service to unacceptable levels.

- **Transit –** The project would have a significant effect on the environment if it would cause a substantial increase in transit demand that could not be accommodated by adjacent transit capacity, resulting in unacceptable levels of transit service; or cause a substantial increase in delays or operating costs such that significant adverse impacts on transit service levels could result.

- **Pedestrians –** The project would have a significant effect on the environment if it would result in substantial overcrowding on public sidewalks, create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility to the site and adjoining areas.

- **Bicycles –** The project would have a significant effect on the environment if it would create potentially hazardous conditions for bicyclists or otherwise substantially interfere with bicycle accessibility to the site and adjoining areas.

- **Loading –** The project would have a significant effect on the environment if it would result in a loading demand during the peak hour of loading activities that could not be accommodated within the proposed on-site loading facilities or within convenient on-street loading zones, and if it would create potentially hazardous traffic conditions or significant delays affecting traffic, transit, bicycles or pedestrians.

- **Emergency Vehicle Access –** A project would have a significant effect on the environment if it would result in inadequate emergency access.

- **Parking** – The project would have a significant effect on the environment if it would result in a substantial parking deficit that could create hazardous conditions or significant delays affecting traffic, transit, bicycles or pedestrians and where particular characteristics of the project or its site demonstrably render use of other modes infeasible.

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

## Project Travel Demand

### *Methodology*

#### Trip Generation

The person-trip generation for the project includes trips that would be made by residents and visitors of the proposed residential uses (262 dwelling units), and employees and customers of the proposed commercial uses (5,600 square feet [sf]). For purposes of the transportation impact study, it was assumed that the commercial uses would consist of retail (retail use has the highest trip generation rate among commercial uses). It was also assumed that the 91,000 sf of "other" space, which consists of residential storage and mechanical space, would not generate trips. Project trip generation rates are based on weekday daily and PM peak hour rates provided in the *SF Guidelines*. However, as this study examines four study intersections along Van Ness Avenue during the weekday AM peak hour, trip generation rates for the weekday AM peak hour were also developed. Rates for the weekday AM peak hour for residential uses were derived using a ratio comparison of the Institute of Transportation Engineers' (ITE's) Trip Generation (8th Edition) weekday AM peak hour and weekday PM peak hour rates for the land use and applying that ratio to the weekday PM peak hour *SF Guidelines* rates. For the retail land uses, the most appropriate land use comparison in ITE's Trip Generation is the "Specialty Retail" land use, as this use encompasses a variety of small retail shops such as apparel, real estate offices, florists, and small restaurants – allowing it to function as a general retail use. For this use, no weekday AM peak hour trip generation information is provided, as normal business hours for specialty retail uses tend to begin after 9:00 AM. However, for the purposes of providing a conservative analysis, trip generation associated with employees arriving at the site prior to the start of business hours is assumed. Retail-related weekday AM peak hour trip generation was calculated assuming one trip per employee, or one trip per 350 square feet of retail land use. Trip generation totals for employees are based on employee density levels per square footage as presented in the *SF Guidelines* for retail uses.

**Mode Split**

The project-generated person-trips are assigned to travel modes in order to determine the number of auto, transit, and "other" trips, where "other" includes walk, bicycle, motorcycle, taxi, and additional modes. Mode split information for residential (work/non-work) and retail (work/non-work) land uses is based on the *SF Guidelines* (Van Ness Avenue District). Average vehicle occupancy rates are based on 2000 US Census Journey-to-Work data for Census Tract 151, which contains the project site.

**Trip Distribution/Assignment**

The trips generated by the project were distributed to the four quadrants of San Francisco (Superdistricts 1, 2, 3, and 4), to destinations along the Van Ness Avenue corridor, to the East Bay, the North Bay, and the South Bay/Peninsula, based on the origin/destination of each trip. The distribution of project-generated trips was based on the Van Ness Commercial District trip distribution obtained from the *SF Guidelines*.

**Loading Demand**

Loading demand consists of the number of delivery and service vehicle-trips generated by the project, plus the number of loading spaces that would be required to accommodate the demand. The number of daily delivery/service vehicle-trips was estimated based on the size of each land use and a truck trip generation rate (specific to each land use). The number of loading spaces necessary to accommodate this demand was based on the anticipated hours of operation, turnover of loading spaces, and an hourly distribution of trips. The information and rates used in the loading demand analysis were obtained from the *SF Guidelines* for the project's land uses.

**Parking Demand**

Parking demand consists of both long-term demand (residents, employees) and short-term demand (visitors, customers). The *SF Guidelines* state that parking demand for residential uses does not account for short- and long-term demand as it does for other uses. For the project's retail uses, the long-term parking demand is calculated using the estimated number of employees and applying the mode split and average vehicle occupancy from the trip generation calculations. Short-term retail parking demand is calculated using estimated customer vehicle-trips and an average daily parking turnover rate. The project-generated parking demand was determined for the weekday midday (generally 1:00 PM to 3:00 PM) and weekday evening (generally 7:00 PM to 9:00 PM) conditions, which corresponds to the peak usage period for parking facilities.

## *Project Travel Demand*

### Trip Generation

The project site is currently occupied by a surface parking lot and five vacant commercial buildings. No vehicles were observed to enter or exit the surface parking lot during the weekday AM or PM peak periods. Therefore, as the existing uses do not currently generate a substantial level of vehicle trips during either the weekday AM or PM peak hours, it has been assumed that all trips (all modes) to be generated by the project are new trips, with no existing trip credits applied. However, since the project involves the demolition of the existing surface parking lot on the site, the existing users would need to find other places to park.

**Table IV.B-7, Trip Generation Rates**, presents the trip generation rates used for proposed uses on the project site. **Table IV.B-8, Trip Generation – Person-Trips Summary**, summarizes the travel demand estimates for the project. As shown in **Table IV.B-8**, the proposed project would generate 346 person-trips during the weekday AM peak hour and 467 person-trips during the weekday PM peak hour.

**Table IV.B-7**
**Trip Generation Rates**

| Land Use | Size | Daily Trip Generation Rate [1] | Share of Daily Trips | |
|---|---|---|---|---|
| | | | Weekday AM Peak Hour [2] | Weekday AM Peak Hour [3] |
| **Residential** | | | | |
| Studio | 24 DU | 7.5 per DU | 14.6% | 17.3% |
| 1 bedroom | 120 DU | 7.5 per DU | 14.6% | 17.3% |
| 2+ bedrooms | 118 DU | 10 per DU | 14.6% | 17.3% |
| **Retail** | | | | |
| General Retail | 5,600 sf | 150.0 trips per 1,000 sf | 1.9% | 9.0% |

*Source: AECOM, 2013.*
*Notes: DU – dwelling units; sf – square feet*
[1] *Daily trip generation rate from* SF Guidelines.
[2] *Weekday AM peak hour share of daily trips derived from weekday PM peak hour share of daily trips using conversion factors developed from ITE* Trip Generation *(8th ed.). Weekday AM peak hour trip generation for retail land uses is made up of employee trips only and is based on employee density levels per square feet (One employee per 350 square feet).*
[3] *Weekday PM peak hour share of daily trips obtained from SF Guidelines.*

**Table IV.B-8**
**Trip Generation – Person-Trips Summary**

| Land Use | Person-Trips | | | | | |
|---|---|---|---|---|---|---|
| | Weekday AM Peak Hour | | | Weekday PM Peak Hour | | |
| | In | Out | Total | In | Out | Total |
| Residential | 111 | 219 | 330 | 260 | 131 | 391 |
| Retail | 16 | 0 | 16 | 36 | 40 | 76 |
| **Total** | **127** | **219** | **346** | **296** | **171** | **467** |

*Source: AECOM, 2013.*

## Mode Split

**Table IV.B-9, Trip Generation – Person-Trips by Mode**, presents the trip generation by mode for the proposed project. As shown in **Table IV.B-9**, the majority of the project trips would be by transit (approximately 39 percent) and automobile (approximately 35 percent). The project would generate 104 vehicle trips during the weekday AM peak hour and 138 vehicle trips during the weekday PM peak hour.

**Table IV.B-9**
**Trip Generation – Person-Trips by Mode**

| Direction | Person-Trips | | | | | Vehicle Trips |
|---|---|---|---|---|---|---|
| | Auto | Transit | Walk | Other [1] | Total | |
| **Weekday AM Peak Hour** | | | | | | |
| Inbound | 35 | 48 | 41 | 3 | 127 | 30[2] |
| Outbound | 81 | 91 | 43 | 4 | 219 | 74 |
| **Total** | **116** | **139** | **84** | **7** | **346** | **104** |
| **Weekday PM Peak Hour** | | | | | | |
| Inbound | 117 | 119 | 54 | 6 | 296 | 96 |
| Outbound | 57 | 59 | 51 | 4 | 171 | 42 |
| **Total** | **174** | **178** | **105** | **10** | **467** | **138** |

*Source: AECOM, 2013.*
*Notes:*
[1] *"Other" mode includes bicycles, motorcycles, and taxis.*
[2] *Vehicle trips are less that Total Person Auto Trips as some individuals will share vehicles.*

**Trip Distribution**

**Figure IV.B-6a, Project Vehicle Trip and Transit Trip Distribution – Weekday AM Peak Hour**, and **Figure IV.B-6b, Project Vehicle Trip and Transit Trip Distribution – Weekday PM Peak Hour**, illustrates the trip distribution for the vehicle-trips and transit person-trips generated by the project during the weekday AM and PM peak hours. As shown in **Figures IV.B-6a** and **IV.B-6b**, transit trips are concentrated within San Francisco and the East Bay, where the majority of the transit service is provided, while vehicle-trips are generally more spread out throughout the region. In general, pedestrian trips would tend to stay within the vicinity of the project site.

**Loading Demand**

**Table IV.B-10, Project Loading Demand**, presents the weekday daily peak hour delivery/service vehicle-trips and loading space demand for the proposed project. As shown in **Table IV.B-10**, the project would generate approximately 10.6 delivery/service vehicle trips per day, which would result in a demand for less than one loading space during the average hour and peak hour of loading activity.

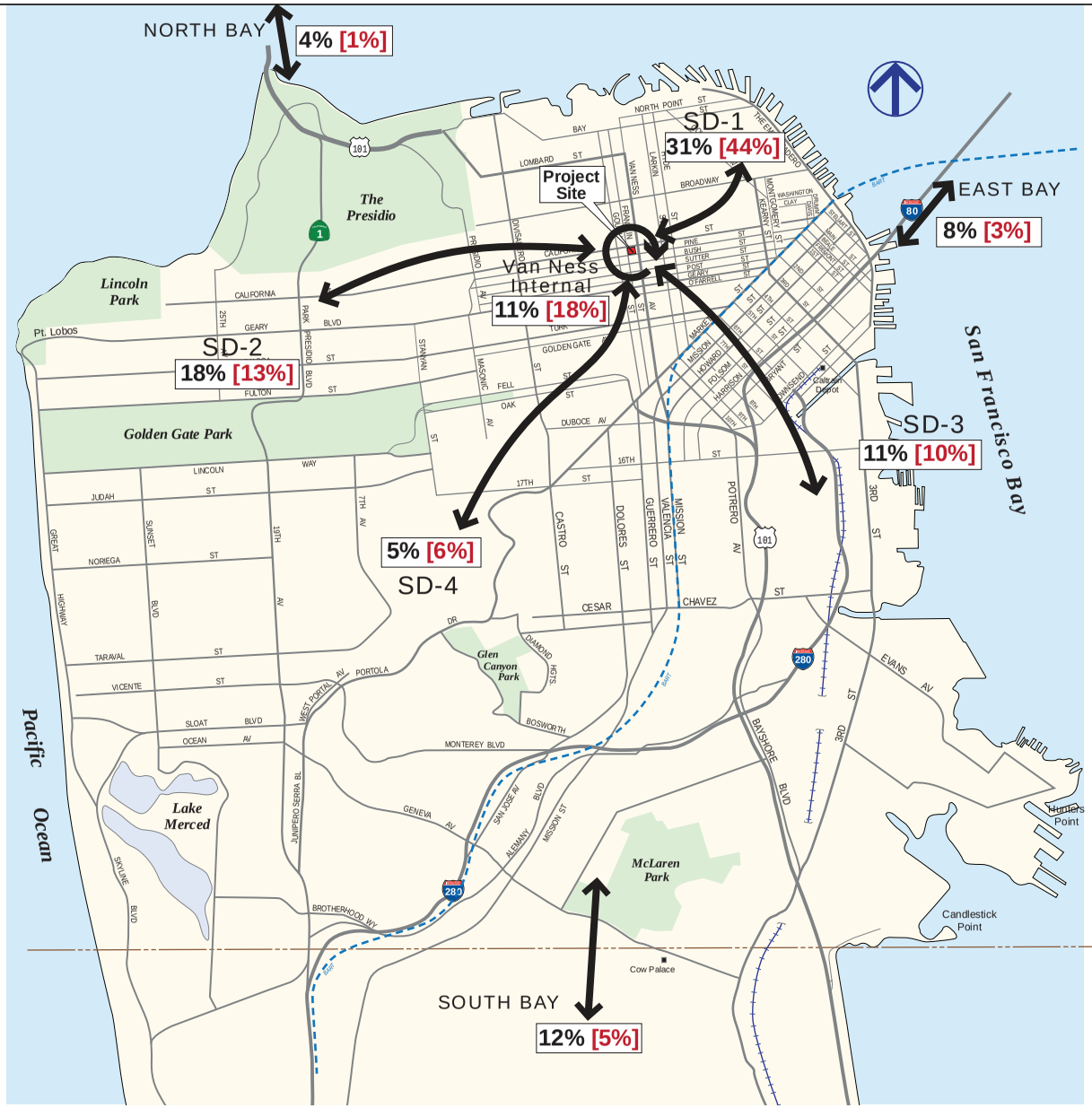
**Table IV.B-10**
**Project Loading Demand**

| Land Use | Size (Square Feet) | Delivery/Service Vehicle-Trips per Day | Loading Space Demand | |
|---|---|---|---|---|
| | | | Average Hour | Peak Hour |
| Residential | 312,440 | 9.4 | 0.4 | 0.5 |
| Retail | 5,600 | 1.2 | 0.1 | 0.1 |
| **Total** | **318,040** | **10.6** | **0.5** | **0.6** |

*Source: AECOM, 2013.*

**Parking Demand**

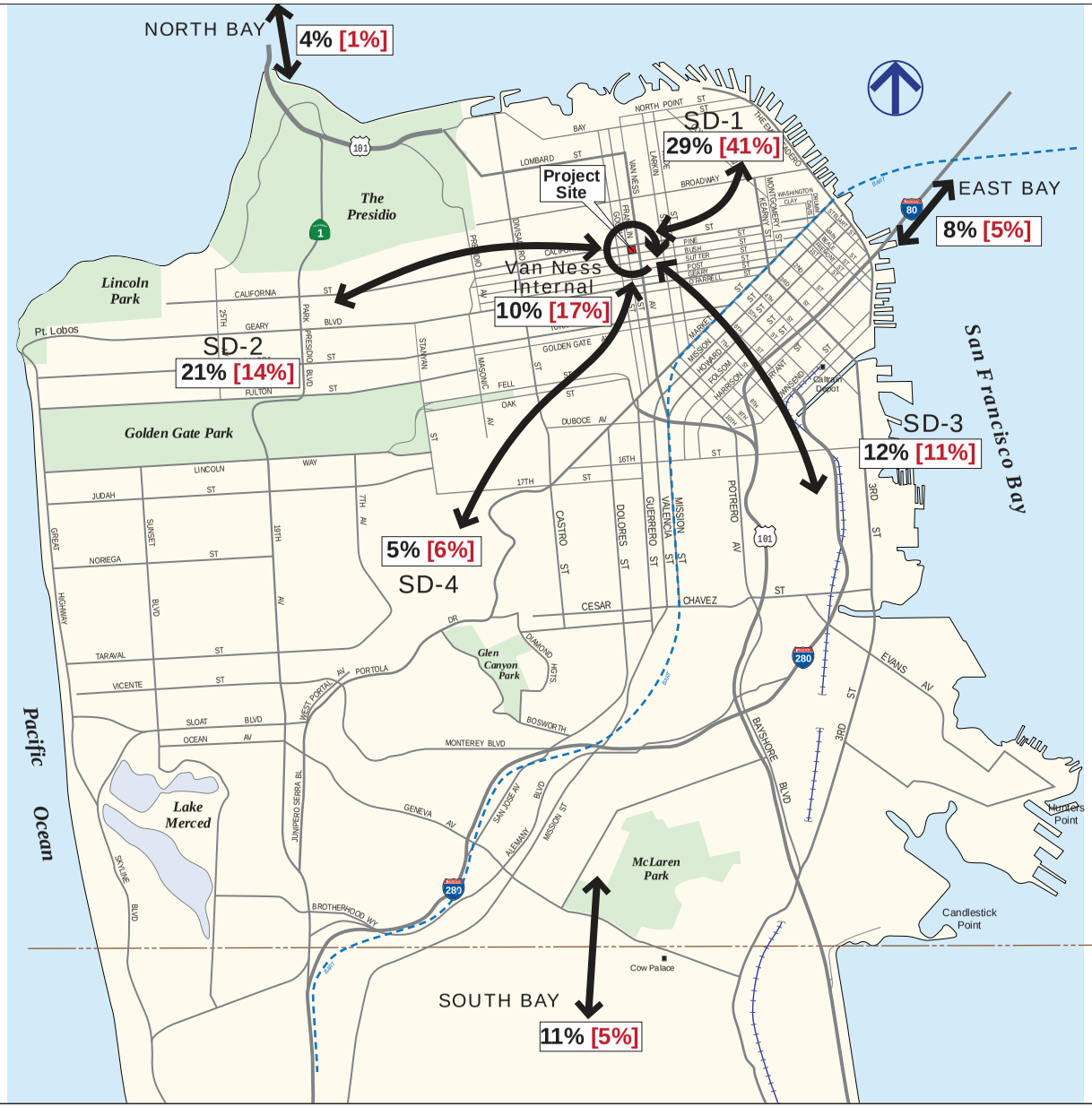
**Table IV.B-11, Project Parking Demand**, presents the weekday midday and weekday evening parking demand for the proposed project. As shown in **Table IV.B-11**, the project would generate a total weekday midday demand for 275 parking spaces (two short-term, 273 long-term) and a total weekday evening demand for 341 parking spaces (two short-term, 339 long-term).




**SOURCE:** AECOM, April 2013

FIGURE **IV.B-6a**

Project Vehicle Trip and Transit Trip Distribution – Weekday AM Peak Hour




**SOURCE:** AECOM, April 2013

FIGURE **IV.B-6b**

Project Vehicle Trip and Transit Trip Distribution – Weekday PM Peak Hour

**Table IV.B-11**
**Project Parking Demand**

| Land Use | Weekday Midday Parking Demand (spaces) | | | Weekday Evening Parking Demand (spaces) | | |
|---|---|---|---|---|---|---|
| | Short-Term | Long-Term | Total | Short-Term | Long-Term | Total |
| Residential | 0 | 268 | 268 | 0 | 335 | 335 |
| Retail | 2 | 5 | 7 | 2 | 4 | 6 |
| **Total** | **2** | **273** | **275** | **2** | **339** | **341** |

*Source: AECOM, 2013.*

## Impact Evaluation

### *Traffic Impacts*

**Impact TR-1:** **The proposed project would cause a substantial increase in traffic that would cause the level of service at the intersection of Van Ness Avenue/Pine Street to decline from LOS D to LOS E in the AM peak hour and from LOS E to F in the PM peak hour. (Significant and Unavoidable)**

The project weekday AM and PM peak hour vehicle trips (30 inbound and 74 outbound during the weekday AM peak hour, and 96 inbound and 42 outbound during the weekday PM peak hour) were added to existing traffic volumes to obtain Existing plus Project Conditions traffic volumes. Intersection LOS under Existing plus Project traffic conditions are summarized in **Table IV.B-12, Intersection Levels of Service – Existing plus Project Conditions**.

As shown in **Table IV.B-12**, the traffic added by the project would cause the level of service to decline from LOS D to LOS E in the AM peak hour and from LOS E to LOS F in the PM peak hour at the intersection of Van Ness Avenue/Pine Street. This represents a significant impact.

To mitigate project impacts at the Van Ness Avenue/Pine Street intersection, the project sponsor proposed to optimize the signal-timing plan at this intersection during the weekday AM and PM peak hours by reallocating green time (approximately three seconds) from the westbound Pine Street approach to the northbound/southbound Van Ness Avenue approaches. With implementation of the signal-timing plan, intersection operations during the weekday AM peak hour would improve to LOS D or better. The intersection would improve to LOS E during the weekday PM peak hour, and intersection average delay would improve to levels better than Existing Conditions.

**Table IV.B-12**
**Intersection Levels of Service – Existing plus Project Conditions**

| Intersection | Existing Conditions | | | | Existing plus Project Conditions | | | |
|---|---|---|---|---|---|---|---|---|
| | Weekday AM Peak Hour | | Weekday PM Peak Hour | | Weekday AM Peak Hour | | Weekday PM Peak Hour | |
| | LOS | Delay | LOS | Delay | LOS | Delay | LOS | Delay[1] (v/c) |
| 1. Van Ness Avenue/Sacramento Street | C | 21.7 | B | 19.7 | C | 21.9 | B | 19.9 |
| 2. Van Ness Avenue/California Street | D | 36.1 | C | 26.1 | D | 37.0 | C | 27.7 |
| 3. Van Ness Avenue/Pine Street | D | 48.6 | **E** | **71.6** | **E** | **56.2** | **F** | **> 80.0 (1.62)** |
| 4. Van Ness Avenue/Bush Street | C | 29.5 | D | 49.5 | C | 30.2 | D | 53.6 |
| 5. Franklin Street/Sacramento Street | -- | -- | B | 17.5 | -- | -- | B | 17.5 |
| 6. Franklin Street/California Street | -- | -- | B | 18.6 | -- | -- | B | 18.6 |
| 7. Franklin Street/Pine Street | -- | -- | C | 21.5 | -- | -- | C | 21.8 |
| 8. Franklin Street/Bush Street | -- | -- | B | 16.4 | -- | -- | B | 16.5 |
| 9. Gough Street/Pine Street | -- | -- | C | 23.6 | -- | -- | C | 23.7 |

*Source: AECOM, 2013.*
*Notes: **Bold** indicates intersection operating at unacceptable LOS (LOS E or LOS F); "--" indicates intersection not analyzed or "not acceptable."*
[1] *Delay presented in seconds per vehicle. Average delays beyond 80 seconds are shown as ">80.0" because delays above this threshold are beyond the meaningful range of the analysis methodology. At these locations, the intersection volume to-capacity (v/c) ratio is also presented.*

The SFMTA has determined the project sponsor's proposed signal timing plan to be infeasible as well as unnecessary. It is infeasible because any reallocation of green time could potentially affect the progression of westbound vehicles along Pine Street and may result in a lack of sufficient pedestrian green time to cross Pine Street. It is unnecessary because with the Van Ness Bus Rapid Transit (BRT), which is anticipated to be in effect in 2018, the northbound left-turn movement would be removed and green time would be reallocated to the southbound through movement, which would improve operations at this intersection. In lieu of implementing the signal-timing plan proposed by the project sponsor, the SFMTA will require the project sponsor to implement **Mitigation Measure M-TR-1: Payment of Fair-Share Cost of Near-Term Intersection Improvements**.

**Mitigation Measure M-TR-1: Payment of Fair-Share Cost of Near-Term Intersection Improvements**

The project sponsor shall be responsible for making a fair-share contribution to the cost of any improvement(s) at the Van Ness Avenue/Pine Street intersection deemed necessary by the San Francisco Municipal Transportation Agency in the near-term, defined as the period between Existing (2013) Conditions and implementation of the Van Ness Avenue Bus Rapid Transit Project (in 2018 or later).

It is uncertain whether the SFMTA will make any near-term physical improvements to this intersection. Therefore, this mitigation measure may not be feasible and this impact is considered significant and unavoidable.

**Impact TR-2: Vehicle queues from vehicles entering the parking garage on the project site would not encroach upon the adjacent sidewalk. (Less than Significant)**

The TIS also considered whether sufficient room was allocated for vehicles queuing to enter the proposed building's parking garage. Vehicular access to the project would be provided via the entrance to the building's garage, a 20-foot-wide driveway located at the southeast corner of the site along the Pine Street frontage of the site. As both Pine Street and Franklin Street are one-way roadways, some vehicles would be required to circle around the project's block when entering or exiting the project's garage. The proposed parking configuration includes an approximately 100-foot-deep by 20-foot-wide driveway from the street to the garage along with interior parking garage space, which is adequate for vehicle maneuvering, standing, queuing and, storage. Therefore, project-related parking activity is not expected to result in any encroachments upon sidewalk areas or adjacent properties. Although unlikely, if queues extended beyond 100 feet, they could block pedestrians along the north sidewalk of Pine Street, creating a potentially hazardous condition. While this impact is considered less than significant, **Improvement Measure I-TR-2: Abatement of Parking Queue** would minimize the potential for queues extending out onto Pine Street.

**Improvement Measure I-TR-2: Abatement of Parking Queue**

It shall be the responsibility of the owner/operator of any off-street parking facility developed on the project site 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 (destined to the parking facility) blocking any portion of any public street, alley or sidewalk for a consecutive period of 3 minutes or longer on a daily or weekly basis.

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

Suggested abatement methods include but are not limited to the following: redesign of facility to improve vehicle circulation and/or on-site queue capacity; employment of

parking attendants; installation of "LOT FULL" signs with active management by parking attendants; use of valet parking or other space-efficient parking techniques; use of off-site parking facilities or shared parking with nearby uses; use of parking occupancy sensors and signage directing drivers to available spaces; travel demand management strategies such as additional bicycle parking, customer shuttles, delivery services; and/or parking demand management strategies such as parking time limits, paid parking, time-of-day parking surcharge, or validated parking.

If the Planning Director, or his or her designee, suspects that a recurring queue is present, the Department 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 seven 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.

## *Transit Impacts*

**Impact TR-3:** **The proposed project would not cause a substantial increase in transit demand that could not be accommodated by adjacent transit capacity nor would it cause a substantial increase in delays or costs such that significant adverse impacts in transit service levels could occur. (Less than Significant)**

As shown in **Table IV.B-9**, the project would generate approximately 139 transit trips (48 inbound, 91 outbound) during the weekday AM peak hour and 178 transit trips (119 inbound, 59 outbound) during the weekday PM peak hour. Transit users associated with the proposed project would likely use the nearby Muni bus lines for local trips, and the regional lines (potentially with transfers to/from Muni) for trips outside San Francisco. Based on the transit trip distribution pattern shown in **Figure IV.B-6a and 6b**, it was estimated that of the 48 weekday AM peak hour inbound transit trips, approximately 35 project-related transit trips, would cross the local (Muni downtown) transit screenlines, and five project-related transit trips would cross the regional transit screenlines. During the weekday PM peak hour, it was estimated that of the 59 outbound transit trips, approximately 43 project-related transit trips, would cross the local (Muni downtown) transit screenlines, and six project-related transit trips would cross the regional transit screenlines. It should be noted that "regional" transit trips would utilize Muni to reach regional transit providers. As such, those trips are accounted for in the analysis of local (Muni) transit ridership. It should also be noted that the remainder of the transit trips (eight in the weekday AM peak

hour and 10 in the weekday PM peak hour) would not cross any of the Muni screenlines, as they would be confined to the Van Ness corridor.

**Local Transit (Muni) Screenlines**

Transit trips to and from the project site were proportionally split among the lines serving each directional screenline utilizing the available capacity for each directional screenline. Directional screenlines are used to examine project transit trips. The effect of project trips on Muni capacity utilization is summarized in **Table IV.B-13, Directional Muni Line Capacity Analysis – Existing plus Project Conditions**.

As shown in **Table IV.B-13**, the addition of project-generated transit trips would have a minimal effect on directional screenlines. Overall, each directional screenline would continue to operate below the established utilization threshold under Existing plus Project conditions. Project trips would represent less than 2 percent of ridership at any of the directional screenlines. Project Muni riders would likely choose to use less crowded lines to reach destinations, and would not substantially alter local transit demand in the study area.

A large percentage of project-generated transit trips with destinations in Superdistrict 3 would be likely to use the 47 Van Ness and walk to BART, or the 49 Van Ness/Mission and continue through Superdistrict 3 to the 16th Street Mission BART station. Both lines operate below capacity in the peak direction for project trips during both the AM and PM peak hours. Similarly, riders to Superdistrict 4 may choose to use the 47 Van Ness or the 49 Van Ness/Mission and transfer at Van Ness Station to Muni Metro lines. The 1 California, 38L Geary Limited, and 2 Clement operate at 84 percent, 84 percent, and 83 percent capacity, respectively, in the outbound (westbound) direction during the weekday PM peak hour under existing conditions. Transit vehicles operating on these routes may face slightly overcrowded conditions and would have limited space to accommodate more riders. However, project trips would represent less than 2 percent of ridership, and in general, capacity would be available to accommodate project-generated transit trips in all directions. Therefore, it can be concluded that Muni lines operating along the Van Ness Avenue corridor within the vicinity of the project would operate below capacity under Existing plus Project conditions.

**Table IV.B-13**
**Directional Muni Line Capacity Analysis – Existing plus Project Conditions**

| Direction [1] | Existing Conditions | | | | Existing plus Project Conditions | | | |
|---|---|---|---|---|---|---|---|---|
| | Weekday AM Peak Hour | | Weekday PM Peak Hour | | Weekday AM Peak Hour | | Weekday PM Peak Hour | |
| | Ridership [2] | Utilization [3] | Ridership [2] | Utilization [3] | Project Trips | Utilization [3] | Project Trips | Utilization [3] |
| Northbound | 561 | 52% | 633 | 58% | 19 | 54% | 20 | 60% |
| Southbound | 639 | 59% | 629 | 58% | 14 | 60% | 25 | 60% |
| Eastbound/Westbound | 2,585 | 69% | 3,020 | 78% | 45 | 70% | 57 | 80% |

*Source: AECOM, 2013.*

*Notes: **Bold** indicates exceedance of capacity utilization policy standard.*

[1] *Northbound and southbound service includes 47 Van Ness and 49 Van Ness; eastbound and westbound service includes 1 California, 2 Clement, 3 Jackson, 38 Geary, 38L Geary Limited, and C California lines. Ridership and utilization presented for the peak direction for the relevant peak hour (eastbound AM/westbound PM)*

[2] *Ridership presented in terms of number of passengers at the Maximum Load Point (MLP) with respect to the project location.*

[3] *Capacity of all Muni lines in the above routes are 63 passengers per bus, with the exception of the 49 Van Ness/Mission, which operates with articulated buses (capacity of 94 passengers per bus). Cable car capacities are generally 70 passengers per cable car.*

As discussed above, some of the Muni lines serving the project area would also cross downtown screenlines. Based on the information presented in **Table IV.B-4**, all corridors and screenlines containing Muni lines serving the project would operate below the 85 percent threshold and would be able to accommodate project-generated transit trips. The Subway Corridor (Southwest Screenline) would exceed the capacity utilization policy standard during the weekday AM peak hour. None of the Muni lines serving the project would operate on this corridor. However, some project-generated transit trips would be expected to transfer at Van Ness Station and may be destined for lines operating on this corridor. The number of project-generated trips along the Subway Corridor would not be substantial as they would represent less than 1 percent of ridership.

For the reasons given above, the addition of project-generated riders would not substantially increase the peak hour capacity of local transit (Muni) screenlines, and this impact is considered less than significant.

**Local Transit Operations in Project Vicinity**

No significant impacts to local transit operations in the project vicinity, i.e., along Van Ness Avenue, are expected as a result of the project. No bus stops would be affected by the project. Additionally, although Muni lines 1AX/BX and 31AX/BX run along Pine Street, neither the project's garage driveway nor proposed on-street loading spaces (white zone residential loading and yellow zone commercial loading) on Pine Street would be expected to affect transit operations on those lines, as vehicle queues from the project's garage would not be expected to spill back or interfere with travel on Pine Street and service vehicles serving the project site would demand less than one loading space during the average and peak hours of loading activity.

**Regional Transit Screenlines**

The majority of riders from the project site with an East Bay destination are expected to utilize the 19 Polk, 47 Van Ness, and 49 Van Ness/Mission to reach the Civic Center BART station. South Bay riders are also expected to transfer to BART at Civic Center or take the 47 Van Ness to reach the Caltrain station at the Fourth Street/King Street intersection. The majority of North Bay riders are expected to utilize Golden Gate Transit and were excluded from the Muni line analysis above. Overall project ridership on regional transit service providers during the weekday AM and PM peak hour under Existing plus Project Conditions is summarized in **Table IV.B-14, Regional Transit Screenlines – Existing plus Project Conditions**.

**Table IV.B-14**
**Regional Transit Screenlines – Existing plus Project Conditions**

| Screenline/Operator | AM Peak Hour (Inbound) | | | | PM Peak Hour (Outbound) | | | |
|---|---|---|---|---|---|---|---|---|
| | Project Trips | Hourly Ridership | Hourly Capacity | Capacity Utilization | Project Trips | Hourly Ridership | Hourly Capacity | Capacity Utilization |
| **East Bay** | | | | | | | | |
| BART | 1 | 19,717 | 22,050 | 89% | 1 | 19,717 | 22,050 | 89% |
| AC Transit | 1 | 1,569 | 2,829 | 55% | 1 | 2,257 | 3,926 | 57% |
| Ferries | 0 | 810 | 1,170 | 69% | 0 | 805 | 1,615 | 50% |
| *Subtotal* | *2* | *22,096* | *26,049* | *85%* | *2* | *22,779* | *27,591* | *83%* |
| **North Bay** | | | | | | | | |
| GGT Bus | 0 | 1,330 | 2,543 | 52% | 0 | 1,384 | 2,817 | 49% |
| Ferries | 0 | 1,082 | 1,959 | 55% | 0 | 968 | 1,959 | 49% |
| *Subtotal* | *0* | *2,412* | *4,502* | *54%* | *0* | *2,352* | *4,776* | *49%* |
| **South Bay** | | | | | | | | |
| BART | 2 | 10,684 | 14,910 | 72% | 3 | 10,685 | 14,910 | 72% |
| Caltrain | 1 | 2,172 | 3,100 | 70% | 1 | 2,378 | 3,100 | 77% |
| SamTrans | 0 | 255 | 520 | 49% | 0 | 141 | 320 | 44% |
| Ferries | -- | -- | -- | -- | -- | -- | -- | -- |
| *Subtotal* | *3* | *13,111* | *18,530* | *71%* | *4* | *13,204* | *18,330* | *72%* |
| **Total All Screenlines** | **5** | **37,620** | **49,081** | **77%** | **6** | **38,336** | **50,697** | **76%** |

*Source: AECOM, 2013.*
*Notes: The analysis focuses on inbound trips towards downtown during the weekday AM peak hour and outbound trips away from downtown during the weekday PM peak hour, as these represent the peak directions of travel.*

As shown in **Table IV.B-14**, the project, with an estimated five inbound regional transit trips during the weekday AM and six outbound regional transit trips during the PM peak hours, would have a minimal effect on ridership totals. The addition of project-generated trips would not result in a material change to capacity utilization percentages. As a result, the addition of project-generated riders would not substantially increase the peak hour capacity of regional transit screenlines, and this impact is considered less than significant.

**Regional Transit Operations in Project Vicinity**

The project is located within one block of the Van Ness Avenue corridor, which is utilized by Golden Gate Transit. No significant impacts to regional transit operations in the project vicinity are expected as a result of the project.

## *Pedestrian Impacts*

**Impact TR-4:** **The proposed project would not result in substantial overcrowding on public sidewalks, nor create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility to the project site and adjoining areas. (Less than Significant)**

Pedestrian trips generated by the project would include walk trips to and from the project site and walk trips to and from parked vehicles and transit lines. Overall, the project would add approximately 223 pedestrian trips (84 walk trips, 139 transit trips) during the weekday AM peak hour, and 284 pedestrian trips (106 walk trips, 178 transit trips) during the weekday PM peak hour. These new pedestrian trips generated by the proposed project could be accommodated on the adjacent facilities and would not substantially affect pedestrian operations on nearby sidewalks or crosswalks, given the relatively moderate volume of pedestrians currently in the vicinity of the project. Existing pedestrian activity adjacent to the proposed project garage and loading zones is relatively low, with fewer than 50 pedestrians observed using the sidewalk on the north side of Pine Street during the weekday PM peak hour. The proposed project's pedestrian trips would have a less-than-significant impact on surrounding pedestrian facilities.

The proposed entrance to the garage on the project site would utilize the existing curb cut serving buildings on Lot 8 located on the southeast corner of the project site on the Pine Street frontage. The project sponsor proposes to convert the existing curb cut on Pine Street, which currently serves the surface parking lot (Lot 11A), and the curb cut on Franklin Street to metered and time-limited on-street parking, respectively. Additionally, the project sponsor proposes to convert the curb cut serving buildings on Lot 7 to on-street commercial loading (yellow curb), subject to SFMTA and Department of Public Works (DPW) review/approval. The removal of these curb cuts would reduce the number of potential points of conflict between vehicular and pedestrian traffic. For these reasons, impacts to pedestrians would be less than significant. Nonetheless, a pedestrian improvement measure has been recommended to minimize the potential for less-than-significant conflicts between vehicles entering and existing the project site and pedestrians along Pine Street. Implementation of **Improvement Measure I-**

**TR-4a – Audible and Visual Warning Devices** recommends the installation of audible and visible warning devices to alert pedestrians of vehicles exiting the project garage.

**Improvement Measure I-TR-4a: Audible and Visual Warning Devices**

> Install audible and visible warning devices to alert pedestrians of the outbound vehicles from the parking garage.

As the project's parking garage would utilize one of the existing curb cuts on Pine Street, the project would not introduce a new potential point of conflict between vehicles entering the garage, and pedestrians. It is not expected that parking activity would result in queuing that would extend onto the sidewalk or onto Pine Street, as there is sufficient space for arriving vehicles to wait within the garage. It is unlikely, but if queues extended beyond 100 feet, they could block pedestrians along the north sidewalk of Pine Street, creating a potentially hazardous condition. While this impact is considered less than significant, the project would still be subject to **Improvement Measure I-TR-2: Abatement of Parking Queue** as discussed above. This implementation measure includes requirements to minimize the potential for queues extending out onto Pine Street.

Additionally, the project's proposed two on-street commercial loading (yellow curb) spaces and two on-street passenger loading (white curb) spaces would not introduce any new potential points of conflict between vehicles using the loading spaces, pedestrians, bicyclists, transit and traffic. This impact is less than significant. In addition, implementation of **Improvement Measure I-TR-4b: Limited Loading Hours** and **Improvement Measure I-TR-4c: Coordination of Loading Activities** would further minimize potential for conflicts.

**Improvement Measure I-TR-4b: Limited Loading Hours**

> Limit hours of retail and residential operation of the loading dock to off-peak hours to avoid peak pedestrian times (7:00 AM to 9:00 AM and 5:00 PM to 7:00 PM)

**Improvement Measure I-TR-4c: Coordination of Loading Activities**

> Schedule and coordinate loading activities through building management to spread out loading activity at the project site.

## *Bicycle Impacts*

**Impact TR-5:** **The proposed project would not create potentially hazardous conditions for bicyclists, or otherwise substantially interfere with bicycle accessibility to the project site and adjoining areas. (Less than Significant)**

**Bicycle Parking**

Section 153 of the *San Francisco Planning Code* requires that a residential project with over 50 dwelling units provide 25 bicycle spaces plus one space for every four dwelling units over 50. Based on these requirements, the proposed project would be required to provide a minimum of 78 bicycle parking spaces. As the proposed project would provide 91 bicycle parking spaces, the proposed supply would exceed San Francisco Code requirements, and impacts due to inadequate bicycle parking supply would be less than significant.

**Bicycle Operations**

The project site is located within convenient bicycling distance of the downtown. As a result, a portion of the "other" trips presented in **Table IV.B-9** would be assumed to be bicycle trips. The project would provide a total of 91 Class I bicycle parking spaces located in the project's garage on Level P1 of the building. To access the bicycle parking, bicyclists would have the option of either using the garage ramp from Pine Street or entering the building through the residential lobby and using the elevators.

As discussed above, there are multiple bicycle routes in the vicinity of the project site, the nearest being Route 25 along Polk Street, Route 16 along Sutter Street/Post Street, and Route 310 along California Street. With the current bicycle and traffic volumes on the adjacent streets, bicycle travel generally occurs without major impedances or safety problems. The project would generate up to 16 bicycle trips on surrounding streets in both the weekday AM and PM peak hours; this increase would not be substantial enough to affect overall bicycle circulation in the area or the operations of adjacent bicycle facilities. Thus, no significant bicycle impacts are expected as a result of the project. The addition of project-generated vehicular traffic would also not result in any significant impacts to bicycle conditions in the vicinity of the project site, as the project would not result in hazardous conditions for bicyclists or otherwise interfere with bicycle accessibility to the site or adjoining areas. Therefore, impacts on bicyclists would be less than significant.

## *Loading Impacts*

**Impact TR-6:** **The loading demand of the proposed project during the peak hour of loading activities could be accommodated within the existing on-site loading supply or within the existing on-street loading zones, and would not create potentially hazardous conditions. (Less than Significant)**

**Loading Supply and Demand**

Section 152 of the *San Francisco Planning Code* provides requirements for off-street loading spaces within an NC-3 zoning district. For residential uses, Section 152 states that two spaces are required for developments between 200,001 to 500,000 square feet of gross floor area. For retail uses, Section 152 states that no spaces are required for developments of 10,000 square feet of gross floor area or less.

The supply (required and proposed) of off-street freight loading spaces and the associated loading demand of the proposed project are summarized in **Table IV.B-15, Required and Proposed Loading Supply**.

**Table IV.B-15**
**Required and Proposed Loading Supply**

| Land Use | Size (Square Feet) | Demand (Spaces) | | *Planning Code* Requirement (Spaces) | Proposed Supply (Spaces) |
|---|---|---|---|---|---|
| | | Average Hour | Peak Hour | | |
| Residential | 312,440 | 0.4 | 0.5 | 2 | 0 |
| Retail | 5,600 | 0.1 | 0.1 | 0 | 0 |
| **Total** | **318,040** | **0.5** | **0.6** | **2** | **0** |

*Source: AECOM, 2013.*

As indicated in **Table IV.B-15**, the proposed project is required to provide two off-street loading spaces. However, the project sponsor proposes to meet this requirement as part of the request for PUD authorization by providing a total of two on-street commercial loading spaces (minimum of 45 feet in length and 10 feet in width). In addition, project sponsor also proposes two on-street passenger-loading spaces located on Pine Street. As the proposed project would provide adequate on-street loading spaces, impacts due to inadequate loading spaces would be less than significant.

**Loading Operations**

*Commercial Loading*

Access to the proposed on-street commercial loading (yellow curb) zone would be provided directly on Pine Street when available[6]. Other vehicles parked on-street should not present an obstacle to commercial vehicles, although vehicle conflicts would occur when trucks enter or exit the loading spaces, similar to other parked vehicles on the street.

The combination of the project's commercial loading demand of less than one space during the average and peak hours and the fact that the majority of loading activity would occur during off-peak hours make it unlikely that substantial conflicts would occur as a result of loading activities on Pine Street. This impact is considered less than significant. However, **Improvement Measure I-TR-4b: Limited Loading Hours** and **Improvement Measure I-TR-4c: Coordination of Loading Activities** would be implemented to further reduce this less-than-significant impact. Implementation of these improvement measures would spread out loading activity at the project site, thus reducing peak hour vehicle and other modes conflicts.

*Residential Move-in and Move-Out*

It is anticipated that residents would utilize the proposed on-street passenger loading (white curb) spaces located in front of the proposed residential entrance for move-in and move-out activities. Additionally, if necessary, residents would be able to utilize any available on-street loading space in the area for their move-in and move-out activities, or reserve curb parking, as permitted through the local station of the San Francisco Police Department. Typically, residential move-in and move-out activities tend to occur during off-peak times, such as in the evenings and weekends, and substantial conflicts with traffic and other modes of travel operations on Franklin Street or Pine Street would not be anticipated. This impact would be less than significant. Implementation of **Improvement Measure I-TR-4b: Limited Loading Hours** and **Improvement Measure I-TR-4c: Coordination of Loading Activities** would to further reduce this less-than-significant impact.

*Trash and Recycling Collection*

Trash would be collected inside the project's off-street parking garage in Level P1 of the building. Light-duty vehicles stored on-site, within the trash termination area, would be used to transport trash and recycling from the storage and compaction areas, up the ramp to the curbside trash collection area located

6 Availability subject to peak hour travel conditions or other conditions such as peak hours of pedestrian travel.

immediately west of the garage driveway on Pine Street on collection days. The trash termination rooms are sized to incorporate the space required for the vehicles. Building management would be responsible for depositing bins curbside and returning them to the trash termination rooms. Garbage and recycling trucks would directly access the utilities/trash collection area from the Pine Street frontage on the ground level of the building. During collection, garbage and recycling trucks could utilize the proposed commercial loading (yellow curb) zone on Pine Street, if available. Impacts due to trash and recycling collection are considered less than significant.

## *Emergency Access Impacts*

**Impact TR-7: Implementation of the proposed project would not result in inadequate emergency access. (Less than Significant)**

The project site is accessible from Pine Street and Franklin Street and the project would not make changes to Pine Street or Franklin Street that would preclude access by emergency vehicles. Overall, the project would have similar emergency vehicle access to existing conditions. Therefore, impacts to emergency vehicle access would be less than significant.

## *Parking Impacts*

**Impact TR-8: Implementation of the proposed project would not result in inadequate parking. (Less than Significant)**

Parking conditions are not static, as parking supply and demand varies from day to day, from day to night, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel. While parking conditions change over time, a substantial deficit in parking caused by a project that creates hazardous conditions or significant delays to traffic, transit, bicycles, or pedestrians could adversely affect the physical environment. Whether a deficit in parking creates such conditions will depend on the magnitude of the shortfall and the ability of drivers to change travel patterns or switch to other travel modes. If a substantial deficit in parking caused by a project creates hazardous conditions or significant delays in travel, such a condition could also result in secondary physical environmental impacts (e.g., air quality or noise impacts caused by congestion), depending on the project and its setting.

The absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service or other modes (walking and

biking), would be in keeping with the City's "Transit First" policy and numerous San Francisco *General Plan* policies, including those in the Transportation Element. The City's Transit First Policy, established in the City's Charter Article 8A, Section 8A.115, provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation."

The transportation analysis accounts for potential secondary effects, such as cars circling and looking for a parking space in areas of limited parking supply, by assuming that all drivers would attempt to find parking at or near the project site and then seek parking farther away if convenient parking is unavailable. The secondary effects of drivers searching for parking is typically offset by a reduction in vehicle trips due to others who are aware of constrained parking conditions in a given area, and thus choose to reach their destination by other modes (i.e., walking, biking, transit, taxi). If this occurs, any secondary environmental impacts that may result from a shortfall in parking in the vicinity of the proposed project would be minor, and the traffic assignments used in the transportation analysis, as well as in the associated air quality, noise and pedestrian safety analyses, would reasonably address potential secondary effects.

The parking demand for the new uses associated with the proposed project was determined based on the methodology presented in the *SF Guidelines*. On an average weekday, the demand for parking would be 275 spaces. The proposed project would provide 245 off-street spaces. Thus, as proposed, the project would have an unmet parking demand of 30 spaces. While the proposed off-street parking spaces would be less than the anticipated parking demand, the resulting parking deficit of 30 spaces would not result in a significant impact in this case. At this location, the unmet parking demand could be accommodated within existing on-street and off-street parking spaces within a reasonable distance of the project vicinity. Additionally, the project site is well served by public transit and bicycle facilities. Therefore, any unmet parking demand associated with the project would not materially affect the overall parking conditions in the project vicinity such that hazardous conditions or significant delays are created.

It should be noted that the Planning Commission has the discretion to adjust the number of on-site parking spaces included in the proposed project, typically at the time that the project entitlements are sought. In many cases the Planning Commission does not support the parking ratio proposed by the project sponsor and the ratio is substantially reduced. In some cases, particularly when the proposed project is in a transit rich area, the Planning Commission does not support the provision of any off-street parking spaces.

This is, in part, owing to the fact that the parking spaces are not 'bundled' with the residential units. In other words, residents would have the option to rent or purchase a parking space, but one would not be

automatically provided with the residential unit. Therefore, the provision of off-street parking is not a requirement for the development of the residential project, and the residential use of the proposed project would not be constrained by a lack of parking.

Here, if no off-street parking spaces were provided, the proposed project would have an unmet demand of 275 spaces. As mentioned above, the unmet parking demand of 30 spaces could be accommodated by existing facilities. The unmet demand of 275 spaces that could occur if no off-street parking is approved by the Planning Commission could not be provided by existing facilities. However, given that the proposed project site is well-served by transit and bicycle facilities, a reduction in the number of off-street parking spaces associated with the proposed project, even if no off-street spaces are provided, would not result in significant delays or hazardous conditions.

In summary, the proposed project would not result in a substantial parking deficit with or without the off-street parking currently proposed that would create hazardous conditions or significant delays affecting traffic, transit, bicycles or pedestrians. Therefore, impacts related to parking would be less than significant. To further reduce this less-than-significant impact, **Improvement Measure I-TR-9: Transportation Demand Management Program** is proposed.

**Improvement Measure I-TR-8: Transportation Demand Management Program**

> The project sponsor should establish a Transportation Demand Management program for building tenants, which could include, but would not be limited to, various elements such as carpool ridematching services, a "guaranteed ride home" program, transit passes or other commuter subsidies for employees who use alternative modes of travel, additional designated carpool/carshare spaces inside the building's garage in excess of *San Francisco Planning Code* requirements, and marketing and information distribution efforts.

**Parking Garage Operations**

The project's garage driveway along Pine Street would be located approximately 125 feet west of the Van Ness Avenue/Pine Street intersection, with a proposed curb cut measuring approximately 20 feet in width. Access to the proposed driveway would be right-turn in and right-turn out due to Pine Street being a one-way westbound roadway. As such, this would simplify the movements to and from the driveway and minimize conflicts. Driveway access would not be shared between delivery/service vehicles and vehicles using the garage's parking spaces. The provision of separate access points would eliminate the potential for conflicts between truck movements accessing the loading zone and traffic movements entering and exiting the parking structure.

The project's parking would be a self-service operation with independently accessible vehicles in a mechanical parking structure. There would be more than 10 arrays of vertical stackers, which would operate separately. Based on the operational requirements of the proposed Swiss-Park vertical parking system, it would take an estimated 2 to 3 minutes for residents to complete parking. This would include time to pull in to the garage, access the designated parking platform, pull into the parking space, exit the vehicle, and return the parking platform to the correct location.

The anticipated volume of inbound vehicles during peak activity periods would be 30 vehicles during the weekday AM peak hour and 96 vehicles during the weekday PM peak hour. Therefore, vehicles would need to park at a rate of one vehicle per every two and a half minutes during the weekday AM peak hour and one vehicle per every 40 seconds during the weekday PM peak hour in order to avoid queuing within the garage. It can be assumed that arriving vehicles would not be attempting to park in the same array (vertical stacker), and given that there is adequate space provided by the 24-foot-wide drive aisle for vehicles to bypass one another, theoretically, all 10 of the arrays could be in operation simultaneously. During the weekday PM peak hour, at least three vehicles would need to be parking at the same time in order to avoid queuing in the garage. The entrance driveway to the garage would provide approximately 100 feet of storage space, allowing as many as five vehicles to queue on the ramp without spilling back onto Pine Street. The signalized intersection of Van Ness Avenue/Pine Street located just east of the driveway location should provide adequate gap opportunities for the exiting volumes, minimizing the potential for the on-site queuing of vehicles. The same signal would also meter the flow of inbound traffic from the east. Therefore, vehicle queuing impacts of the parking garage would be less than significant. Nonetheless, implementation of **Improvement Measure I-TR-2: Abatement of Parking Queue,** discussed above, would minimize the potential for queues extending out onto Pine Street.

**Changes to On-Street Parking**

The project sponsor proposes to eliminate two of the existing curb cuts on Pine Street, and would also eliminate the existing curb cut on Franklin Street, which currently serves the vacant commercial building at 1634-1644 Pine Street (Lot 007) and the surface parking lot (Lot 11A). The existing curb cut on Franklin Street south of the Whole Foods Market parking garage entrance measures approximately 30 feet in length. This curb cut would be removed and could potentially accommodate a minimum of one new time-limited on-street parking space. The existing curb cut on Pine Street near the Franklin Street intersection currently serves the existing surface parking lot (Lot 11A) and measures approximately 18 feet in length. This curb cut would be removed and could potentially be replaced with one metered on-street parking space. This new parking space could offset the loss of one metered on-street parking space. The project sponsor proposes to eliminate three metered on-street parking spaces on Pine Street. Two of the parking spaces, located in front of the proposed residential entrance, would be converted to on-street

passenger loading (white curb) spaces. One of the parking spaces, located on the southeast corner of the project site and the adjacent 20-foot curb cut, would be converted to accommodate two on-street commercial loading (yellow curb) spaces. The project would utilize one of the existing curb cuts (20 feet wide) on the Pine Street frontage on the southeast corner of the project site for access to the garage driveway.

Conversion of curb cuts to parking spaces, including commercial spaces, would be subject to the review/approval of the SFMTA and DPW and removal of the parking spaces may require a public hearing through the SFMTA.

## *Construction Impacts*

**Impact TR-9: Construction-related transportation impacts of the proposed project would be temporary and of limited duration. (Less than Significant)**

Detailed plans for construction of the proposed project have not been finalized. However, it is anticipated that construction activities would take approximately 18 months in total. Work is expected to occur Monday through Friday from 7:00 AM to 5:00 PM. Saturday work would occur from 8:00 AM to 4:00 PM on an as-needed basis, in compliance with the San Francisco Noise Ordinance and Building Department permit conditions. The estimated construction schedule is provided below:

- Excavation and below-grade concrete: seven months;
- Above-grade structure: six months;
- Exterior roofing: one month; and
- Finishes: four months.

Construction staging would occur primarily within the confines of the project site, using portions of the frontage along both Pine Street and Franklin Street. For sidewalks along these closed frontage portions, pedestrian protection would be erected as required and flag workers would be provided, potentially occupying adjacent on-street parking spaces along both Pine Street and Franklin Street.

It is anticipated that no regular travel lanes or Muni bus stops would need to be closed or relocated during the construction period. If it is determined that travel lane closures would be needed, the lane closures would be coordinated with the City in order to minimize the impacts on local traffic. In general, lane and sidewalk closures are subject to review and approval by the Department of Public Works and the Transportation Advisory Staff Committee (TASC). The project sponsor would follow the *Regulations*

*for Working in San Francisco Streets* (The Blue Book) and would provide reimbursement to the SFMTA for installation and removal of temporary striping and signage changes required during project construction.

Estimates of truck traffic generated by construction activities are included in **Table IV.B-16, Estimate of Construction Traffic by Construction Phase**.

**Table IV.B-16**
**Estimate of Construction Traffic by Construction Phase**

| Construction Phase | Duration (months) | Daily Trips | | | |
|---|---|---|---|---|---|
| | | Tractor-Trailers, Dump Trucks, Concrete Trucks | Delivery Trucks and Vans | Personal Vehicles | Total |
| Excavation and below-grade concrete | 7 | 32 | 5 | 8 | 45 |
| Above-grade structure | 6 | 6 | 6 | 18 | 30 |
| Exterior roofing | 1 | 0 | 6 | 20 | 26 |
| Finishes | 4 | 2 | 5 | 20 | 27 |

*Source: AECOM, 2013.*

The first phase of construction, excavation and below-grade concrete, would last a total of seven months and would generate approximately 45 daily trips. All other construction phases would generate 30 daily trips or fewer. Project-related construction activity, including both construction truck traffic and additional vehicular traffic from construction workers, would be less than the traffic that would be generated by the project after buildout. It is anticipated that no regular travel lanes or Muni bus stops would need to be closed or relocated during the construction period. Although no Muni buses make stops in the vicinity of the project site, Pine Street is used by Muni's Richmond Express buses (1AX/BX, 31AX/BX, and 38AX/BX). Prior to construction, the project contractor would coordinate with Muni's Street Operations and Special Events Office to coordinate construction activities and reduce any impacts to nearby transit operators.

Throughout the construction period, there would be a flow of construction-related trucks into and out of the site. The impact of construction truck traffic would be a temporary lessening of the capacities of local streets due to the slower movement and larger turning radii of trucks. As a result, construction vehicles could result in minor congestion and conflicts with vehicles, transit, pedestrians, and bicyclists. However, project-related construction activity is not expected to substantially affect vehicular, pedestrian, and bicycle circulation, and this impact is considered less than significant due to its temporary and limited duration. Furthermore, implementation of **Improvement Measure I-TR-9a: Limited Construction Hours**

and **Improvement Measure I-TR-9b: Coordination of Construction Activities** would further reduce this less-than-significant impact.

**Improvement Measure I-TR-9a: Limited Construction Hours**

> Limit hours of construction-related traffic, including, but not limited to, truck movements, to avoid the weekday AM and PM peak hours (7:00 AM to 9:00 AM and 4:00 PM to 6:00 PM) (or other times, if approved by the San Francisco Municipal Transportation Authority).

**Improvement Measure I-TR-9b: Coordination of Construction Activities**

> Construction contractor(s) should coordinate construction activities with other potential projects that may be constructed in the vicinity of the project site (such as the Van Ness Bus Rapid Transit Project and California Pacific Medical Center Long-Range Development Plan, among others) in order to spread out truck deliveries and minimize traffic delays due to temporary street closures.

## *Cumulative Impacts*

Cumulative impacts are evaluated relative to conditions in the year 2035, and take into account planned and proposed future development growth and transportation network changes in the study area, as well as background growth in travel demand in the City and region.

**Background Growth**

Background growth in travel demand within the study area consists of both general growth in the City and region, as well as growth from all major developments in the area (See **Section IV., Environmental Setting, Impacts, and Mitigation Measures** for list of major projects)

General growth is accounted for through the use of growth factors developed from outputs from the most recent version of the San Francisco County Transportation Authority's (SFCTA) travel demand model (SF Model).

**Transportation Network Changes**

Also included in the 2035 Cumulative Conditions analysis are changes to the transportation network, including the following projects:

- The San Francisco Bicycle Plan, which would upgrade the Class III bike route along Broadway to a Class II bike lane, requiring the removal of on-street parking, and would add a northbound bicycle lane on Polk Street between Market Street and McAllister Avenue;

- The Transit Effectiveness Project (TEP), which would institute a series of substantial changes to Muni's service to streamline operations, including changes to frequencies, service hours, route alignments, and vehicle capacities; and

- Van Ness Bus Rapid Transit (BRT), which would remove one travel lane in both the northbound and southbound directions of Van Ness Avenue (as well as all left-turn pockets) in order to accommodate two transit-only lanes and a center median, with stations located on the right side of buses.

The Van Ness BRT Project was analyzed in a Final EIS/EIR that was certified by the Federal Transit Administration and the San Francisco County Transit Authority on June 27, 2013.[7] Project construction could begin as early as 2016 with revenue service beginning in 2018.

The Van Ness BRT Project includes center-running BRT with right side boarding/single median and limited left-turns. The BRT lanes would flank the center median except at stations where the BRT vehicles would transition to the center of the roadway and be protected by right side boarding platforms. This project would eliminate all left turns from Van Ness Avenue between Mission and Lombard streets with the exception of a southbound two-lane left turn at Broadway. Implementation of this project would require the removal of the northbound left-turn pockets at Van Ness Avenue/Pine Street and Van Ness Avenue/Sacramento Street, and the southbound left-turn pocket at Van Ness Avenue/Bush Street in the vicinity of the project.

With implementation of the Van Ness BRT, some drivers would be expected to change routes, or divert, from Van Ness Avenue to parallel streets due to the reduction in overall vehicle capacity, as well as the reduction of left-turn opportunities from Van Ness Avenue. The reduction in left turns on Van Ness Avenue may make the accessibility of parallel streets relatively more attractive to drivers in comparison, even at similar speeds. Drivers would likely utilize parallel facilities including Gough Street, Franklin Street, and Polk Street. For the 1634-1690 Pine Street Transportation Impact Analysis, the modeling of the redistribution of traffic along east-west streets and parallel facilities under Cumulative 2035 Conditions was undertaken in coordination with SFCTA to be consistent with the Van Ness BRT redistribution.

This cumulative analysis does not include a separate analysis scenario evaluating "without BRT project" and "with BRT project" conditions. The Van Ness BRT Project is an approved project, and is included in SFCTA's travel demand model.

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7 http://www.sfcta.org/delivering-transportation-projects/van-ness-avenue-bus-rapid-transit-home

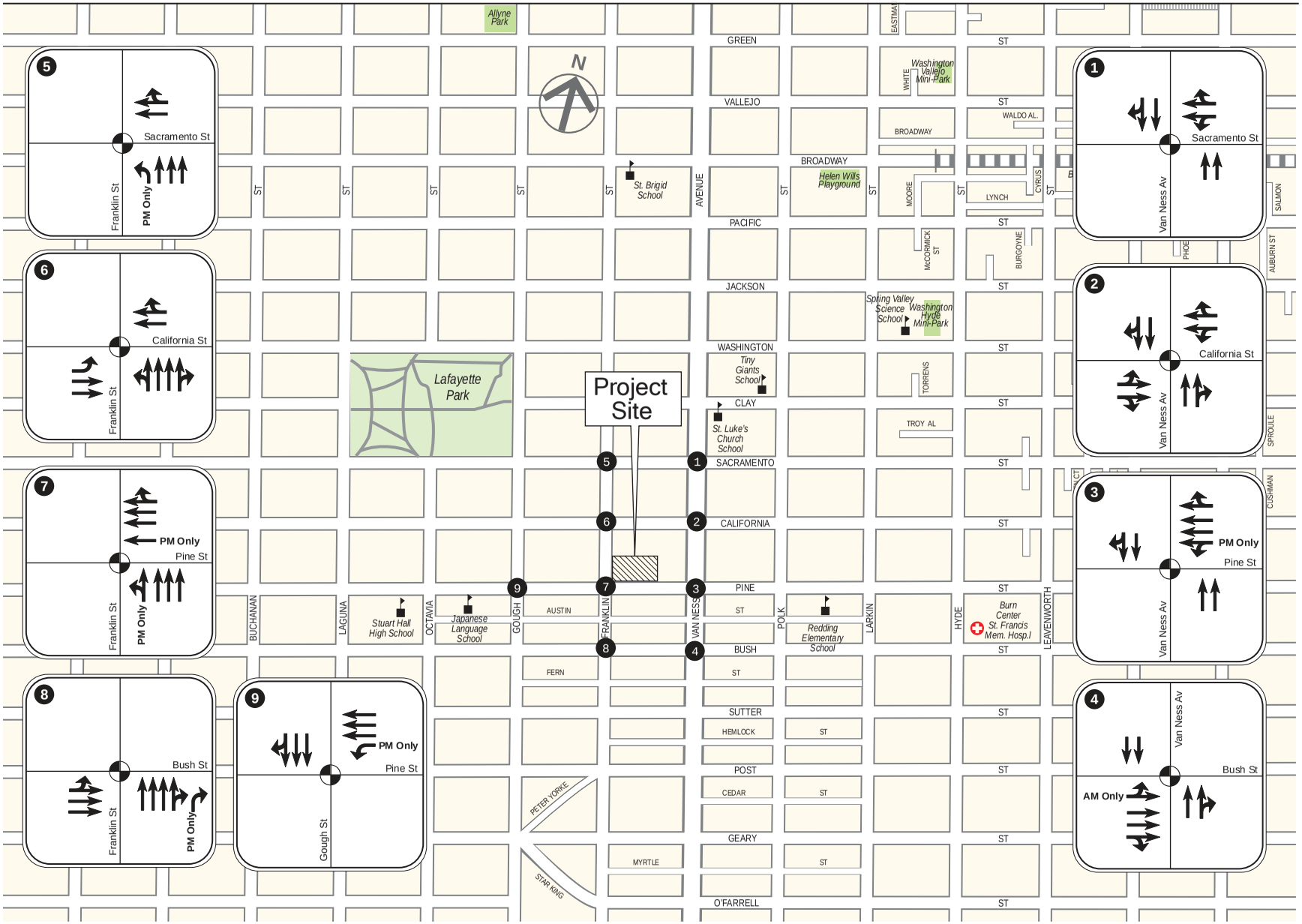
**Impact C-TR-1: The proposed project would contribute considerably to future cumulative traffic increases that would cause levels of service to deteriorate to unacceptable levels. (Significant and Unavoidable)**

The 2035 Cumulative Conditions intersection lane geometry at the study intersections is illustrated in **Figure IV.B-7, Intersection Lane Geometry – 2035 Cumulative Conditions**. The resulting 2035 Cumulative Conditions traffic volumes at the study intersections are illustrated in **Figure IV.B-8, Intersection Traffic Volumes – 2035 Cumulative Conditions**. The resulting LOS at the study intersections are summarized in **Table IV.B-17, Intersection Levels of Service – 2035 Cumulative Conditions**.

As shown in **Table IV.B-17**, all of the study intersections would operate at acceptable conditions (LOS D or better) under 2035 Cumulative Conditions.

Under 2035 Cumulative Conditions, the northbound left-turn pockets at Van Ness Avenue/Pine Street and Van Ness Avenue/Sacramento Street, and the southbound left-turn pocket at Van Ness Avenue/Bush Street would be removed, and one northbound and one southbound lane would be removed on Van Ness Avenue. As a result, vehicles would be diverted to parallel routes. Intersection operations would worsen and delay would increase at several intersections, compared to Existing Conditions. As a result of the Van Ness BRT project, the Van Ness Avenue/Pine Street intersection would improve from LOS D to LOS C during the weekday AM peak hour and from unacceptable conditions (LOS E) to acceptable conditions (LOS C) during the weekday PM peak hour. Given the uncertainty of the final design and that it is unclear if the mitigation measure would be feasible with implementation of the Van Ness BRT, the project would result in a significant and unavoidable cumulative impact at this intersection under 2035 Cumulative Conditions.

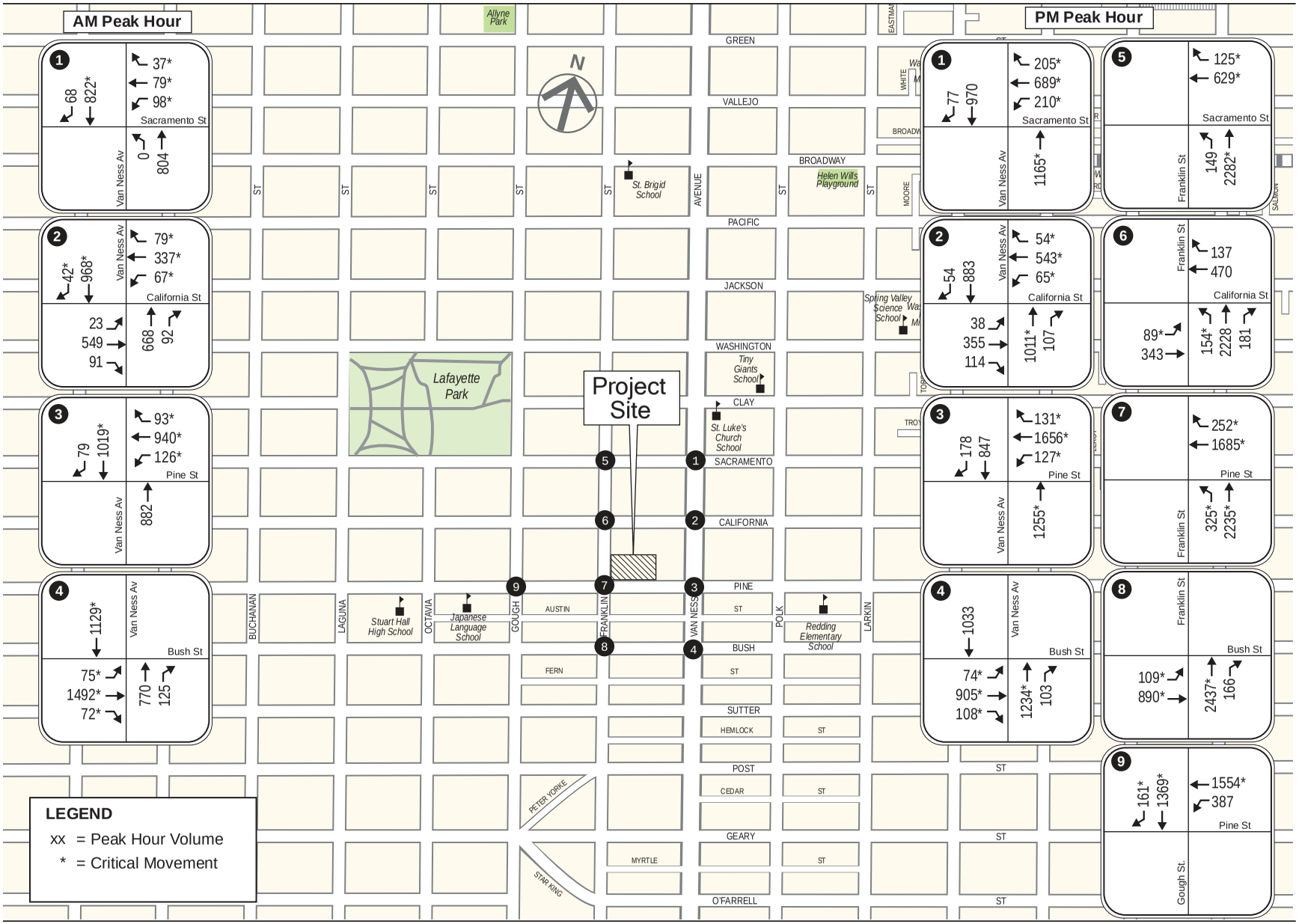
Implementation of **Mitigation Measure M-C-TR-1: Payment of Fair-Share Cost of Van Ness Avenue Bus Rapid Transit Improvements** would require the project sponsor to make a fair-share contribution for implementation of Van Ness Avenue Bus Rapid Transit at the intersection of Van Ness Avenue/Pine Street.




**SOURCE:** AECOM, April 2013

FIGURE **IV.B-7**

Intersection Lane Geometry – 2035 Cumulative Conditions




**SOURCE:** AECOM, April 2013

FIGURE **IV.B-8**

Intersection Traffic Volumes – 2035 Cumulative Conditions

**Table IV.B-17**
**Intersection Levels of Service – 2035 Cumulative Conditions**

| Intersection | Existing Conditions | | | | Existing plus Project Conditions | | | | 2035 Cumulative Conditions | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Weekday AM Peak Hour | | Weekday PM Peak Hour | | Weekday AM Peak Hour | | Weekday PM Peak Hour | | Weekday AM Peak Hour | | Weekday PM Peak Hour | |
| | LOS | Delay | LOS | LOS | LOS | Delay | LOS | Delay | LOS | Delay | LOS | Delay |
| 1. Van Ness Avenue/Sacramento Street | C | 21.7 | B | 19.7 | C | 21.9 | B | 19.9 | B | 18.6 | D | 43.4 |
| 2. Van Ness Avenue/California Street | D | 36.1 | C | 26.1 | D | 37.0 | C | 27.7 | C | 27.3 | C | 26.2 |
| 3. Van Ness Avenue/Pine Street | D | 48.3 | **E** | **71.6** | **E** | **56.2** | **F** | **> 80.0 (1.62)** | C | 21.2 | C | 32.6 |
| 4. Van Ness Avenue/Bush Street | C | 29.5 | D | 49.5 | C | 30.2 | D | 53.6 | C | 26.4 | C | 32.0 |
| 5. Franklin Street/Sacramento Street | -- | -- | B | 17.5 | -- | -- | B | 17.5 | -- | -- | C | 20.2 |
| 6. Franklin Street /California Street | -- | -- | B | 18.6 | -- | -- | B | 18.6 | -- | -- | B | 18.7 |
| 7. Franklin Street/Pine Street | -- | -- | C | 21.5 | -- | -- | C | 21.8 | -- | -- | C | 21.8 |
| 8. Franklin Street/Bush Street | -- | -- | B | 16.4 | -- | -- | B | 16.5 | -- | -- | B | 16.9 |
| 9. Gough Street/ Pine Street | -- | -- | C | 23.6 | -- | -- | C | 23.7 | -- | -- | C | 24.1 |

*Source: AECOM, 2013.*
*Notes: 2035 Cumulative Conditions analysis assumes full implementation of the Van Ness BRT Project Locally Preferred Alternative; **Bold** indicates intersection operating at unacceptable LOS (LOS E or LOS F); Volume-to-capacity ratio is provided in parenthesis at locations where delay exceeds 80.0 seconds; "--" indicates intersection not analyzed or "not acceptable."*

**Mitigation Measure M-C-TR-1: Payment of Fair-Share Cost of Van Ness Avenue Bus Rapid Transit Improvements**

The project sponsor shall be responsible for making a fair-share contribution to the cost of any Van Ness Avenue Bus Rapid Transit improvements at the intersection of Van Ness Avenue/Pine Street deemed necessary by the San Francisco Municipal Transportation Agency.

**Impact C-TR-2: The proposed project would not contribute considerably to cumulative increases in transit ridership that would cause the levels of service to deteriorate to unacceptable levels. (Less than Significant)**

Growth in transit ridership as a result of development both within and outside of the study area was used to develop 2035 Cumulative Conditions transit ridership. Foreseeable changes in transit service identified in the various short-range transit plans of each of the operators—including service area, frequency, and capacity—were also considered, as well as larger projects including the TEP and the Van Ness BRT Project. As the Van Ness BRT Project would involve substantial changes to roadway capacity in the vicinity of the project, a small shift in background travel demand in the study area from private autos to transit was assumed, consistent with mode shifts observed in the travel demand forecasts from the SF Model. A detailed description of the expected mode shifts related to the Van Ness BRT Project is provided in the *Van Ness Avenue Bus Rapid Transit Project Draft EIS/EIR*.[8]

**Muni Downtown Screenlines**

Some of the Muni lines serving the project area would also cross downtown screenlines. These Muni lines include the 1 California (California Corridor, Northwest Screenline), the 2 Clement/3 Jackson (Sutter/Clement Corridor, Northwest Screenline), the 19 Polk (Other, Southeast Screenline), the 38 Geary/38L Geary Limited (Geary Corridor, Northwest Screenline), and the 49 Van Ness/Mission (Mission Corridor, Southeast Screenline).

For informational purposes, ridership, capacity, and utilization of Muni lines crossing downtown screenlines are presented in **Table IV.B-18, Muni Downtown Screenline Analysis – 2035 Cumulative Conditions**, as being analyzed in the SFMTA Transit Effectiveness Project Environmental Review.

8 San Francisco County Transportation Authority, *Van Ness Avenue Bus Rapid Transit Project Final EIS/EIR*, July, 2013. A copy of the report is available for review at the Planning Department, 1650 Mission Street, 4th Floor.

**Table IV.B-18**
**Muni Downtown Screenline Analysis – 2035 Cumulative Conditions**

| Screenline/Corridor | Weekday AM Peak Hour [1] | | | Weekday PM Peak Hour [2] | | |
|---|---|---|---|---|---|---|
| | Ridership | Capacity | Utilization | Ridership | Capacity | Utilization |
| **Northeast Screenline** | | | | | | |
| Kearny/Stockton | 2,505 | 3,347 | 75% | 1,841 | 2,359 | 78% |
| Other | 452 | 903 | 50% | 799 | 1,218 | 66% |
| *Subtotal* | *2,957* | *4,250* | *70%* | *2,640* | *3,577* | *74%* |
| **Northwest Screenline** | | | | | | |
| Geary | 2,842 | 3,952 | 72% | 3,187 | 3,826 | 83% |
| California | 1,658 | 2,306 | 72% | 1,178 | 1,841 | 64% |
| Sutter/Clement | 271 | 630 | 43% | 513 | 630 | 81% |
| Fulton/Hayes | 1,129 | 1,470 | 77% | 1,081 | 1,386 | 78% |
| Balboa | 690 | 1,008 | 68% | 730 | 929 | 79% |
| *Subtotal* | *6,590* | *9,366* | *70%* | *6,689* | *8,611* | *78%* |
| **Southeast Screenline** | | | | | | |
| Third | 2,115 | 2,856 | 74% | 1,821 | 2,856 | 64% |
| Mission | 2,349 | 2,836 | 83% | 2,104 | 2,836 | 74% |
| San Bruno/Bayshore | **1,778** | **2,087** | **85%** | 1,739 | 2,134 | 82% |
| Other | 1,387 | 1,801 | 77% | 1,189 | 1,801 | 66% |
| *Subtotal* | *7,628* | *9,580* | *80%* | *6,854* | *9,627* | *71%* |
| **Southwest Screenline** | | | | | | |
| Subway | **5,852** | **6,522** | **90%** | 5,011 | 6,624 | 76% |
| Haight/Noriega | 1,241 | 1,554 | 80% | 1,248 | 1,554 | 80% |
| Other | 212 | 627 | 34% | 318 | 840 | 38% |
| *Subtotal* | *7,306* | *8,703* | *84%* | *6,578* | *9,018* | *73%* |
| **Total All Screenlines** | **24,481** | **31,899** | **77%** | **22,761** | **30,833** | **74%** |

*Source: AECOM, 2013.*
*Notes: **Bold** indicates exceedance of capacity utilization policy standard.*
[1] *Inbound direction (representing highest capacity utilization).*
[2] *Outbound direction (representing highest capacity utilization).*

As shown in **Table IV.B-18**, all screenlines/corridors are projected to operate under the capacity utilization threshold with the exception of the San Bruno/Bayshore Corridor (Southeast Screenline) and the Subway Corridor (Southwest Screenline), which would operate at 85 percent and 90 percent capacity utilization, respectively, in the inbound (eastbound) direction during the weekday AM peak hour. Furthermore, the aggregated capacity utilization of the Southwest Screenline would approach capacity at 84 percent capacity utilization in the inbound (eastbound) direction during the weekday AM peak hour. During the weekday PM peak hour, in the outbound (westbound) direction the Geary Corridor

(Northwest Screenline) and San Bruno/Bayshore Corridor (Southeast Screenline) would approach capacity at 83 percent and 82 percent capacity utilization, respectively.

**Local Transit Screenlines**

The Van Ness BRT analysis does not identify specific changes in headway frequencies under future conditions, but rather indicates that reductions in delays and increase in transit speed will improve reliability from existing service. Thus, the analysis of Muni lines utilizing the BRT under 2035 Cumulative Conditions presented in this report is conservative, as additional transit vehicles may eventually be added to over-capacity lines to improve service. The estimated capacity utilization for Muni lines under 2035 Cumulative Conditions is summarized in **Table IV.B-19, Directional Muni Line Capacity Analysis – 2035 Cumulative Conditions**.

As shown in **Table IV.B-19**, under 2035 Cumulative Conditions, ridership along several corridors would exceed capacity utilization thresholds during the weekday AM and weekday PM peak hour. Specifically, the following directions would not meet Muni's 85 percent capacity utilization standard under 2035 Cumulative Conditions:

- Northbound – 47 and 49: weekday AM peak hour;
- Southbound – 47 and 49: weekday AM and PM peak hours;
- Eastbound – 1, 2, 3, 38, 38L, and C: weekday AM peak hour; and
- Westbound – 1, 2, 3, 38, 38L, and C: weekday PM peak hour.

Project trips would account for a relatively small portion of the overall cumulative ridership totals in each direction. During the weekday AM and PM peak hours, project trips would represent less than 3 percent of overall ridership on lines operating above Muni's 85 percent capacity utilization standard. The project would not represent a considerable contribution to cumulative ridership in these directions. As a result, the cumulative impact of the project to transit capacity along local screen lines would be less than significant under 2035 Cumulative Conditions.

**Regional Transit Screenlines**

For informational purposes, ridership, capacity, and utilization of regional transit screenlines are summarized in **Table IV.B-20, Regional Transit Screenlines – 2035 Cumulative Conditions**.

**Table IV.B-19**
**Directional Muni Line Capacity Analysis – 2035 Cumulative Conditions**

| Direction [1] | 2035 Capacity Utilization | | | | Project Contribution | | | |
|---|---|---|---|---|---|---|---|---|
| | Weekday AM Peak Hour | | Weekday PM Peak Hour | | Weekday AM Peak Hour | | Weekday PM Peak Hour | |
| | Ridership [2] | Utilization [3] | Ridership [2] | Utilization [3] | Project Trips | Percentage | Project Trips | Percentage |
| Northbound | **1,496** | **119%** | 1,097 | 84% | 19 | 1.3% | -- | -- |
| Southbound | **1,156** | **92%** | **1,177** | **90%** | 14 | 1.2% | 25 | 2.1% |
| Eastbound/Westbound | **4,457** | **123%** | **5,362** | **148%** | 46 | 1.0% | 58 | 1.1% |

*Source: AECOM, 2013.*

*Notes: **Bold** indicates exceedance of capacity utilization policy standard; '--' indicates not applicable. Project contribution calculated for screenlines operating above 85 percent capacity.*

[1] *Northbound and southbound service includes 47 Van Ness and 49 Van Ness; eastbound and westbound service includes 1 California, 2 Clement, 3 Jackson, 38 Geary, 38L Geary Limited, and C California lines. Ridership and utilization presented for the peak direction for the relevant peak hour (eastbound AM/westbound PM)*

[2] *Ridership presented in terms of number of passengers at the Maximum Load Point (MLP) with respect to the project location.*

[3] *Capacity of all Muni lines in the above routes are 63 passengers per bus, with the exception of the 49 Van Ness/Mission, which operates with articulated buses (capacity of 94 passengers per bus). Cable car capacities are generally 70 passengers per cable car.*

**Table IV.B-20**
**Regional Transit Screenlines – 2035 Cumulative Conditions**

| Screenline/Operator | AM Peak Hour (Inbound) | | | PM Peak Hour (Outbound) | | |
|---|---|---|---|---|---|---|
| | Hourly Ridership | Hourly Capacity | Capacity Utilization | Hourly Ridership | Hourly Capacity | Capacity Utilization |
| **East Bay** | | | | | | |
| BART | 28,780 | 33,170 | 87% | 28,780 | 33,170 | 87% |
| AC Transit | 7,000 | 12,000 | 58% | 7,000 | 12,000 | 58% |
| Ferries | 4,682 | 5,940 | 79% | 5,319 | 5,940 | 90% |
| *Subtotal* | *40,462* | *51,110* | *79%* | *41,099* | *51,110* | *80%* |
| **North Bay** | | | | | | |
| GGT Bus | 1,990 | 2,543 | 78% | 2,070 | 2,817 | 73% |
| Ferries | 1,619 | 1,959 | 83% | 1,619 | 1,959 | 83% |
| *Subtotal* | *3,609* | *4,502* | *80%* | *3,689* | *4,776* | *77%* |
| **South Bay** | | | | | | |
| BART | 13,847 | 24,182 | 57% | 13,847 | 24,182 | 57% |
| Caltrain | 2,310 | 3,600 | 64% | 2,529 | 3,600 | 70% |
| SamTrans | 271 | 520 | 52% | 150 | 320 | 47% |
| Ferries | 59 | 200 | 30% | 59 | 200 | 30% |
| *Subtotal* | *16,487* | *28,502* | *58%* | *16,585* | *28,302* | *59%* |
| **Total All Screenlines** | **60,558** | **84,114** | **72%** | **61,373** | **60,558** | **73%** |

*Source: AECOM, 2013.*
*Notes: The analysis focuses on inbound trips towards downtown during the weekday AM peak hour and outbound trips away from downtown during the weekday PM peak hour, as these represent the peak directions of travel.*

It should be noted that this and other transportation analyses examine inbound trips towards downtown during the weekday AM peak hour and outbound trips away from downtown during the weekday PM peak hour, as these represent the peak directions of travel during each peak period.

Unlike Muni, the capacity of all regional transit operators is evaluated relative to a capacity utilization standard of 100 percent, equivalent to a full-seated load for all regional transit services except BART. BART assumes a capacity of 105 passengers per car, which is equivalent to a full-seated load plus standees.

As shown in **Table IV.B-20**, the regional transit screenlines (and each operator) are projected to operate under their capacity utilization thresholds.

The project is expected to have a minimal effect on ridership totals for regional transit operations. The project is projected to generate 13 regional transit trips (five inbound and eight outbound) during the

weekday AM peak hour and 17 regional transit trips (11 inbound and six outbound) during the weekday PM peak hour. In total, the project would generate one transit trip during the weekday AM peak hour and one transit trip during the weekday PM peak hour to and from the North Bay, which could be accommodated by the three buses provided by Golden Gate Transit during the weekday AM peak hour, and five buses provided during the weekday PM peak hour. In total, the project would generate five trips to and from the East Bay during the weekday AM peak hour, and six trips during the weekday PM peak hour. The project would generate seven transit trips to and from the South Bay during the weekday AM peak hour, and 10 transit trips during the weekday PM peak hour. This level of ridership increase is not expected to result in a substantial effect on regional transit providers serving the North Bay, East Bay, South Bay, or Peninsula. The addition of project-generated regional transit trips would not result in a substantial change to capacity utilization percentages. As a result, the project would not represent a considerable contribution to cumulative ridership in these directions. Therefore, the cumulative impact of the project to transit capacity along regional screenlines would be less than significant under 2035 Cumulative Conditions.

**Impact C-TR-3: The proposed project when combined with other nearby proposed projects would not result in cumulative impacts to pedestrian and bicycle circulation, loading operations, emergency access, or parking. (Less than Significant)**

Pedestrian and bicycle trips generated by the project and other major proposed projects with 0.25 mile of the project site would include walk and bicycle trips to and from each site. The new pedestrian and bicycle trips generated by the proposed project and other major projects could be accommodated on the adjacent pedestrian and bicycle facilities and would not result in negative effects to pedestrian and bicycle circulation in the vicinity of the project. In addition, loading operations at the proposed project would not combine with loading operations at other nearby major proposed projects to create potentially hazardous conditions, as the nearest major project (1545 Pine Street) is located one block to the east on the opposite side of Van Ness Avenue. Furthermore, the proposed project and other nearby major proposed projects would not make changes to nearby streets that would preclude access by emergency vehicles.

The parking demand of the proposed project would be served by the parking spaces provided in the on-site garage as well as available capacity in nearby garages and by on-street parking. If the project were to include no off-street parking, the unmet parking demand would not result in hazardous conditions or significant delays. Similarly, other major proposed projects in the project vicinity will be required to provide parking consistent with the Planning Code as well as implement Transportation Demand Management programs to minimize vehicle trips (and associated parking demand) consistent with the City's Transit First policy, and in combination with the proposed project would not result in hazardous conditions or significant delays.

Implementation of **Improvement Measure I-TR-4a: Audible and Visual Warning Devices** would minimize the potential for conflicts between vehicles entering and existing the project site and pedestrians along Pine Street. In addition, **Improvement Measures I-TR-4b: Loading Hours,** and **I-TR-4c: Schedule and Coordination,** would further minimize potential for conflicts during loading operations. Finally, **Improvement Measure I-TR-8: Transportation Demand Management Program** would further reduce the project's demand for parking. Therefore, the cumulative impacts of the proposed projects with regard to pedestrian and bicycle circulation, loading operations, emergency access and parking would be less than significant.

**Impact C-TR-4:** **The construction impacts of the proposed project when combined with the construction impacts of other nearby proposed projects would not result in a significant cumulative impact due to the temporary and limited duration of the construction of the proposed project and nearby projects. (Less than Significant)**

The construction of the proposed project may overlap with the construction of other major proposed projects in the area, which are all located within 0.25 mile of the project site. Construction associated with these projects would affect access, traffic, and pedestrians. The construction manager for each project would work with the various departments of the City to develop a detailed and coordinated plan that would address construction vehicle routing, traffic control, and pedestrian movement adjacent to the construction area for the duration of any overlap in construction activity.

The cumulative impacts of multiple nearby construction projects would not be significant, as the construction would be of temporary duration, and the proposed project would implement **Improvement Measure I-TR-9a: Limited Construction Hours** and **Improvement Measure I-TR-9b: Coordination of Construction Activities**. Therefore, the cumulative impact would not be significant.

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# IV.C. WIND

## A. INTRODUCTION

This subsection describes the proposed project's impacts on ground-level wind currents at various locations on the project site and in the vicinity. The Setting discussion includes a general description of the wind environment in San Francisco; existing wind conditions on the project site; and a discussion of regulations related to the review of wind impacts from proposed development projects. The Impacts discussion describes significance criteria for determining if wind impacts are significant under the California Environmental Quality Act (CEQA); the wind impacts of the proposed project and cumulative development projects; and improvement measures. The discussion of wind impacts in this subsection is supported by a wind tunnel report prepared by the wind consultant for the proposed project.[1]

## B. ENVIRONMENTAL SETTING

### Existing Climate and Wind Conditions in San Francisco

Average winds speeds in San Francisco are the highest in the summer and lowest in the winter. However, the strongest peak winds occur in the winter. The highest average wind speeds occur in mid-afternoon and the lowest in the early morning. Westerly to northwesterly winds are the most frequent and strongest winds during all seasons. Of the 16 primary wind directions, four have the greatest frequency of occurrence and subsequently make up the majority of the strong winds that occur. These winds include the northwest, west-northwest, west, and west-southwest winds.

Data for San Francisco describing the speed, direction, and frequency of occurrence of winds were gathered at the old San Francisco Federal Building at 50 United Nations Plaza (at a height of 132 feet) during the six-year period, 1945 to 1950. Measurements taken hourly and averaged over 1-minute periods were tabulated for each month (averaged over the six years) in 3-hour periods using seven classes of wind speed and 16 compass directions. Analysis of these data shows that during the hours from 6:00 AM to 8:00 PM, about 70 percent of all winds blow from five of the 16 directions as follows:

- Northwest (NW), 10 percent;
- West-Northwest (WNW), 14 percent;

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1 Environmental Science Associates, *Technical Memorandum for Potential Section 148 Wind Impacts, Proposed 1634 Pine Street Development, San Francisco, California*, prepared for San Francisco Planning Department, December 6, 2012. A copy of the report is available for review in File No. 2011.1306E at the Planning Department, 1650 Mission Street, Suite 400.

- West (W), 35 percent;
- West-Southwest (WSW), 2 percent;
- Southwest (SW), 9 percent; and
- all other winds, 28 percent.

Calm conditions occur 2 percent of the time. More than 90 percent of measured winds over 13 miles per hour (mph) blow from these directions.

## Wind Speed and Pedestrian Comfort

The comfort[2] of pedestrians varies under different conditions of sun exposure, temperature, clothing, and wind speed. Winds up to 4 mph have no noticeable effect on pedestrian comfort. With speeds from 4 to 8 mph, wind is felt on the face. Winds from 8 to 13 mph will disturb hair, cause clothing to flap, and extend a light flag mounted on a pole. Winds from 13 to 19 mph will raise loose paper, dust, and dry soil, and will disarrange hair. For winds from 19 to 26 mph, the force of the wind will be felt on the body. With 26 to 34 mph winds, umbrellas are used with difficulty, hair is blown straight, there is difficulty in walking steadily, and wind noise is unpleasant. Winds over 34 mph increase difficulty with balance and gusts can blow people over.

## Existing Wind Conditions in the Vicinity of the Project Site

The existing setting consists of the buildings now in the vicinity of the project site. Upwind development in the vicinity is characterized by low and mid-rise structures and scattered high-rise towers on the steep hillside capped by Lafayette Park. In terms of affecting wind conditions at the site, the more important mid- and high-rise buildings include the 10-story residential building at 1700 California Street, at the intersection of Van Ness Avenue and California Street, the 25-story Holiday Inn Tower (1500 Van Ness) that occupies the east side of Van Ness Avenue between California and Pine Streets, and the 10-story residential building (1661 Pine) that occupies the south side of Pine Street between Franklin Street and Van Ness Avenue.

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2 Lawson, T.V. and A.D. Penwarden, "The Effects of Wind on People in the Vicinity of Buildings," Proceedings of the Fourth International Conference on Wind Effects on Buildings and Structures, London, 1975, Cambridge University Press, Cambridge, U.K., 605-622 1976.

The existing wind conditions in the general vicinity of the project site are moderate to windy. Under existing conditions, the average equivalent wind speed at 18 test locations is approximately 11.2 mph, with wind speeds ranging from 9 to 16 mph. Wind speeds of 14 mph or more occur at three of the 18 locations. The highest wind speed (16 mph) occurs at the corner of Pine Street and Van Ness Avenue.

## C. REGULATORY FRAMEWORK

### San Francisco Planning Code Section 148

In order to provide a safe and comfortable wind environment for people in San Francisco, the City has established wind comfort and hazard criteria to be used in the evaluation of a proposed building's effect on ground-level wind conditions. *San Francisco Planning Code* Section 148, Reduction of Ground-Level Wind Currents, outlines wind reduction criteria for the Downtown Commercial (C–3) Districts. Although the project site is located in the NC-3 District, rather than a C-3 District, the wind comfort and wind hazard criteria of Section 148 are used Citywide for environmental review of projects.

The *Planning Code* requires buildings to be shaped so as not to cause ground-level wind currents to exceed defined comfort and hazard criteria, which the Code defines in terms of equivalent wind speeds[3], an average wind speed (mean velocity), adjusted to include the level of gustiness and turbulence. *Planning Code* Section 148 establishes equivalent wind speeds of 7 mph as the comfort criterion for seating areas and 11 mph as the comfort criterion for areas of substantial pedestrian use, and states that new buildings and additions to buildings may not cause ground–level winds to exceed these levels more than 10 percent of the time year-round between 7:00 AM and 6:00 PM.

If existing wind speeds exceed the comfort level, or when a project would result in exceedances of a comfort criterion, an exception may be granted, pursuant to *Planning Code* Section 309, if the building or addition cannot be designed to meet the criteria "without creating an unattractive and ungainly building form and without unduly restricting the development potential" of the site, and it is concluded that the exceedance(s) of the criteria would be insubstantial "because of the limited amount by which the comfort level is exceeded, the limited location in which the comfort level is exceeded, or the limited time during which the comfort level is exceeded."

3 Equivalent mean wind speed is defined as the mean wind speeds, multiplied by the quantity (one plus three times the turbulence intensity) divided by 1.45. This amplifies the equivalent mean wind speed values when turbulence intensity is greater than 15 percent.

Section 148 also establishes a hazard criterion, an equivalent wind speed of 26 mph as averaged for a single full hour of the year. Under Section 148, new buildings and additions may not cause wind speeds that meet or exceed this hazard criterion and no exception may be granted for buildings that result in winds that exceed the hazard criterion.

The comfort criteria are based on wind speeds that are measured and averaged for 1 minute; this is the same basis for the extensive wind speed data in the meteorological record for San Francisco. In contrast, the hazard criterion is based on winds that are measured and averaged for 1 hour; when stated on the same averaging time basis as the comfort criteria winds and the wind data in the meteorological record, the hazard criterion speed is restated as a 1-minute[4] average of 36 mph.

## D. IMPACTS AND MITIGATION MEASURES

### Significance Criteria

The thresholds for determining the significance of impacts in this analysis are consistent with the Planning Department's Initial Study checklist. For the purpose of this analysis, implementation of the proposed project would have a significant effect on wind conditions if it would:

- Cause the 26-miles-per-hour (mph) wind hazard criterion to be exceeded for more than 1 hour per year.

Please note that a project that would cause exceedances of the comfort criteria, but not the wind hazard criterion, would not be considered to have a significant impact under CEQA.

### Approach to Analysis

In administering the *Planning Code* and implementing CEQA, the Planning Department requires wind tunnel testing[5] for tall buildings to determine wind hazard and pedestrian-comfort conditions, and to provide a basis for design modifications to mitigate any significant impacts. Wind tunnel tests for the project site and vicinity were conducted under two scenarios: (1) existing conditions, and (2) existing conditions plus the proposed project. Although usually included, a cumulative development scenario was not tested because projects approved or anticipated to be approved in the near future within the

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4 Arens, E. et al., "Developing the San Francisco Wind Ordinance and its Guidelines for Compliance," Building and Environment, Vol. 24, No. 4, p. 297-303, 1989.

5 A 1-inch to 50-foot scale model of the project site and vicinity was constructed in order to simulate the project and its existing and future contexts. The scale models were then tested in a boundary layer wind-tunnel facility at the University of California, Davis.

vicinity of the project site listed in **Section IV., Environmental Setting, Impacts, and Mitigation Measures**, are located too far away to result in cumulative wind effects.

The locations of interest for the *Planning Code* are those with public access for pedestrians. In the model for the project scenario, 18 pedestrian test locations[6] (#4, 5, 7, 12–15, 17–20, 22–25, 31–32, 35) surround the project block on the sidewalks of Van Ness, Bush, Pine, California and Franklin Streets (see **Figure IV.C-1, Wind Test Point Locations**). The model tested for the three prevailing wind directions in the area: northwest, west-northwest, and west. These winds are the most common in this location of San Francisco and are therefore the most representative for evaluation of the proposed project. The west-southwest wind direction was not studied as prevailing winds from this direction in the City only occur below Market Street to the south of the project site.

## Impact Evaluation

**Impact WS-1:** **The proposed project would not alter wind in a manner that would substantially affect public areas. (Less than Significant)**

### *Wind Hazard Analysis*

Wind speeds were measured at 18 ground-level test locations for the Existing and Existing plus Project conditions. The test results are shown in **Table IV.C-1, Wind Hazard Analysis – Existing and Project Conditions**.

Under existing conditions, the wind hazard criterion of 36 mph is not exceeded at any of the test point locations. Similarly, under project conditions, the wind hazard criterion of 36 mph would not be exceeded at any of the test point locations. Therefore, the proposed project would not have a significant wind impact.

### *Wind Comfort Analysis*

As discussed above, wind speeds were measured at 18 ground-level test locations for Existing Conditions and Existing plus Project conditions. The test results are shown in **Table IV.C-2, Wind Comfort Analysis – Existing and Project Conditions**.

Under project conditions, the average equivalent wind speed for the wind comfort analysis at the 18 test locations would increase by 0.3 mph to about 11.5 mph. Wind speeds in pedestrian areas would range from 10 to 15 mph.

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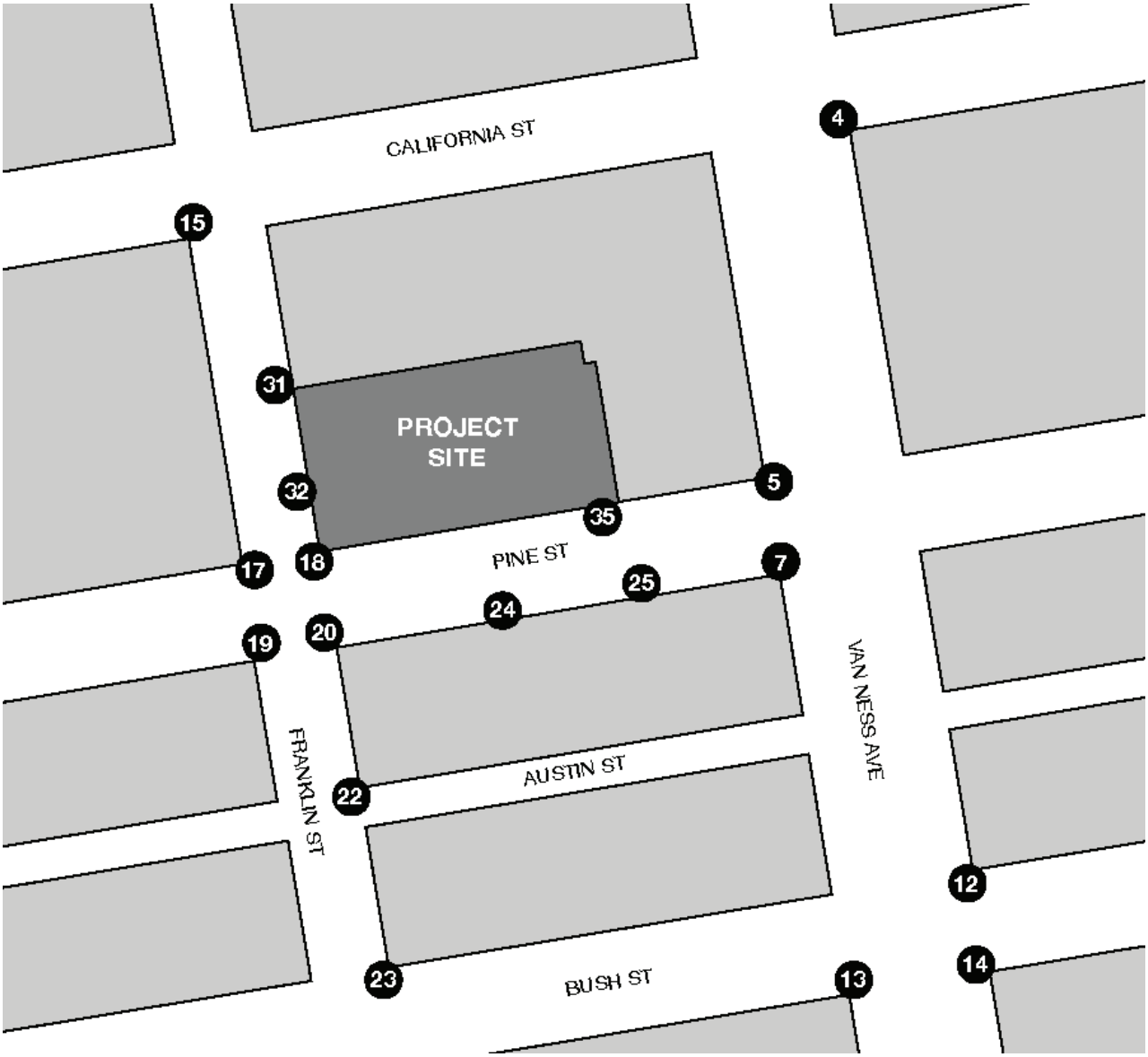
6 The test point (location) numbers are arbitrarily assigned and hold no significance to the analysis of wind results.




NOT TO SCALE

**SOURCE:** ESA, December 2012

FIGURE **IV.C-1**

Wind Test Point Locations

The project would eliminate one existing pedestrian-comfort criterion exceedance on the corner of Van Ness Avenue and California Street (Test Point 4). The project would also create one new pedestrian-comfort criterion exceedance on Pine Street, in front of the project site (Test Point 32). A total of 11 of the 18 pedestrian test points would meet the *Planning Code's* pedestrian-comfort criterion of 11 mph.

With the project, as compared to existing conditions, wind speeds would increase at five locations, remain unchanged at eight locations, and decrease at five locations. Wind speeds of 14 mph or more would occur at two of the 18 pedestrian test locations. The highest wind speed in the vicinity (15 mph) would occur at the southwest corner of the project site (Test Point 32), on Pine Street, near the intersection with Franklin Street.

Although there would be localized changes throughout the project vicinity, the overall wind conditions would remain substantially the same with implementation of the proposed project. As a result, the proposed project would not have a significant impact on ground-level wind conditions.

**Summary of Wind Comfort Analysis for the Proposed Project**

Implementation of the proposed project would not result in substantial changes to wind conditions in the project vicinity. The average equivalent wind speed would increase from 11.2 to 11.5 mph, and while the number of locations that would exceed the comfort criteria would remain the same at seven, the proposed project would result create one new pedestrian-comfort criterion exceedance while eliminating another. Exceeding the seating comfort criterion or the pedestrian comfort criterion is not a significant wind impact under CEQA; this discussion is provided for informational purposes.

## *Cumulative Impacts*

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

Major projects that are under construction, proposed, or are reasonably foreseeable in the future that are located in the vicinity of the project site include the California Pacific Medical Center (Cathedral Hill Campus) located at 1101 Van Ness Avenue/1255 Post Street, a residential development located at 1800 Van Ness Avenue, a residential development located at 1333 Gough Street/1481 Post Street, a residential development located at 1545 Pine Street, and a residential/commercial development located at 1450 Franklin Street. These projects are located within one to four blocks of the project site, with the closest project (1545 Pine Street) located approximately one block to the east. However, these projects are not located close enough to the project site to result in a significant cumulative wind effect. Therefore, the proposed project would not result in a cumulatively considerable contribution to a significant cumulative wind impact.

**Table IV.C-1**
**Wind Hazard Analysis – Existing and Project Conditions**

| Test Location Number | Street Location | Wind Comfort Criterion Speed (mph) | Existing | | | Proposed Project | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | Equivalent Wind Speed Exceeded 10% of Time (mph) | Percent of Time Wind Speed Exceeds Criterion | Exceeds | Equivalent Wind Speed Exceeded 10% of Time (mph) | Percent of Time Wind Speed Exceeds Criterion | Speed Change Relative to Existing (mph) | Exceeds |
| 4 | Southeast corner of Van Ness Avenue and California Street | 36 | 24 | 0 | | 24 | 0 | 0 | |
| 5 | Northwest corner of Van Ness Avenue and Pine Street | 36 | 24 | 0 | | 21 | 0 | 0 | |
| 7 | Southwest corner of Van Ness Avenue and Pine Street | 36 | 31 | 0 | | 25 | 0 | 0 | |
| 12 | Northeast corner of Van Ness Avenue and Bush Street | 36 | 21 | 0 | | 20 | 0 | 0 | |
| 13 | Southwest corner of Van Ness Avenue and Bush Street | 36 | 28 | 0 | | 27 | 0 | 0 | |
| 14 | Southeast corner of Van Ness Avenue and Bush Street | 36 | 21 | 0 | | 20 | 0 | 0 | |
| 15 | Southwest corner of Franklin Street and California Street | 36 | 23 | 0 | | 22 | 0 | 0 | |
| 17 | Northwest corner of Franklin Street and Pine Street | 36 | 16 | 0 | | 19 | 0 | 0 | |
| 18 | Northeast corner of Franklin Street and Pine Street | 36 | 17 | 0 | | 21 | 0 | 0 | |
| 19 | Southwest corner of Franklin Street and Pine Street | 36 | 17 | 0 | | 16 | 0 | 0 | |
| 20 | Southeast corner of Franklin Street and Pine Street | 36 | 19 | 0 | | 18 | 0 | 0 | |
| 22 | Northeast corner of Franklin Street and Austin Street | 36 | 20 | 0 | | 20 | 0 | 0 | |
| 23 | Northeast corner of Franklin Street and Bush Street | 36 | 21 | 0 | | 20 | 0 | 0 | |
| 24 | Mid-Block on south side of Pine Street between Van Ness Avenue and Franklin Street opposite the Project Site | 36 | 26 | 0 | | 28 | 0 | 0 | |
| 25 | Mid-Block on south side of Pine Street between Van Ness Avenue and Franklin Street opposite the southeast corner of the Project Site | 36 | 24 | 0 | | 22 | 0 | 0 | |

| Test Location Number | Street Location | Wind Comfort Criterion Speed (mph) | Existing | | | Proposed Project | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | Equivalent Wind Speed Exceeded 10% of Time (mph) | Percent of Time Wind Speed Exceeds Criterion | Exceeds | Equivalent Wind Speed Exceeded 10% of Time (mph) | Percent of Time Wind Speed Exceeds Criterion | Speed Change Relative to Existing (mph) | Exceeds |
| 31 | Northwest corner of Project Site | 36 | 17 | 0 | | 19 | 0 | 0 | |
| 32 | Westside of Project Site | 36 | 17 | 0 | | 27 | 0 | 0 | |
| 35 | Southeast corner of Project Site | 36 | 24 | 0 | | 23 | 0 | 0 | |
| **Average 1-hour** | | | **22 mph** | | | **22 mph** | | | |
| | | ***Total Hours*** | | ***0 hour*** | | | ***0 hour*** | ***0 hour*** | |
| **Total Exceedences** | | | **Total** | **0** | | **Total** | | 0 | |

*Source: ESA, November 2012.*
*Notes: Wind speeds and durations are rounded, so column totals and row differences may not add.*

**Table IV.C-2**
**Wind Comfort Analysis – Existing and Project Conditions**

| Test Location Number | Street Location | Wind Comfort Criterion Speed (mph) | Existing | | | Proposed Project | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | Equivalent Wind Speed Exceeded 10% of Time (mph) | Percent of Time Wind Speed Exceeds Criterion | Exceeds | Equivalent Wind Speed Exceeded 10% of Time (mph) | Percent of Time Wind Speed Exceeds Criterion | Speed Change Relative to Existing (mph) | Exceeds |
| 4 | Southeast corner of Van Ness Avenue and California Street | 11 | 12 | 13 | **e** | 11 | 11 | -1 | -- |
| 5 | Northwest corner of Van Ness Avenue and Pine Street | 11 | 12 | 14 | **e** | 12 | 16 | | **e** |
| 7 | Southwest corner of Van Ness Avenue and Pine Street | 11 | 16 | 28 | **e** | 13 | 16 | -3 | **e** |
| 12 | Northeast corner of Van Ness Avenue and Bush Street | 11 | 11 | 11 | | 10 | 8 | -1 | |
| 13 | Southwest corner of Van Ness Avenue and Bush Street | 11 | 14 | 18 | **e** | 13 | 18 | | **e** |
| 14 | Southeast corner of Van Ness Avenue and Bush Street | 11 | 11 | 9 | | 10 | 8 | | |
| 15 | Southwest corner of Franklin Street and California Street | 11 | 10 | 9 | | 10 | 8 | | |
| 17 | Northwest corner of Franklin Street and Pine Street | 11 | 9 | 3 | | 10 | 8 | 2 | |
| 18 | Northeast corner of Franklin Street and Pine Street | 11 | 9 | 3 | | 11 | 9 | 2 | |
| 19 | Southwest corner of Franklin Street and Pine Street | 11 | 10 | 6 | | 10 | 4 | -1 | |
| 20 | Southeast corner of Franklin Street and Pine Street | 11 | 11 | 12 | | 11 | 8 | -1 | |
| 22 | Northeast corner of Franklin Street and Austin Street | 11 | 10 | 8 | | 10 | 7 | | |
| 23 | Northeast corner of Franklin Street and Bush Street | 11 | 10 | 8 | | 10 | 8 | | |
| 24 | Mid-Block on south side of Pine Street between Van Ness Avenue and Franklin Street opposite the Project Site | 11 | 14 | 23 | **e** | 15 | 28 | 1 | **e** |
| 25 | Mid-Block on south side of Pine Street between Van Ness Avenue and Franklin Street opposite the southeast corner of the Project Site | 11 | 12 | 16 | **e** | 12 | 15 | | **e** |

| Test Location Number | Street Location | Wind Comfort Criterion Speed (mph) | Existing | | | Proposed Project | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | Equivalent Wind Speed Exceeded 10% of Time (mph) | Percent of Time Wind Speed Exceeds Criterion | Exceeds | Equivalent Wind Speed Exceeded 10% of Time (mph) | Percent of Time Wind Speed Exceeds Criterion | Speed Change Relative to Existing (mph) | Exceeds |
| 31 | Northwest corner of Project Site | 11 | 9 | 3 | | 10 | 5 | 1 | |
| 32 | Westside of Project Site | 11 | 9 | 4 | | 15 | 24 | 6 | **p** |
| 35 | Southeast corner of Project Site | 11 | 12 | 16 | **e** | 13 | 17 | | **e** |
| **Average of 10%** | | | **11.2 mph** | | | **11.5 mph** | | **0.3 mph** | |
| | | ***Percent*** | | ***11%*** | | | ***12%*** | | |
| **Total Exceedences** | | | **Total** | **7** | | **Total** | **7** | | |
| | | *Subtotals by types* | *Existing* | *7* | **e** | *Existing* | | **6** | **e** |
| | | | | | | *New, due to project* | | **1** | **p** |
| | | | | | | *New, at new location* | | **0** | **n** |
| | | | | | | *Eliminated by Project* | | **1** | **--** |

*Source: ESA, November 2012.*
*Notes: e = existing exceedence; p = exceedance due to project.*
*Wind speeds and durations are rounded, so column totals and row differences may not add.*

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# V. OTHER CEQA ISSUES

## A. GROWTH-INDUCING IMPACTS

As required by Section 15126.2(d) of the *California Environmental Quality Act (CEQA) Guidelines*, an EIR must consider the ways in which the proposed project could directly or indirectly foster economic or population growth, or the construction of additional housing. Growth-inducing impacts can result from the elimination of obstacles to growth; through increased stimulation of economic activity that would, in turn, generate increased employment or demand for housing and public services; or as a result of policies or measures which do not effectively minimize premature or unplanned growth. Examples of projects likely to have substantial or adverse growth-inducing effects include expansion of infrastructure systems beyond what is needed to serve current demand in the project vicinity and development of new residential uses in areas that are currently sparsely developed or undeveloped.

The following discussion considers whether implementation of the proposed project could potentially affect growth elsewhere in San Francisco and in the region.

The proposed project would change the mix and types of uses, and intensify development on the site by introducing new residential and retail uses to the project site. Population growth in the project vicinity would be a direct impact of the proposed project. The basic premise of the proposed project is to alter the density and character of the project site by developing in-fill, high-density residential development near the Van Ness Corridor. If implemented, the proposed project would add approximately 372 new residents and 16 new employees to the project site. The proposed project would increase the City's overall housing stock. However, implementation of the proposed project would not represent significant growth in housing in the context of the City as a whole, which is projected to have an increase of 68,320 households between 2010 and 2035.[1] The maximum of 262 housing units proposed by the project would represent less than 1 percent (0.003 percent) of the projected household growth in the City between 2010 and 2035, and a negligible percentage (0.0004) of the projected household growth in the region (635,440 households) between 2010 and 2035.

The proposed project is located in an urban area that is already served by the City's municipal infrastructure and public services as well as retail and other services for residential uses. No expansion of municipal infrastructure or public services not already under construction or included in the proposed project would be required to accommodate new development, either directly or indirectly, as a result of

1 Association of Bay Area Governments (ABAG), *Building Momentum: Projections and Priorities 2009*, August 2009.

the proposed project. The proposed project would not result in development of new public services that would accommodate significant growth in the City or the region.

The proposed project would provide for high-density residential growth supported by existing community facilities, public services, transit service and infrastructure, and new or upgraded public utilities. To the extent that this growth would have been otherwise accommodated at other Bay Area locations, the proposed project would focus growth on an underused infill site near existing regional employment centers and existing and planned transit facilities, infrastructure, retail services, and cultural and recreational facilities.

The proposed project would contribute to meeting the Association of Bay Area Governments' (ABAG's) regional housing objectives and would conform with ABAG's regional goals to focus growth and development by creating compact communities with a diversity of housing, jobs, activities and services, and increasing housing supply, improving housing affordability, and increasing transportation efficiency and choices.[2]

As discussed under Impact C-PH-1 in Section E.3, Population and Housing, pg. 48 of the Initial Study, implementation of the proposed project in combination with past, present, and reasonably foreseeable future projects would not result in substantial population growth in the City that has not already been accounted for in ABAG projections for the City and the region in 2035. Based on the preceding discussion and analysis, the proposed project would not have a substantial growth-inducing impact.

## B. SIGNIFICANT UNAVOIDABLE IMPACTS

In accordance with Section 21067 of CEQA and with Sections 15126(b) and 15126.2(b) of the *State CEQA Guidelines*, the purpose of this section is to identify significant environmental impacts that could not be eliminated or reduced to less-than-significant levels by implementation of mitigation measures included in the proposed project or identified in **Chapter IV, Environmental Setting, Impacts, and Mitigation Measures**. The findings of significant impacts are subject to final determination by the San Francisco Planning Commission as part of the certification process for this EIR. If necessary, this chapter will be revised in the Final EIR to reflect the findings of the Planning Commission.

As identified in **Section IV.A, Cultural and Paleontological Resources**, under Impact CP-4 on pp. IV.A-21 through IV.A-25, demolition and de facto demolition of the existing structures on the project site as part of the proposed project would greatly diminish the historic integrity of the Pine Street Auto Shops

[2] ABAG administers the FOCUS program, in partnerships with MTC, BCDC, and BAAQMD. FOCUS is a regional development and conservation strategy that promotes more compact land use patterns in the Bay Area.

Historic District and the structures on the site. Implementation of **Mitigation Measures M-CP-4a: Historic Preservation Plan and Protective Measures, Mitigation Measure M-CP-4b: Historic Resource Baseline Condition Study**, **M-CP-4c: Historic Resource HABS Documentation** and **M-CP-4d: Permanent Interpretive Exhibits** would reduce the adverse effect of the proposed project on these historical resources, but not to a less-than-significant level. Therefore, impact to historical resources on the project site would be significant and unavoidable.

As identified in **Section IV.A, Cultural and Paleontological Resources**, under Impact C-CP-2 on pp. IV.A-25 through IV.A-27, the proposed project, in combination with other past, present, and reasonably foreseeable future projects in the project vicinity, would result in a significant cumulative impact on Van Ness Auto Row support structures in the vicinity of the project site, and the project's contribution to the significant cumulative impact would be cumulatively considerable. Implementation of **Mitigation Measures M-CP-4a: Historic Preservation Plan and Protective Measures, Mitigation Measure M-CP-4b: Historic Resource Baseline Condition Study**, **M-CP-4c: Historic Resource HABS Documentation** and **M-CP-4d: Permanent Interpretive Exhibits** would reduce the adverse effect of the proposed project on these historical resources, but not to a less-than-significant level.

As identified in **Section IV.B, Transportation and Circulation**, under Impact TR-1 on pp. IV.B-34 through IV.B-36, the proposed project would result in a degradation in level of service from LOS D to LOS E in the AM peak hour and from LOS E to LOS F in the PM peak hour at the intersection of Van Ness Avenue/Pine Street. Implementation of **Mitigation Measure M-TR-1: Payment of Fair-share Cost of Near-Term Intersection Improvements** would reduce the adverse effect of the proposed project on this intersection, but not to a less-than-significant level. Therefore, the project's impact on the intersection of Van Ness/Avenue/Pine Street would be significant and unavoidable.

As identified in **Section IV.B, Transportation and Circulation**, under Impact C-TR-1 on pp. IV.B-55 through IV.B-59, all of the study intersections would operate at acceptable conditions (LOS D or better) under 2035 Cumulative Conditions with the proposed project if the Van Ness Bus Rapid Transit (BRT) project is implemented. However, given the uncertainty of the final Van Ness BRT design and the uncertainty regarding the feasibility of any mitigation measures, the proposed project would result in a significant and unavoidable cumulative impact to the intersection of Van Ness Avenue/Pine Street. Implementation of **Mitigation Measure M-C-TR-1: Payment of Fair-share Cost of Van Ness Avenue Bus Rapid Transit** would require the project sponsor to make a fair share contribution for implementation of Van Ness Avenue Bus Rapid Transit and the intersection of Van Ness Avenue/Pine Street.

## C. AREAS OF KNOWN CONTROVERSY AND ISSUES TO BE RESOLVED

The Notice of Preparation/Initial Study (NOP/IS) for this project was published on March 20, 2013, announcing the intent of the City to prepare and distribute 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.

On the basis of public comments on the NOP/IS, no potential areas of controversy were identified. One comment requested that a Transportation Impact Study be prepared for the proposed project. Another comment expressed support for the project, citing the benefits of increased density on local businesses, restaurants, and stores within walking distance of the project site. The remaining comments were non-substantive in nature and consisted of requests to review the Draft EIR, provide the name of the project architect, etc.

# VI. ALTERNATIVES TO THE PROPOSED PROJECT

## A. INTRODUCTION

This chapter describes alternatives to the proposed 1634–1690 Pine Street Project; evaluates the environmental impacts associated with each alternative relative to existing conditions and to the environmental impacts of the proposed project; and discusses the ability of each alternative to meet the project sponsor's objectives, while still avoiding or substantially reducing the proposed project's significant impacts. This chapter identifies one of the alternatives as an environmentally superior alternative, which is the alternative that would result in the least adverse effect on the environment.

The analysis of alternatives is of benefit to decision makers because it provides more complete information about the potential impacts of land use decisions and, consequently, a better understanding of the interrelationships among all of the environmental topics under evaluation. Decision makers must consider approval of an alternative if the alternative would substantially lessen or avoid significant environmental impacts identified for the proposed project and the alternative is determined to be feasible.

### Range of Alternatives Considered

*State CEQA Guidelines* Section 15126.6(a) requires that an EIR evaluate "a range of reasonable alternatives to the project, or the location of the project, which would feasibly attain most of the basic project objectives but would avoid or substantially lessen any of the significant effects, and evaluate the comparative merits of the alternatives." An EIR need not consider every conceivable alternative to a proposed project. Rather, it must consider a range of potentially feasible alternatives governed by the "rule of reason" in order to foster informed decision-making and public participation (*State CEQA Guidelines* Section 15126.6(f)).

*State CEQA Guidelines* Sections 15126.6(f)(1) and (f)(3) state that "among the factors that may be taken into account when addressing the feasibility of alternatives are site suitability, economic viability, availability of infrastructure, general plan consistency, other plans or regulatory limitations, jurisdictional boundaries (projects with a regionally significant impact should consider the regional context), and whether the proponent can reasonably acquire, control or otherwise have access to the alternative site (or the site is already owned by the proponent)" and that an EIR "need not consider an alternative whose effect cannot be reasonably ascertained and whose implementation is remote and speculative." The final determination of feasibility will be made by project decision makers based on substantial evidence in the record, which

includes, but is not limited to, information presented in the EIR, comments received on the Draft EIR, and responses to those comments.

## Addressing Significant Impacts of the Proposed Project

The intent of the alternatives discussed in this chapter is to consider designs and development programs that could avoid or lessen significant and unavoidable impacts resulting from development (demolition and new construction) under the proposed project, as identified in **Chapter IV, Environmental Setting, Impacts, and Mitigation Measures**. The EIR concludes that the project, if implemented as proposed, would result in the following significant and unavoidable project-specific and cumulative impacts related to Historic Architectural Resources and Transportation and Circulation.

**Impact CP-4:** **The proposed demolition and de facto demolition of the buildings located at 1634–1670 Pine Street would cause a substantial adverse change in the significance of historic architectural resources.**

**Impact C-CP-2:** **The proposed project, in combination with other past, present, and reasonably foreseeable future projects in the project vicinity, would result in a significant cumulative impact on historic architectural resources.**

**Impact TR-1:** **The proposed project would cause a substantial increase in traffic that would cause the level of service at the intersection of Van Ness Avenue/Pine Street to decline from LOS D to LOS E in the AM peak hour and from LOS E to F in the PM peak hour.**

**Impact C-TR-1:** **The proposed project would contribute considerably to future cumulative traffic increases that would cause levels of service to deteriorate to unacceptable levels.**

## Alternatives Evaluated in this EIR

A total of five alternatives to the proposed project were considered for analysis in this EIR. Two of the five, an Off-Site Alternative and an Alternate Full Preservation Plan, were rejected because they were found to be infeasible or because they failed to meet key project objectives of the project sponsor. The alternatives that were rejected are discussed later in this chapter. The three alternatives that are evaluated in detail in this EIR include the following:

- Alternative A: No Project Alternative;
- Alternative B: Partial Preservation Alternative; and
- Alternative C: Full Preservation Alternative.

These alternatives are summarized in **Table VI-1: Comparison of Significant Impacts of the Project and Alternatives**, and further described in this chapter. This chapter identifies one of the alternatives as an environmentally superior alternative that would result in the least adverse effect on the environment.

## B. ALTERNATIVE A: NO PROJECT ALTERNATIVE

*State CEQA Guidelines* Section 15126.6(e) requires that, among the project alternatives, a "no project" alternative be evaluated. *State CEQA Guidelines* Section 15126.6(e)(2) requires that the no project alternative analysis "discuss the existing conditions…as well as what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and policies and consistent with the available infrastructure and community services." As noted in *State CEQA Guidelines* Section 15126.6, an EIR on "a development project on identifiable property," typically analyzes a no project alternative, i.e., "the circumstance under which the project does not proceed. Such a discussion would compare the environmental effects of the property remaining in its existing state against environmental effects that would occur if the project is approved. If disapproval of the project under consideration would result in predictable actions by others, such as the proposal of some other project, this 'no project' consequence should be discussed."

### Description

Under the No Project Alternative, the existing conditions on the project site would remain. All of the buildings on the project site would be retained, and none of them would be demolished. No lot merger would occur. The existing parking lot on the project site would continue to be used for parking. Unlike with the proposed project, there would be no new construction of a new building with two 130-foot tall residential towers. It is unlikely that the existing buildings on the project site, all of which are currently vacant, would be reoccupied given the current state of the buildings. Three of the existing buildings on the project site (1650, 1656 and 1660 Pine Street) are unreinforced masonry buildings (UMB), subject to requirements of the San Francisco UMB Ordinance No. 225-92 adopted by the Board of Supervisors in 1992 (UMB Ordinance), subsequently codified in Chapters 16B and 16C of the San Francisco Building Code. According to the UMB Ordinance, the UMB buildings would be required be seismically retrofitted in order to be reoccupied. Seismically upgrading the existing buildings and occupying them with their former uses would be financially prohibitive. For the purposes of this analysis, it is assumed that under the No Project Alternative, the existing buildings would stay vacant. The No Project Alternative would not further any of the project sponsor's objectives, presented in **Chapter II, Project Description**, p. II-2.

**Table VI-1**
**Comparison of Significant Impacts of the Project and Alternatives**

| Environmental Topic | Proposed Project | Alternative A: No Project Alternative | Alternative B: Partial Preservation Alternative | Alternative C: Full Preservation Alternative |
|---|---|---|---|---|
| Description: | | | | |
| • Housing Units | 262 units | None | 155 units | 100 units |
| • Height | 130 feet | 30 feet | 130/65 feet | 75 feet |
| • Total Area | 353,360 sf | 43,847 sf | 251,695 sf | 176,500 sf |
| • Area – Residential | 221,760 sf | None | 137,510 sf | 100,200 sf |
| • Area – Retail/Commercial | 5,600 sf | 43,847 sf | 5,700 sf | 14,000 sf |
| • Parking – Vehicle | 245 spaces | 22 | 159 spaces | 40 spaces |
| • Parking – Bicycle | 91 spaces | None | 64 spaces | 50 spaces |
| Ability of the Project to Meets Sponsors Objectives | Meets all objectives | Meets none of the objectives | Meets some but not all of the objectives | Meets some but not all of the objectives |
| **Cultural and Paleontological Resources** | | | | |
| Historic Architectural Resources | **Impact CP-4:** The proposed demolition and de facto demolition of the buildings located at 1634–1670 Pine Street would cause a substantial adverse change in the significance of historic architectural resources. (SUM) | NI | SUM | LSM |
| Historic Architectural Resources (Cumulative) | **Impact C-CP-2:** The proposed project, in combination with other past, present, and reasonably foreseeable future projects in the project vicinity, would result in a cumulatively considerable contribution to a significant cumulative impact on historic architectural resources. (SUM) | NI | SU | LSM |

| Environmental Topic | Proposed Project | Alternative A: No Project Alternative | Alternative B: Partial Preservation Alternative | Alternative C: Full Preservation Alternative |
|---|---|---|---|---|
| **Transportation and Circulation** | | | | |
| Traffic | **Impact TR-1:** The proposed project would cause a substantial increase in traffic that would cause the level of service at the intersection of Van Ness Avenue/Pine Street to decline from LOS D to LOS E in the AM peak hour and from LOS E to F in the PM peak hour. (SUM) | NI | SUM | SUM |
| Traffic (Cumulative) | **Impact C-TR-1:** The proposed project would contribute considerably to future cumulative traffic increases that would cause levels of service to deteriorate to unacceptable levels. (SUM) | NI | SUM | SUM |

*Notes: NI=No impact; LTS = Less than significant; SM = Significant but mitigable; SU = Significant and unavoidable adverse impact, no feasible mitigation; SUM=Significant and unavoidable adverse impact, after mitigation.*

## Impacts

The No Project Alternative would essentially continue existing conditions on the project site. Therefore, it would result in no impacts related to Land Use and Land Use Planning; Aesthetics; Population and Housing; Noise; Air Quality; Greenhouse Gas Emissions; Shadow; Recreation; Utilities and Service Systems; Public Services; Biological Resources; Geology and Soils; Hydrology and Water Quality; Hazards/Hazardous Materials; Mineral/Energy Resources; and Agricultural Resources.

### *Archaeological and Paleontological Resources*

Under the No Project Alternative, existing cultural and paleontological resources would not be affected. Since the No Project Alternative would not result in any excavation or ground disturbance, there would not be any disturbance to potential paleontological or archaeological deposits or human remains. Potentially significant archaeological impacts and the required mitigation measures identified for the proposed project (**Mitigation Measure M-CP-2: Archaeological Testing for Project with Archaeological Research Design and Treatment Plan**, described on pp. IV.A-17 through IV.A-21) would not be applicable to this alternative. Therefore, compared to the proposed project, which would have less-than-significant paleontological and archaeological resources impacts with mitigation, as described in **Section IV.A, Cultural and Paleontological Resources**, the No Project Alternative would not have any impacts related to paleontological and archaeological resources.

### *Historic Architectural Resources*

Under the No Project Alternative, there would be no demolition of the existing buildings on the project site that contribute to the Pine Street Auto Shops Historic District. In addition, the two buildings that have been determined to be eligible for listing on the California Register of Historical Resources (CRHR) would be retained. The buildings would remain vacant. Therefore, compared to the proposed project, which would have significant and unavoidable historic architectural resources impacts as described in **Section IV.A, Cultural and Paleontological Resources**, the No Project Alternative would not have any impacts related to historic architectural resources.

### *Transportation and Circulation*

Under the No Project Alternative, existing conditions would continue. The existing curb cuts on Pine and Franklin Streets would remain. Bicycle and pedestrian conditions would remain unchanged. There would be no increase in traffic or transportation trips generated by the project site. Trip generation, parking, transit and loading demands would remain the same as under existing conditions. The suggested transportation and circulation mitigation and improvement measures identified for the proposed project

(**M-TR-1: Payment of Fair-Share Cost of Near-Term Intersection Improvements**, **M-C-TR-1: Payment of Fair-Share Cost of Van Ness Bus Rapid Transit Improvements**, and **I-TR-2: Abatement of Parking Queue** through **I-TR-9b: Coordination of Construction Activities**, described in **Section IV.B, Transportation and Circulation**, on pp. IV.B-35 through IV.E-59) would not be applicable. Unlike the proposed project, there would be no changes to traffic, loading, parking, or transit under the No Project Alternative. Therefore, compared to the proposed project, which would have a significant and unavoidable traffic impact at the intersection of Van Ness Avenue/Pine Street, the No Project Alternative would not have any significant impacts related to transportation and circulation.

### *Wind*

Under the No Project Alternative, wind conditions would not change from existing conditions because the existing buildings on the project site would remain and the building envelopes and exteriors would not change. The wind hazard criterion would not be exceeded at any of the 18 locations near the project site. Pedestrian comfort criterion would continue to be exceeded at 7 of 18 locations near the project site. Compared to the proposed project, which would have less-than-significant wind impacts as described in **Section IV.C, Wind**, the No Project Alternative would not have any impacts related to wind.

## Conclusion

The No Project Alternative would continue existing conditions on the project site. Under this alternative, the five existing buildings on the project site that contribute to the Pine Street Auto Shops Historic District would not be demolished. In addition, the two buildings that are individually determined to be historic architectural resources would be retained. Furthermore, a substantial increase in traffic that would cause the level of service to decline from LOS D to LOS E in the AM peak hour and from LOS E to LOS F in the PM peak hour at the intersection of Van Ness Avenue/Pine Street would not occur under the No Project Alternative. Since existing conditions on the project site would not change under this alternative, there would be no impacts related to archaeological and paleontological resources, transportation, and wind. However, the No Project Alternative would not achieve any of the objectives listed by the project sponsor in **Chapter II, Project Description**, on pg. II-2.

# C. ALTERNATIVE B: PARTIAL PRESERVATION ALTERNATIVE

## Description

The Partial Preservation Alternative would involve demolition of the rear portions of the existing five buildings on the project site, and construction of one building with a 13-story residential tower and a six-story residential element with commercial use on the ground and second floors. All of the lots would

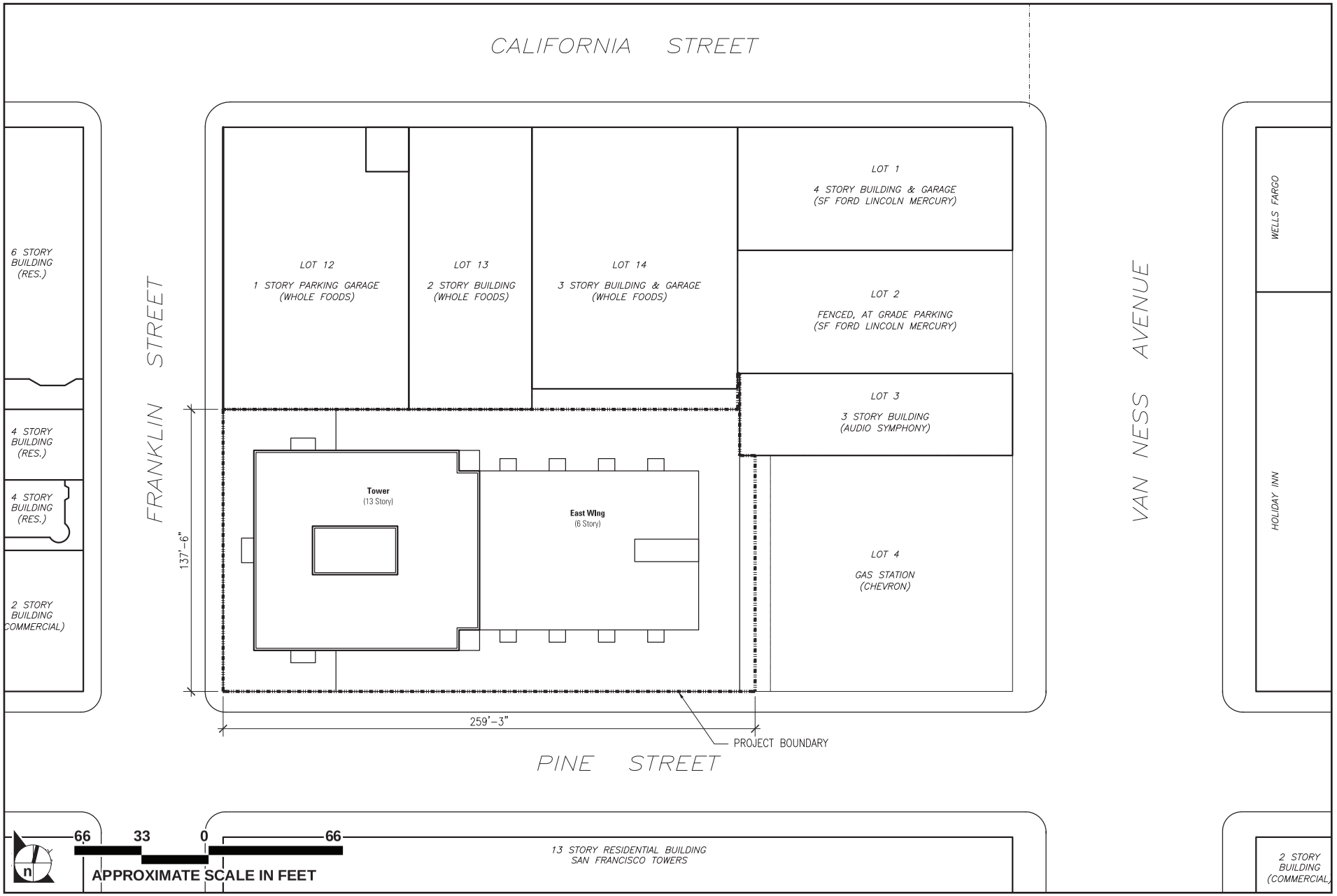
be merged into one lot. All of the existing building façades and the front 20 to 30 feet of the existing buildings would be incorporated into this alternative. Overall, the Partial Preservation Alternative would preserve the front 15 to 22 percent of the buildings on the project site. The 13-story residential tower would be located on the vacant lot (Lot 11A) at the corner of Pine and Franklin Streets, while the six-story residential element would be located behind the remaining portions of the existing buildings. To maintain balance on the Franklin Street façade, the tower massing would be centered on the six-story residential element.

As shown in **Table VI-1**, the Partial Preservation Alternative would have a total area of 217,095 gross square feet (gsf) and would include approximately 155 new residential units totaling approximately 137,510 square feet (sf), 5,700 sf of retail space, and parking with 159 spaces on one underground level.

Like the proposed project, the proposed parking garage would be accessed from the existing curb cut in the southwest corner of the project site under the Partial Preservation Alternative. The remaining three curb cuts would be eliminated.

**Figure VI-1, Partial Preservation Alternative – Site Plan** presents the site plan for the proposed structure under this alternative. **Figure VI-2, Partial Preservation Alternative – First Floor Plan**; **Figure VI-3, Partial Preservation Alternative – Fourth Through Sixth Floor Plans**; and **Figure VI-4, Partial Preservation Alternative – Eighth Through Thirteenth Floor Plans** provide representative floor plans for the building proposed under this alternative.

**Figure VI-5, Partial Preservation Alternative - Pine Street Elevation** and **Figure VI-6, Partial Preservation Alternative – Franklin Street Elevation** provide elevations of the proposed building under this alternative from Pine and Franklin Streets. **Figure VI-7, Partial Preservation Alternative - Pine Street Section** and **Figure VI-8, Partial Preservation Alternative – Franklin Street Section** provide section diagrams of the proposed building under this alternative from Pine and Franklin Streets. **Figure VI-9, Partial Preservation Alternative – Massing Diagram**, provides a perspective of the proposed building under this alternative from the corner of Pine and Franklin Streets.




**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2013

FIGURE **VI-1**

# Partial Preservation Alternative – Site Plan


**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2013

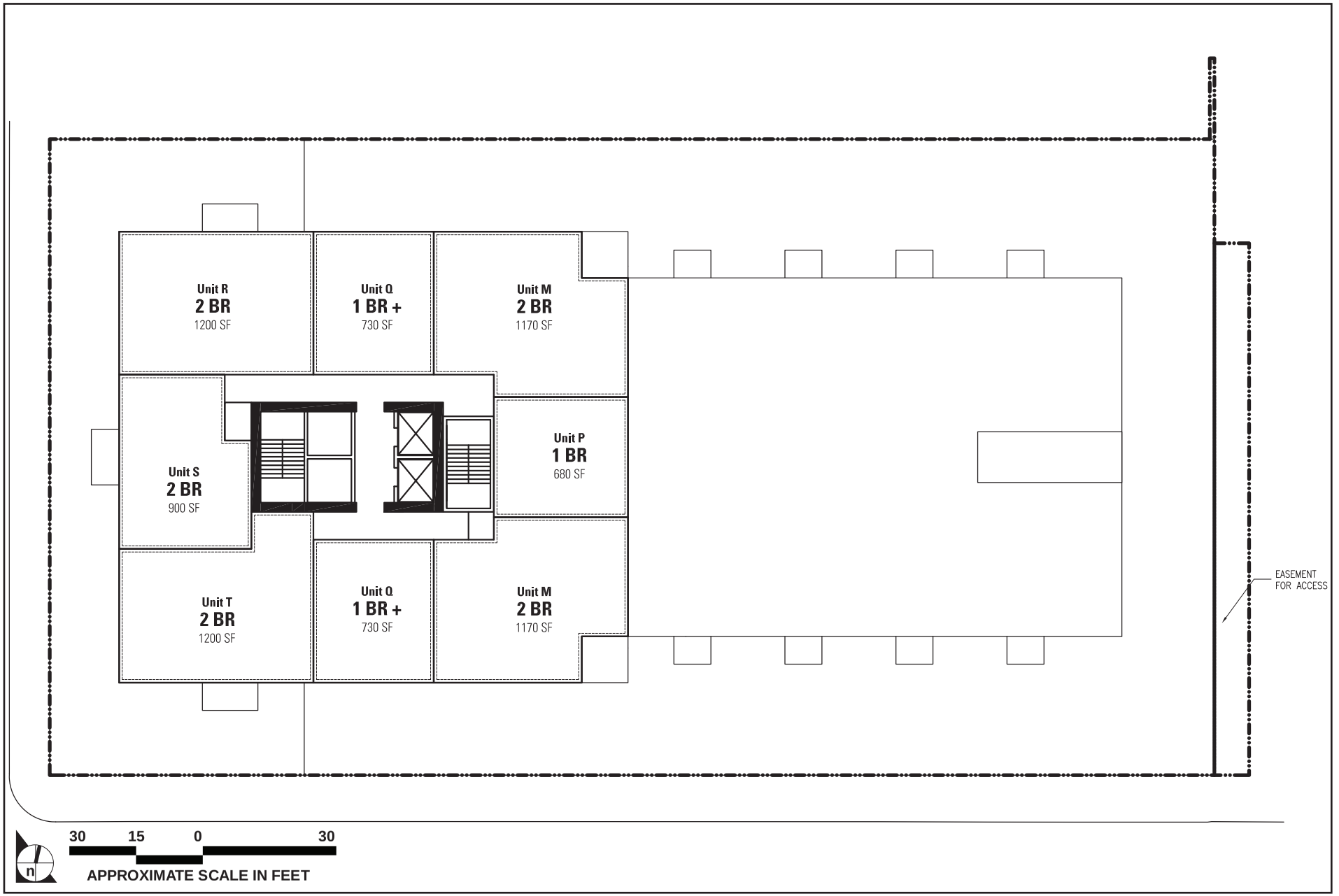
FIGURE **VI-2**

Partial Preservation Alternative – First Floor Plan


**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2013

FIGURE **VI-3**

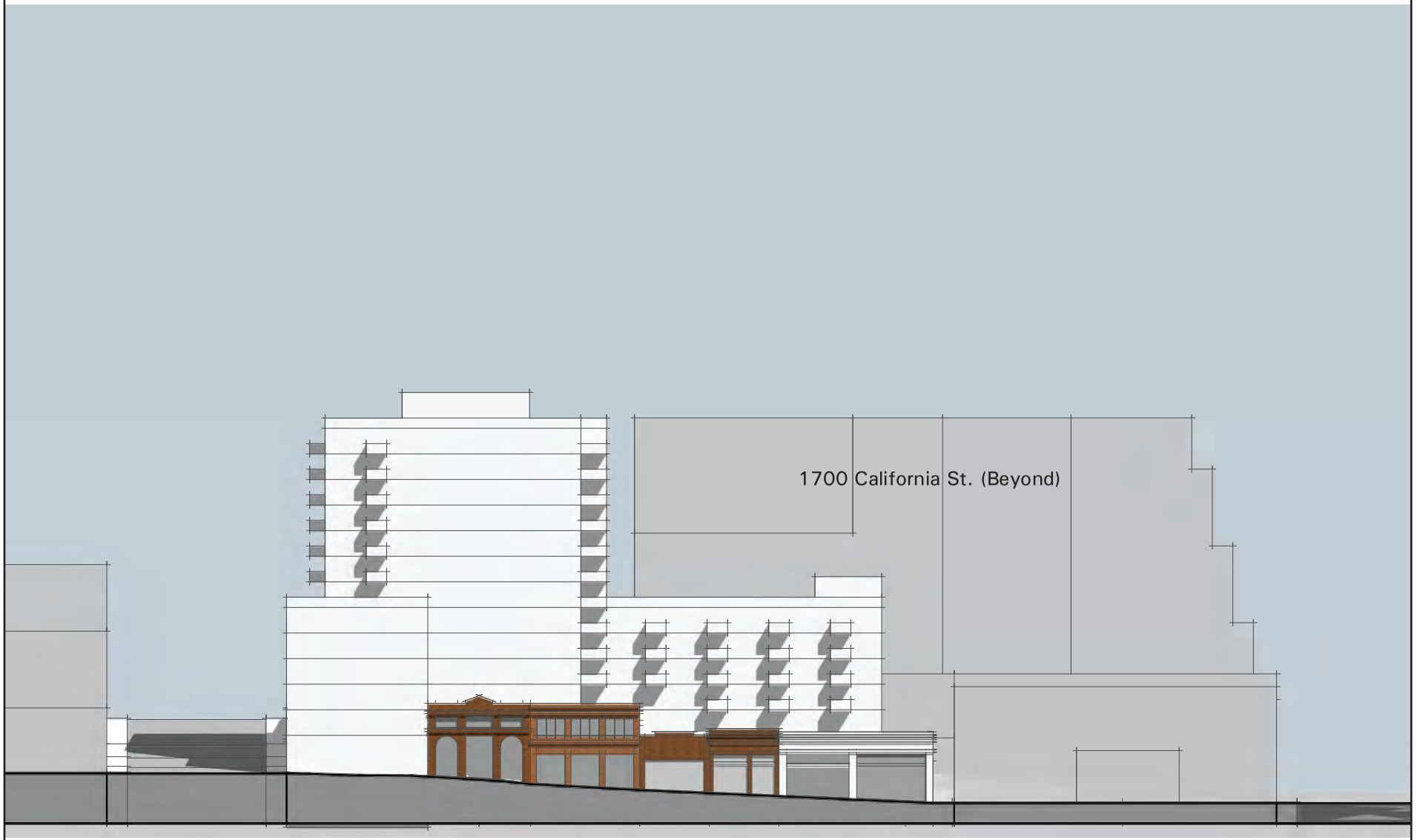
Partial Preservation Alternative – Fourth Through Sixth Floor Plans




**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2013

FIGURE **VI-4**

Partial Preservation Alternative – Eighth Through Thirteenth Floor Plans

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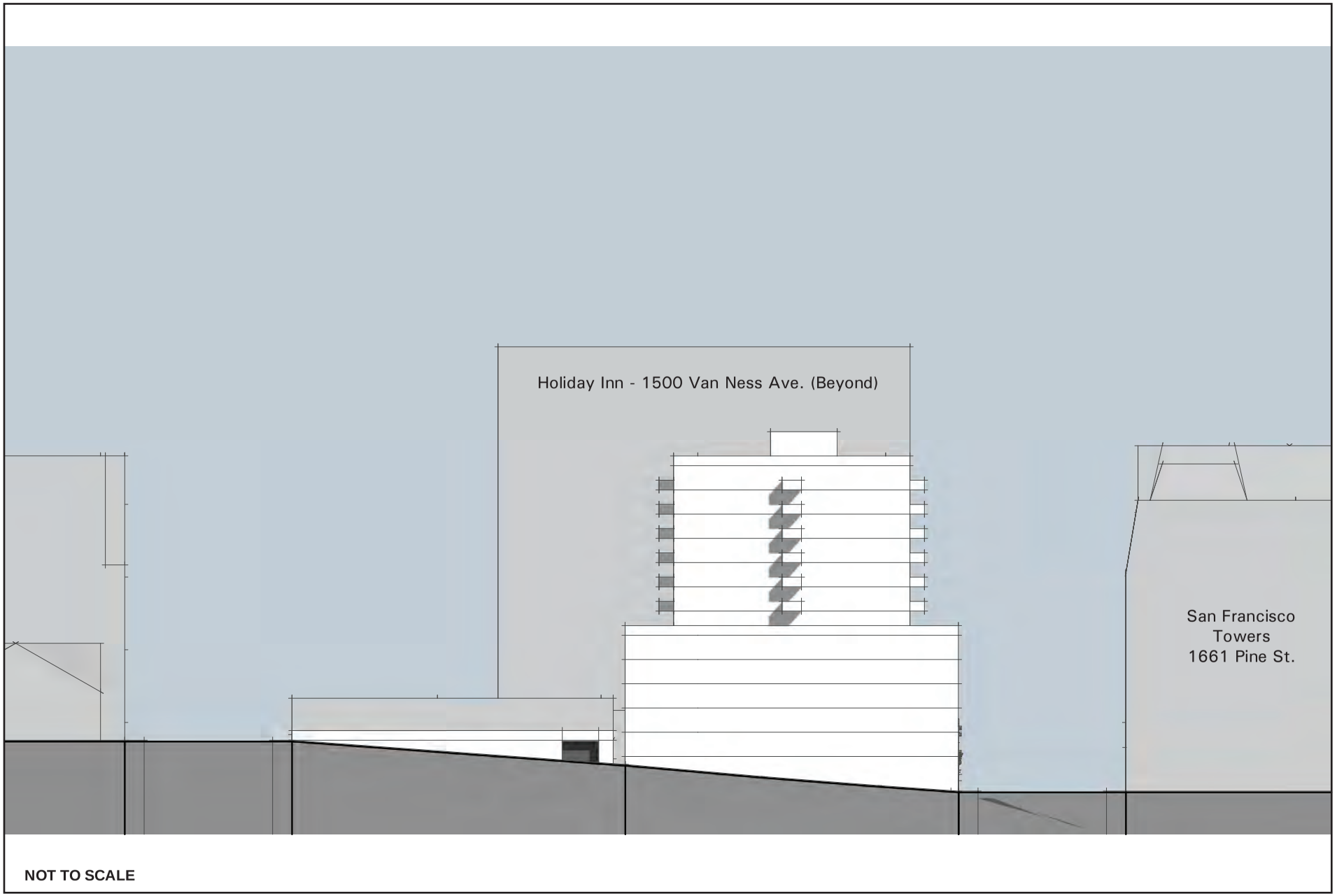
**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2012

FIGURE **VI-5**

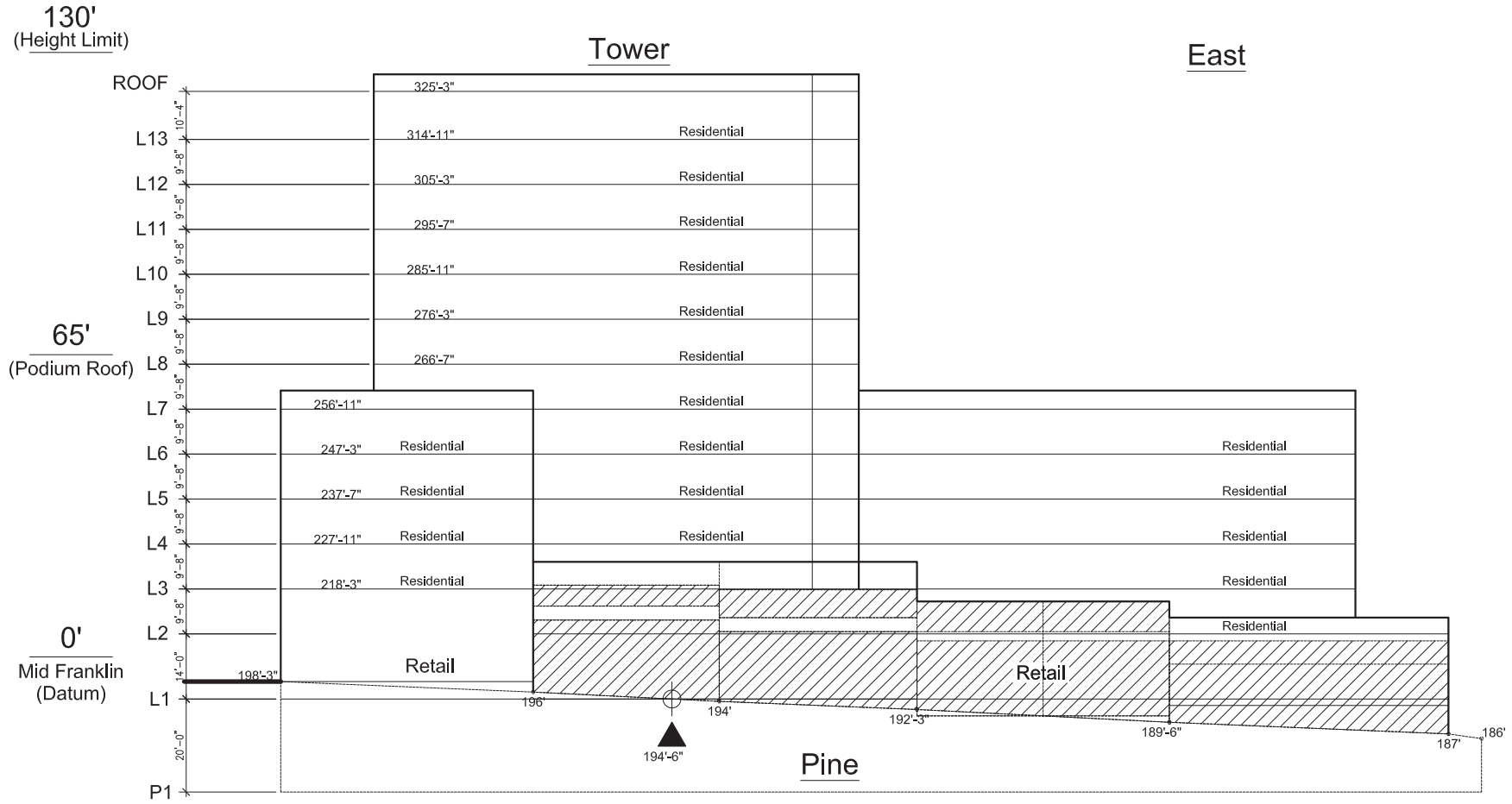
Partial Preservation Alternative – Pine Street Elevation




**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2012

FIGURE **VI-6**

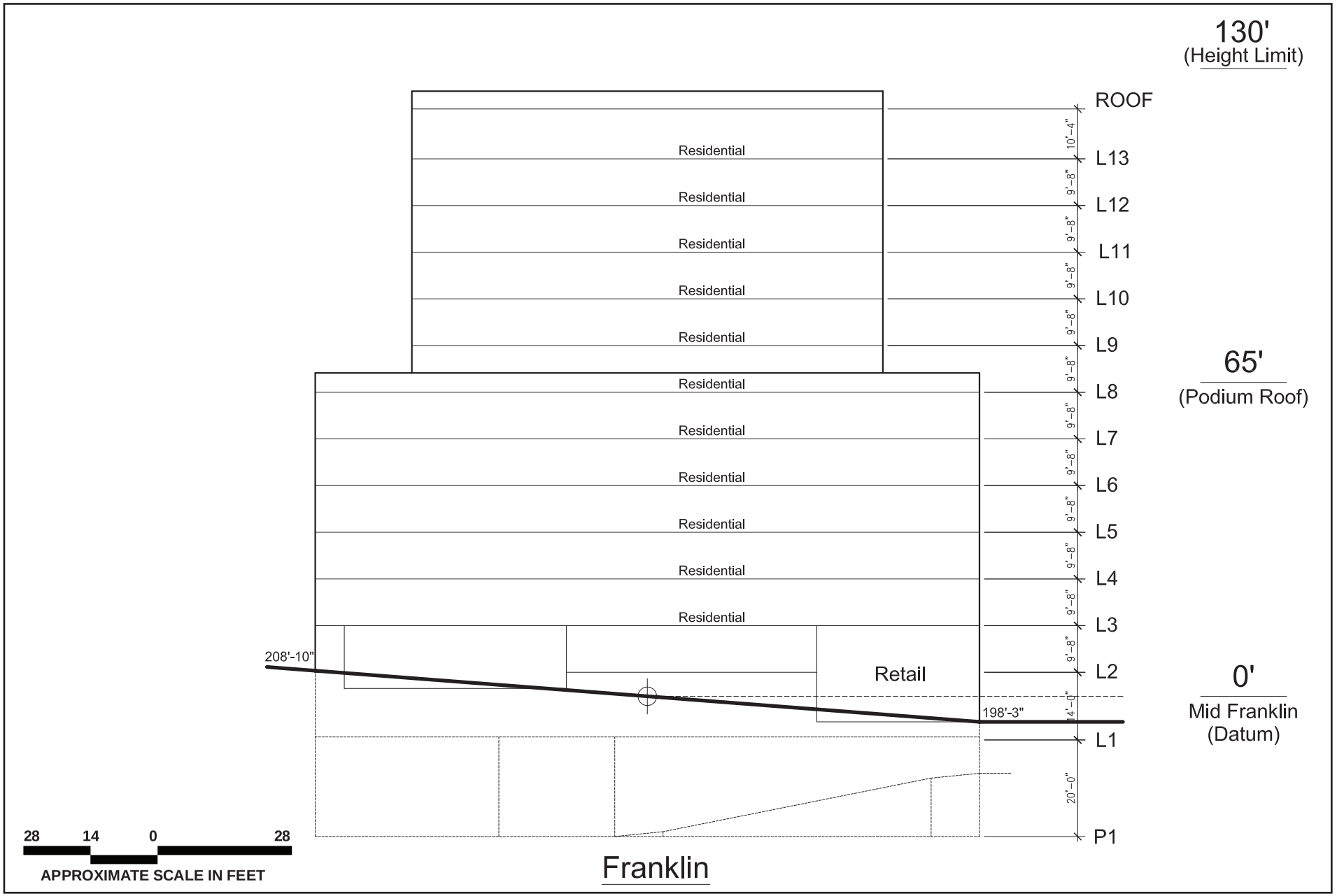
Partial Preservation Alternative – Franklin Elevation




**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2013

FIGURE **VI-7**

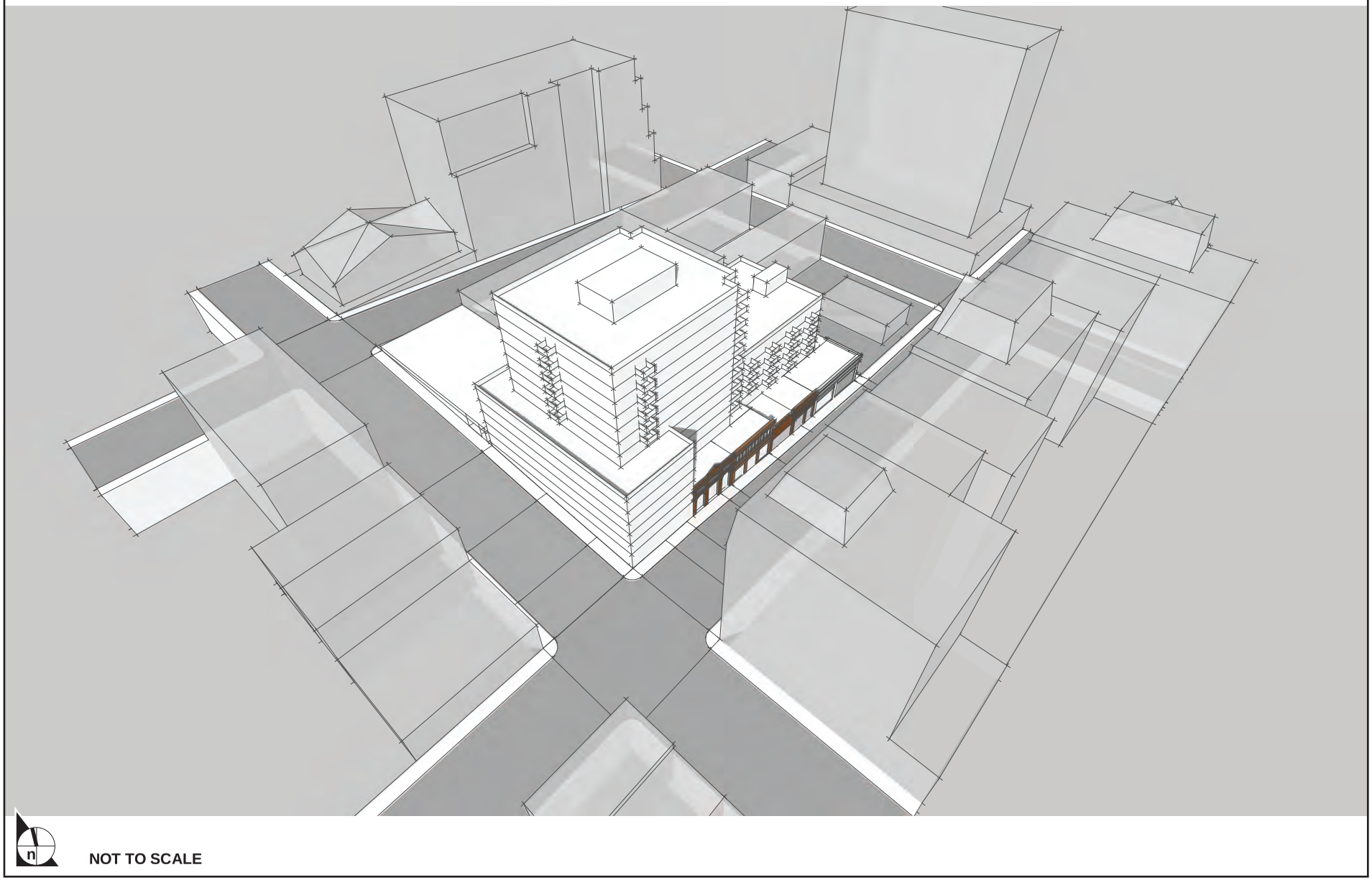
## Partial Preservation Alternative – Pine Street Section




**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2013

FIGURE **VI-8**

Partial Preservation Alternative – Franklin Section



NOT TO SCALE

**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2012

FIGURE **VI-9**

Partial Preservation Alternative – Massing Diagram

## Impacts

This alternative would occupy the same project site as would the proposed project, and would include a substantially similar mix of uses and a substantially lessened intensity of uses on the project site. Therefore, the conclusions of the Initial Study with respect to each of the environmental topics that were determined either to be less than significant or less than significant with mitigation (Land Use and Land Use Planning; Aesthetics; Population and Housing; Noise; Air Quality; Greenhouse Gas Emissions; Shadow; Recreation; Utilities and Service Systems; Public Services; Biological Resources; Geology and Soils; Hydrology and Water Quality; Hazards/Hazardous Materials; Mineral/Energy Resources; and Agricultural Resources) apply to the Partial Preservation Alternative. See **Chapter I, Introduction**, p. I-3, for more information regarding the evaluation of the above-noted environmental topics. This alternative would not result in any new potentially significant impact for the above-noted environmental topics not already identified in the Initial Study for the proposed project. Impacts of this alternative under each of these above-noted environmental topics would be substantially similar to or less than those of the proposed project. No study of the above-noted environmental topics is therefore required in the analysis below.

### *Archaeological and Paleontological Resources*

The amount of excavation required for this alternative would be slightly reduced as compared to the proposed project, as 15 to 22 percent of the existing buildings on the project site would be retained and thus the area of excavation would be reduced. As such, potential impacts on archaeological and paleontological resources under this alternative would be slightly reduced compared to the proposed project. However, the impact would remain significant similar to the proposed project. **Mitigation Measure M-CP-2: Archaeological Testing for Project with Archaeological Research Design and Treatment Plan**, identified for the proposed project and described on pp. IV.A-17 through IV.A-21, would also be applicable to this alternative to ensure that, similar to the proposed project, potential project-level impacts on archaeological and paleontological resources, if present within the project site, would be less than significant (with mitigation incorporated). In addition, there would be a significant cumulative impact to archaeological and paleontological resources under this alternative. However, with the implementation of **Mitigation Measure M-CP-2**, the contribution of the alternative to significant cumulative impacts to archaeological and paleontological resources would no longer be cumulatively considerable, similar to the proposed project.

## *Historic Architectural Resources*

The discussion of impacts to historic architectural resources under the Partial Preservation Alternative is based an analysis prepared by JRP Historical Consulting, LLC[1] and approved by the San Francisco Planning Department. The Partial Preservation Alternative would result in the *de facto* demolition of five contributors to the Pine Street Auto Shops Historic District as defined by *Planning Code* Section 1005f.[2] In addition, this alternative would result in the *de facto* demolition of two structures that are individually eligible for listing on the CRHR. Consequently, the Partial Preservation Alternative would diminish the historic integrity of historic architectural resources on the project site and would be inconsistent with the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings (SOI Standards)*. Similar to the proposed project, this alternative would construct a project within the Pine Street Auto Shops Historic District that does not preserve the historic district's historical, cultural, or architectural values, and thus would be inconsistent with the *SOI Standards*. As a result, impacts to historic architectural resources under this alternative would be significant, similar to the proposed project. However, the impacts under this alternative would be reduced compared to the proposed project, as this alternative would retain the five façades of the Pine Street Auto Shops Historic District, along with a portion of the sidewalls of the historic district contributors. The impacts would also be reduced, in comparison to the proposed project, because of the increased setback and the reduction in the height of the proposed building.

**Mitigation Measures M-CP-4a: Historic Preservation Plan and Protective Measures, Mitigation Measure M-CP-4b: Historic Resource Baseline Condition Study, M-CP-4c: Historic Resource HABS Documentation,** and **M-CP-4d: Permanent Interpretive Exhibits**, identified for the proposed project and described on p. IV.A-23, would also be applicable to this alternative to reduce impacts to historic architectural resources on the project site, but not to a less-than-significant level. As a result, impacts to historic architectural resources on the project site, including the historic district, would be significant and unavoidable, similar to the proposed project.

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1 JRP Historical Consulting, LLC, *Partial Preservation Alternative Analysis, Pine & Franklin Project, San Francisco, California*. May 2013. A copy of the report is available for review in File No. 2011.1306E at the Planning Department, 1650 Mission Street, 4th Floor.

2 *San Francisco Planning Code*, Article 10, Section 1005f defines demolition as any one of: 1) Removal of more than 25 percent of the surface of all external walls facing a public street(s); or 2) Removal of more than 50 percent of all external walls from their function as all external walls; or 3) Removal of more than 25 percent of external walls from function as either external or internal walls; or 4) Removal of more than 75 percent of the building's existing internal structural framework or floor plates unless the City determines that such removal is the only feasible means to meet the standards for seismic load and forces of the latest adopted version of the San Francisco Building Code and the State Historical Building Code. This EIR uses the term "*de facto* demolition" to refer to these definitions of demolition.

The Partial Preservation Alternative and the project located at 1545 Pine Street would result in the elimination of one Van Ness Auto Row support structure and cause the *de facto* demolition of five more structures. In comparison, the proposed project, combined with the 1545 Pine Street Project, would eliminate three Van Ness Auto Row support structures and cause the *de facto* demolition of three more structures, and would reduce the number of adjacent building façades in the Pine Street Auto Shops Historic District to two. As a result, the Partial Preservation Alternative would have a cumulatively considerable contribution to a significant cumulative impact on a rare type of historic architectural resource, the Van Ness Auto Row support structures, similar to the proposed project. However, the cumulative impact would be reduced under the Partial Preservation Alternative as it would retain the contiguous nature of all five façades and would not entirely eliminate this last surviving example of more than two contiguous auto-related support buildings in the Van Ness Auto Row study area. **Mitigation Measures M-CP-4a: Historic Preservation Plan and Protective Measures, Mitigation Measure M-CP-4b: Historic Resource Baseline Condition Study, M-CP-4c: Historic Resource HABS Documentation,** and **M-CP-4d: Permanent Interpretive Exhibits** would also be applicable to this alternative to reduce its cumulatively considerable contribution to a significant impact on historic architectural resources. However, the cumulative impact would remain significant and unavoidable.

## *Transportation and Circulation*

### Traffic Impacts

Under the Partial Preservation Alternative, as shown in **Table VI-2**, **Trip Generation – Proposed Project and Partial Preservation Alternative Person-Trips by Mode**, the number of trips across all modes of travel would decrease in the weekday AM and PM peaks hours. Under the Partial Preservation Alternative, the traffic added by the alternative would cause degradation in the level of service (LOS) at the intersection of Van Ness Avenue/Pine Street from LOS E to LOS F in the PM peak hour. No degradation in LOS at this intersection would occur during the AM peak hour under this alternative. In addition, all the remaining study area intersections would operate at an acceptable LOS under this alternative. In comparison, under the proposed project, the traffic added by the proposed project would cause the LOS at the intersection of Van Ness Avenue/Pine Street to decline from LOS D to LOS E in the AM peak hour and from LOS E to LOS F in the PM peak hour. All the remaining study area intersections would operate at an acceptable LOS. **Mitigation Measure M-TR-1: Payment of Fair-share Cost of Near-Term Intersection Improvements**, identified for the proposed project and described on p. IV.B-35, would also be applicable to this alternative. However, while traffic impacts under the Partial Preservation Alternative would be reduced, traffic generated by the alternative would still negatively affect the intersection of Van Ness Avenue/Pine Street in the near-term and it is uncertain whether the SFMTA will

make any near-term physical improvements to this intersection. Similar to the proposed project, even with mitigation this impact would remain significant and unavoidable.

**Table VI-2**
**Trip Generation – Proposed Project and Partial Preservation Alternative Person-Trips by Mode**

| Alternative | Total Person-Trips | | | | | Vehicle Trips[3] |
|---|---|---|---|---|---|---|
| | Auto | Transit | Walk | Other [1] | Total | |
| **Weekday AM Peak Hour** | | | | | | |
| Proposed Project[2] | 118 | 139 | 84 | 7 | 346 | 104 |
| Partial Preservation Alternative | 70 | 84 | 50 | 5 | 209 | 62 |
| **Difference** | **-48** | **-55** | **-34** | **-2** | **-137** | **-42** |
| **Weekday PM Peak Hour** | | | | | | |
| Proposed Project[2] | 174 | 178 | 105 | 10 | 467 | 138 |
| Partial Preservation Alternative | 120 | 113 | 64 | 6 | 303 | 89 |
| **Difference** | **-54** | **-65** | **-41** | **-4** | **-164** | **-49** |

*Source: AECOM, July 2013.*
*Notes:*
[1] *"Other" mode includes bicycles, motorcycles, and taxis*
[2] *Proposed Project as analyzed in the 1634 Pine Street Final Transportation Impact Study, dated April 5, 2013.*
[3] *Vehicle trips are less that Total Person Auto Trips as some individuals will share vehicles.*

**Improvement Measure I-TR-2: Abatement of Parking Queue**, identified for the proposed project and described on pp. IV.B-36 and IV.B-37, would also be applicable to this alternative to further reduce the less-than-significant impact associated with the vehicle queue in the project garage.

**Transit Impacts**

As shown in **Table VI-2**, under the Partial Preservation Alternative, transit trips generated by the alternative would be less than those under the proposed project in the weekday AM and PM peaks hours. Therefore, similar to the proposed project, impacts of this alternative on local and regional transit capacity utilization would be less than significant.

**Bicycle Impacts**

The Partial Preservation Alternative would not substantially change bicycle travel in the vicinity of the project site, and therefore, similar to the proposed project, impacts to bicyclists would be less than significant.

**Pedestrian Impacts**

As shown in **Table VI-2**, under the Partial Preservation Alternative, pedestrian trips generated by the alternative would be less than those under the proposed project in the weekday AM and PM peaks hours. Therefore, similar to the proposed project, impacts of this alternative on sidewalks, corners, and crosswalks would be less than significant.

**Improvement Measure I-TR-4a: Audible and Visual Warning Devices** and **Improvement Measure I-TR-2: Abatement of Parking Queue**, identified for the proposed project and described on p. IV.B-43 and pp. IV.B-36 and IV.B-37, respectively, would also be applicable to this alternative to further reduce its less-than-significant effects on pedestrian circulation in front of the project site. **Improvement Measure I-TR-4a** recommends the installation of audible and visible warning devices to alert pedestrians of vehicles exiting the project garage. **Improvement Measure I-TR-2** is described above. In addition, **Improvement Measure I-TR-4b: Limited Loading Hours** and **Improvement Measure I-TR-4c: Coordination of Loading Activities**, identified for the proposed project and described on p. IV.B-43, would also be applicable to this alternative to further reduce pedestrian conflicts during loading operations. **Improvement Measure I-TR-4b** would limit hours of retail and residential operation of the loading zones to off-peak hours to avoid peak pedestrian times (7:00 AM to 9:00 AM and 5:00 PM to 7:00 PM). **Improvement Measure I-TR-4c** would require the scheduling and coordination of loading activities with building management.

**Loading Impacts**

As with the proposed project, the Partial Preservation Alternative would provide on-street commercial and residential loading in front of the project site. The alternative would provide a total of two on-street commercial loading spaces (minimum of 45 feet in length and 10 feet in width), and two on-street passenger loading spaces located on Pine Street. As the City determined that the proposed project would not need to provide any off-street loading spaces, and impacts due to inadequate loading spaces would be less than significant, the Partial Preservation Alternative would also not need to provide any off-street loading spaces, and impacts due to inadequate loading would also be less than significant.

**Improvement Measure I-TR-4b: Limited Loading Hours** and **Improvement Measure I-TR-4c: Coordination of Loading Activities**, identified for the proposed project and described on p. IV.B-43, would also be applicable to this alternative to further reduce conflicts during loading operations. **Improvement Measures I-TR-4b** and **4c** are described above.

**Emergency Access Impacts**

As with the proposed project, the Partial Preservation Alternative would not change the configuration or capacity of the travel lanes adjacent to the project site. Therefore, it would not affect emergency vehicle access to the project site or project vicinity, nor would it change the configuration or capacity of adjacent travel lanes. Similar to the proposed project, the Partial Preservation Alternative's impacts on emergency access would be less than significant.

**Parking Impacts**

Parking demand associated with the Partial Preservation Alternative would be less than that for the proposed project with its larger development. Therefore, similar to the proposed project, impacts on parking demand and supply with this alternative would be less than significant. **Improvement Measure I-TR-8: Transportation Demand Management Program**, identified for the proposed project and described on p. IV.B-49, would also be applicable to this alternative to further reduce the less-than-significant impact associated with parking.

**Construction Impacts**

Construction activities associated with the Partial Preservation Alternative would be similar to, but less than, those described for the proposed project since this alternative involves less on-site development compared to the proposed project. As with the proposed project, the construction-related transportation impacts of this alternative would be less than significant due to their temporary and limited duration.

**Improvement Measure I-TR-9a: Limited Construction Hours** and **Improvement Measure I-TR-9b: Coordination of Construction Activities**, identified for the proposed project and described on p. IV.B-53, would also be applicable to this alternative to further reduce its less-than-significant construction-related transportation effects. **Improvement Measure I-TR-9a** would limit hours of construction truck traffic to avoid the weekday AM and PM peak periods (7:00 AM to 9:00 AM and 4:00 PM to 6:00 PM) (or other times, if approved by SFMTA), to reduce conflicts with outbound transit vehicles on Pine Street. **Improvement Measure I-TR-9b** would require the coordination of construction activities with other potential projects that may be concurrently constructed in the vicinity of the project site.

**2035 Cumulative Conditions**

As shown in **Table VI-2**, the number of trips generated across all modes of travel under the Partial Preservation Alternative would decrease in the weekday AM and PM peak hours compared to the proposed project. Under 2035 Cumulative conditions, all of the study intersections would operate at

acceptable conditions (LOS D or better) under this alternative if the Van Ness Avenue Bus Rapid Transit (BRT) project is implemented. However, as implementation of the BRT project is uncertain, the Partial Preservation Alternative would result in a significant and unavoidable cumulative impact to the intersection of Van Ness Avenue/Pine Street, similar to the proposed project. **Mitigation Measure M-C-TR-1: Payment of Fair-share Cost of Van Ness Avenue Bus Rapid Transit Improvements**, identified for the proposed project and described on p. IV.B-59, would also be applicable to this alternative to ensure that the project would make a fair-share contribution for implementation of Van Ness Avenue Bus Rapid Transit and the intersection of Van Ness Avenue/Pine Street.

As shown in **Table VI-2**, the Partial Preservation Alternative would result in fewer transit trips than the proposed project. Under 2035 condition, impacts on local and regional transit capacity utilization under the Partial Preservation would be less than significant, similar to the proposed project. Therefore, the cumulative impact on transit operations under this alternative would be less than significant.

### *Wind*

Similar to the proposed project, the Partial Preservation Alternative would not substantially alter existing wind conditions on the project site and vicinity. Under this alternative, the proposed building height and massing design would be smaller than the proposed project. Therefore, similar to the proposed project, the Partial Preservation Alternative would not substantially increase ground-level winds in pedestrian corridors or public spaces and would therefore have less-than-significant project-level and cumulative wind impacts.

## Conclusion

The Partial Preservation Alternative, like the proposed project, would result in a significant and unavoidable impact on the Pine Street Auto Shops Historic District. In addition, this alternative would result in a significant and unavoidable impact on two buildings that are individually eligible for listing on the CRHR and therefore qualify as historic architectural resources. Furthermore, the Partial Preservation Alternative, in combination with other past, present, and reasonably foreseeable future projects in the project vicinity, would have a cumulative impact on a rare type of historic architectural resource, the Van Ness Auto Row support structures. Also the Partial Preservation Alternative would entirely eliminate the only historic district associated with the Van Ness Auto Row support buildings. For these reasons the Partial Preservation Alternative would result in a significant and unavoidable cumulative impact on historic architectural resources.

In addition, the Partial Preservation Alternative, like the proposed project, would result in a significant and unavoidable traffic impact at the intersection of Van Ness Avenue/Pine Street. While the alternative would reduce trips, the reduction would not be enough to avoid the significant impact.

As with the proposed project (but generally to a lesser degree than the proposed project), there would be less-than-significant impacts related to wind under the Partial Preservation Alternative. As with the proposed project (but generally to a lesser degree than the proposed project), there would be less-than-significant impacts with mitigation related to cultural and paleontological resources under this alternative.

The Partial Preservation Alternative would achieve most of the basic project objectives listed in **Chapter II, Project Description**, on pg. II-2. This alternative would develop a project that is consistent with and enhances the existing scale and urban design character of the area, furthers the City's housing policies and applicable General Plan policies, and preserves portions of the historic buildings on the site. In addition, this alternative would provide housing in the City that is accessible to local and regional transit and increase the affordable housing supply in the City. However, one project objective that would not be achieved by this alternative would be maximizing the creation of new residential units, as this alternative would result in approximately 100 fewer units than the proposed project.

## D. ALTERNATIVE C: FULL PRESERVATION ALTERNATIVE

### Description

The Full Preservation Alternative would involve demolition of portions of the existing five buildings on the project site, and construction of one eight-story residential tower with commercial use on the ground and second floors. All of the lots would be merged into one lot. All of the existing building façades and substantial portions of the extant buildings would be incorporated into this alternative. Overall, the Full Preservation Alternative would preserve the front 38 percent and the back 15 percent of the buildings on the project site. An eight-story residential tower would be located at the rear of the lots immediately behind the historic buildings so the new building would be set back half the depth of the lot. In addition, development on the vacant lot (Lot 11A) at the corner of Pine and Franklin Streets would be limited to four stories for the first 15 feet along the Pine Street façade and then extend to the full eight stories after 15 feet in order to be more compatible in height with the existing buildings. To maintain balance on the Franklin Street façade, the taller massing would be centered on the four-story podium similar to the massing of the Partial Preservation Alternative.

As shown on **Table VI-1**, the Full Preservation Alternative would have a total area of 176,500 gross square feet (gsf) and would include approximately 100 new residential units totaling approximately 100,200 sf; 14,000 sf of retail space; and parking with 40 spaces on the ground level.

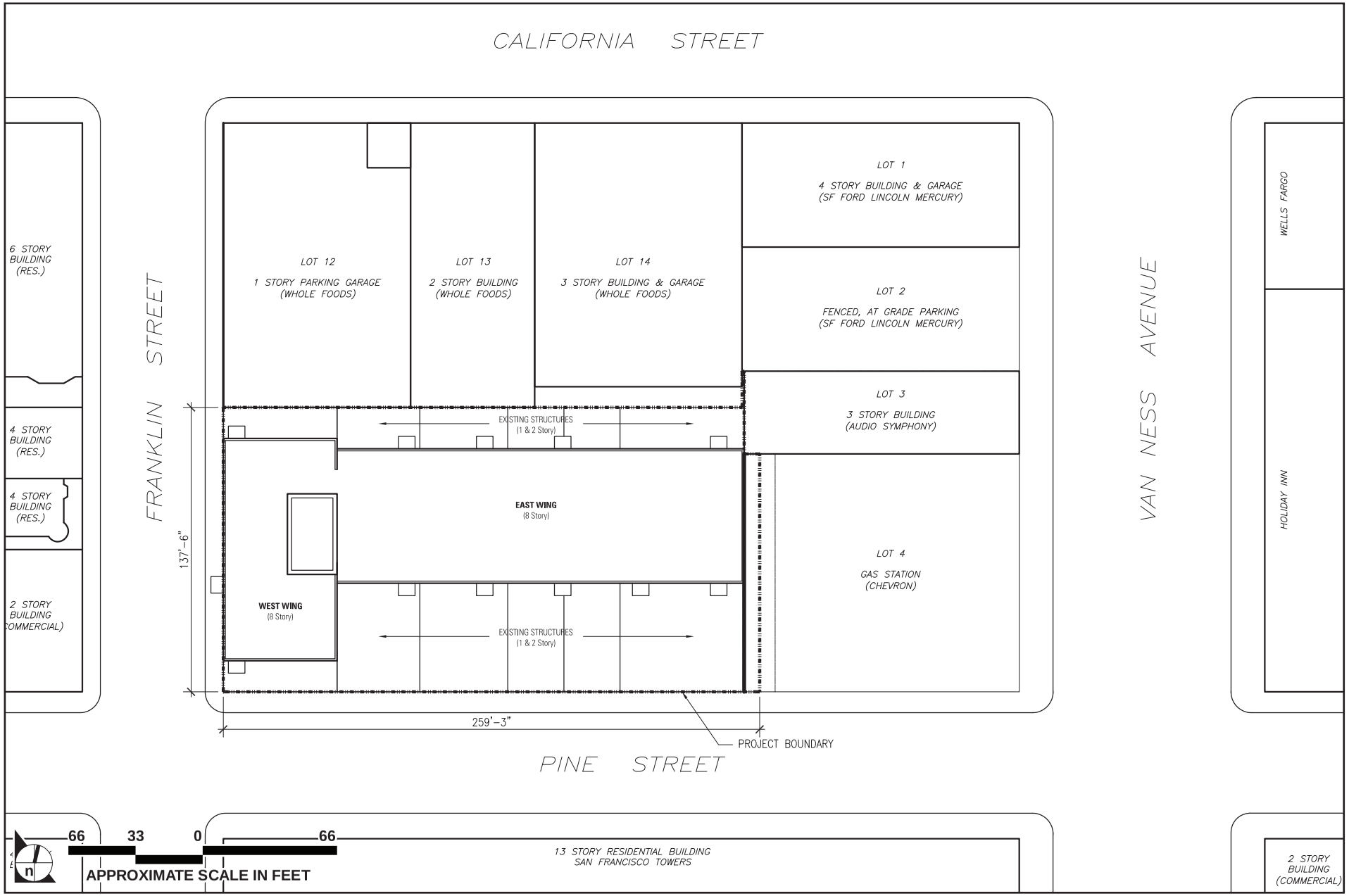
Like the proposed project, the proposed parking garage would be accessed from the existing curb cut in the southwest corner of the project site under the Full Preservation Alternative. The remaining three curb cuts would be eliminated.

**Figure VI-10, Full Preservation Alternative - Site Plan** presents the site plan for the proposed building under this alternative. **Figure VI-11, Full Preservation Alternative – First Floor Plan**; **Figure VI-12, Full Preservation Alternative – Third Floor Plan**; and **Figure VI-13, Full Preservation Alternative – Sixth Through Eighth Floor Plans** provide representative floor plans for the building proposed under this alternative.

**Figure VI-14, Full Preservation Alternative - Pine Street Elevation** and **Figure VI-15, Full Preservation Alternative – Franklin Elevation** provide elevations of the proposed building under this alternative from Pine and Franklin Streets. **Figure VI-16, Full Preservation Alternative - Pine Street Section** and **Figure VI-17, Full Preservation Alternative – Franklin Section** provide section diagrams of the proposed building under this alternative from Pine and Franklin Streets. **Figure VI-18, Full Preservation Alternative – Massing Diagram** provides a perspective of the proposed building under this alternative from the corner of Pine and Franklin Streets.

## Impacts

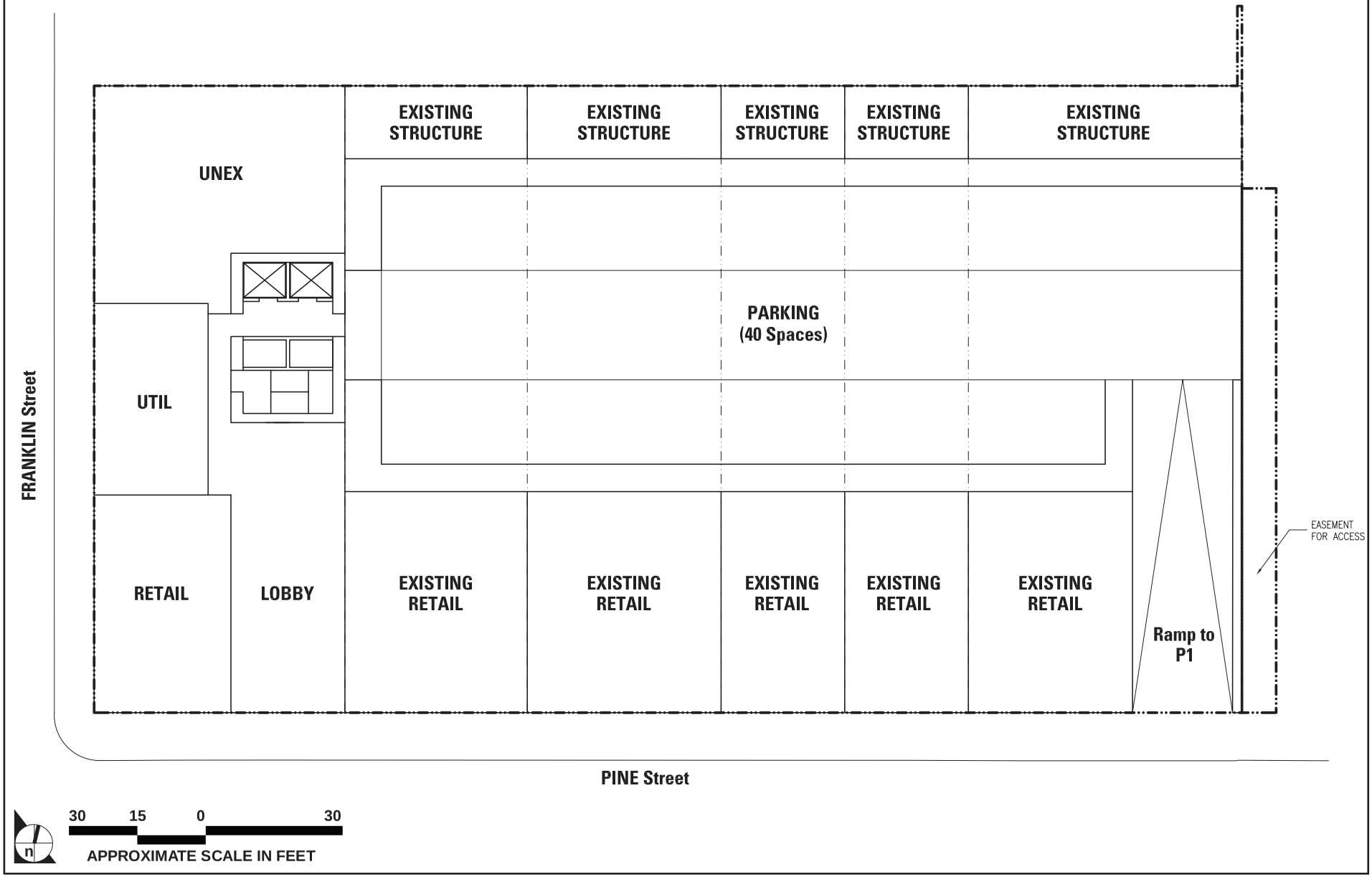
This alternative would occupy the same project site as would the proposed project, and would include a substantially similar mix of uses and a substantially lessened intensity of uses on the project site. Therefore, the conclusions of the Initial Study with respect to each of the environmental topics that were determined either to be less than significant or less than significant with mitigation (Land Use and Land Use Planning; Aesthetics; Population and Housing; Noise; Air Quality; Greenhouse Gas Emissions; Shadow; Recreation; Utilities and Service Systems; Public Services; Biological Resources; Geology and Soils; Hydrology and Water Quality; Hazards/Hazardous Materials; Mineral/Energy Resources; and Agricultural Resources) apply to the Full Preservation Alternative. See **Chapter I, Introduction**, p. I-3, for more information regarding the evaluation of the above-noted environmental topics. This alternative would not result in any new potentially significant impact for the above-noted environmental topics not already identified in the Initial Study for the proposed project. Impacts of this alternative under each of these above-noted environmental topics would be substantially similar to or less than those of the proposed project. No study of the above-noted environmental topics is therefore required in the analysis below.




**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2013

FIGURE **VI-10**

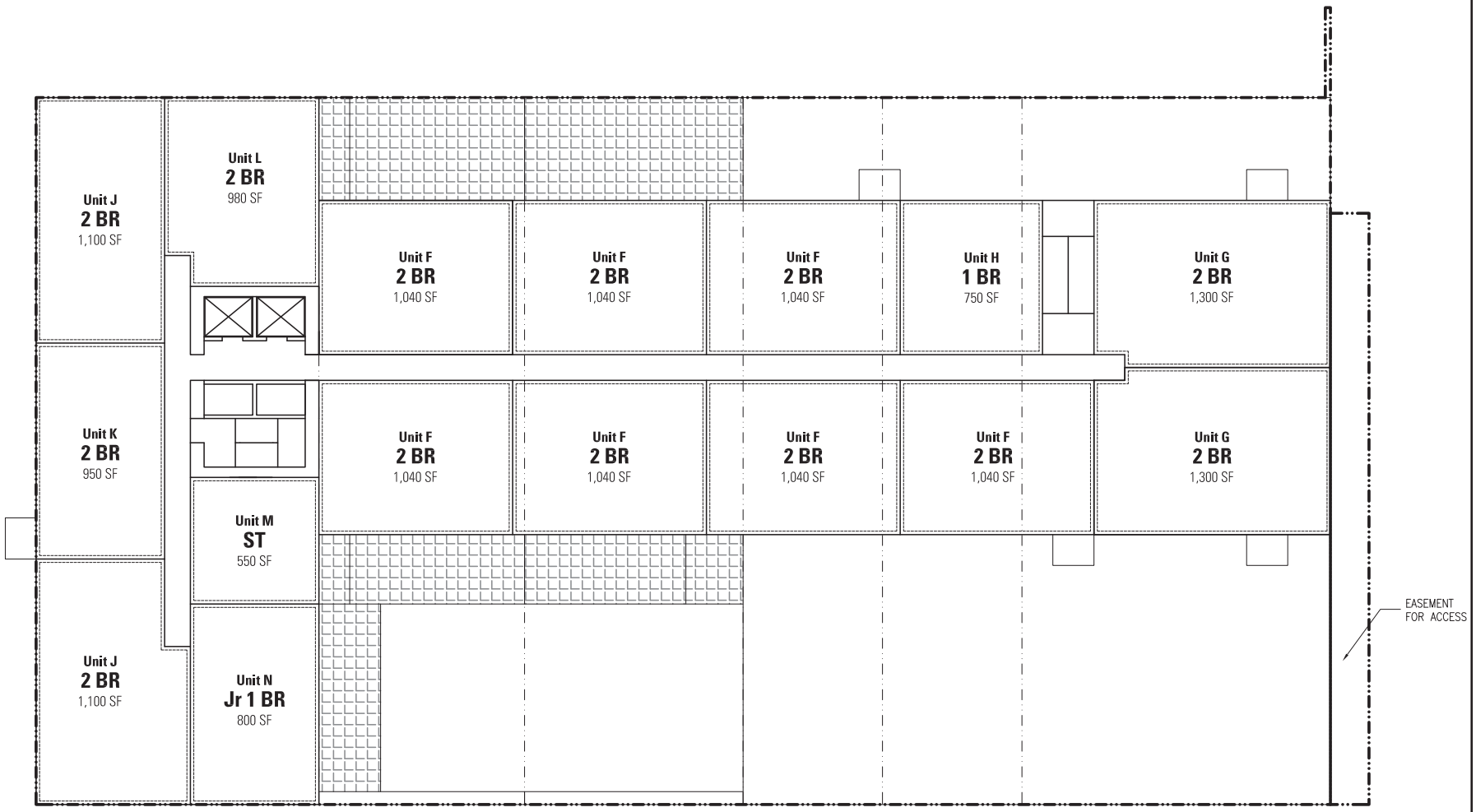
# Full Preservation Alternative – Site Plan




**SOURCE:** Kwan Hemi Architecture Planning Inc., April 2013

FIGURE **VI-11**

Full Preservation Alternative – First Floor Plan

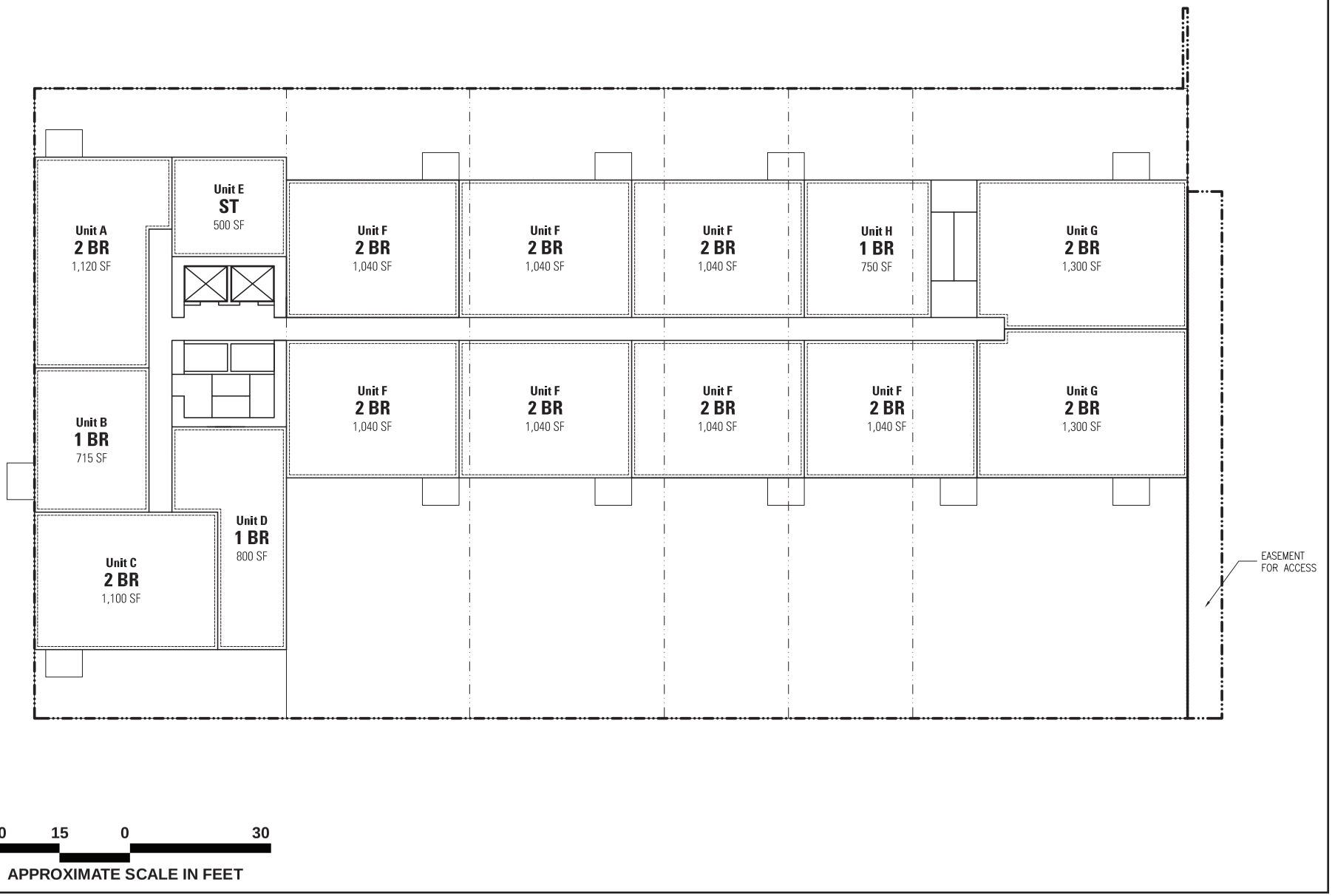




**SOURCE:** Kwan Hemi Architecture Planning Inc., April 2013

FIGURE **VI-12**

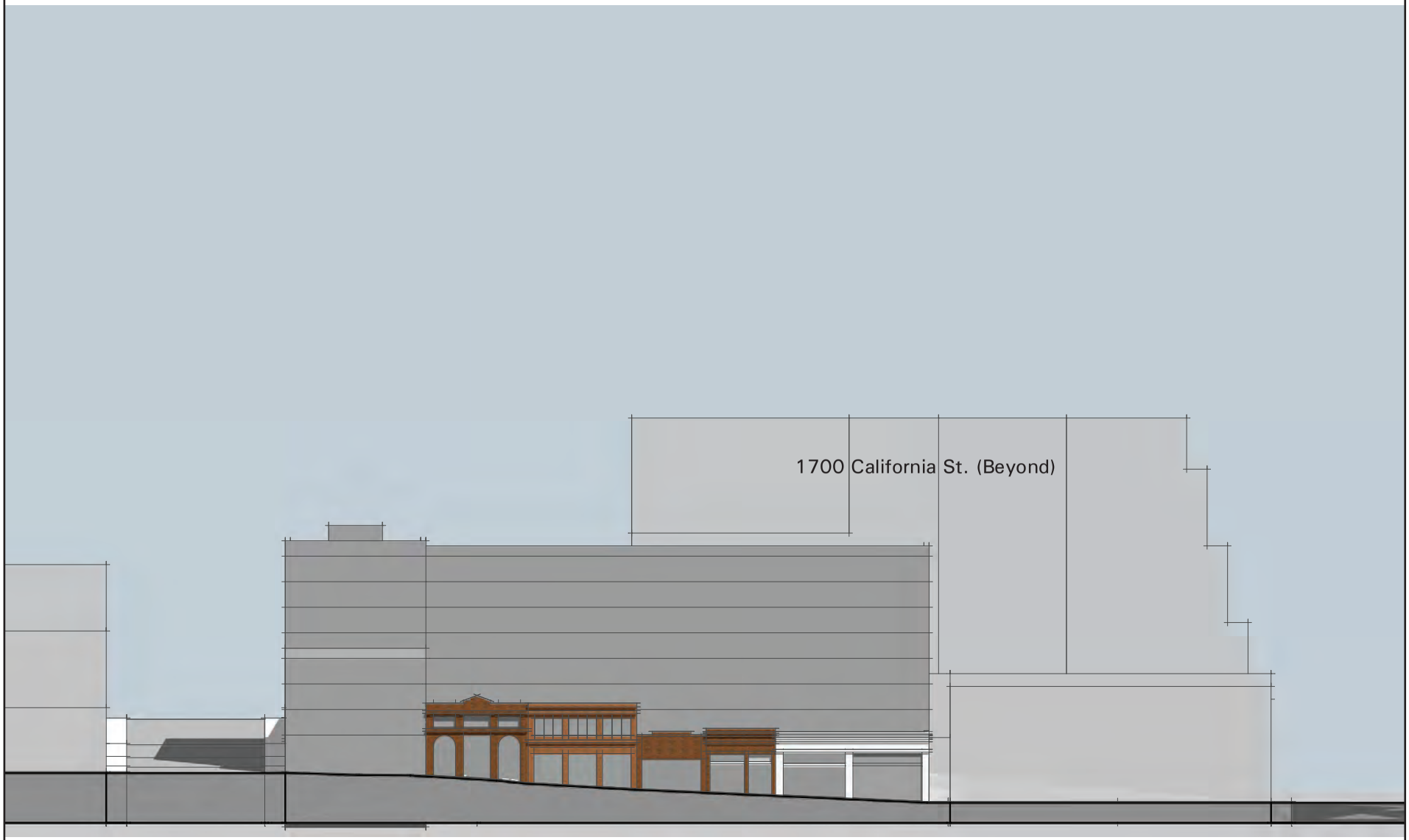
# Full Preservation Alternative – Third Floor Plan




**SOURCE:** Kwan Hemi Architecture Planning Inc., April 2013

FIGURE **VI-13**

Full Preservation Alternative – Sixth through Eighth Floor Plans

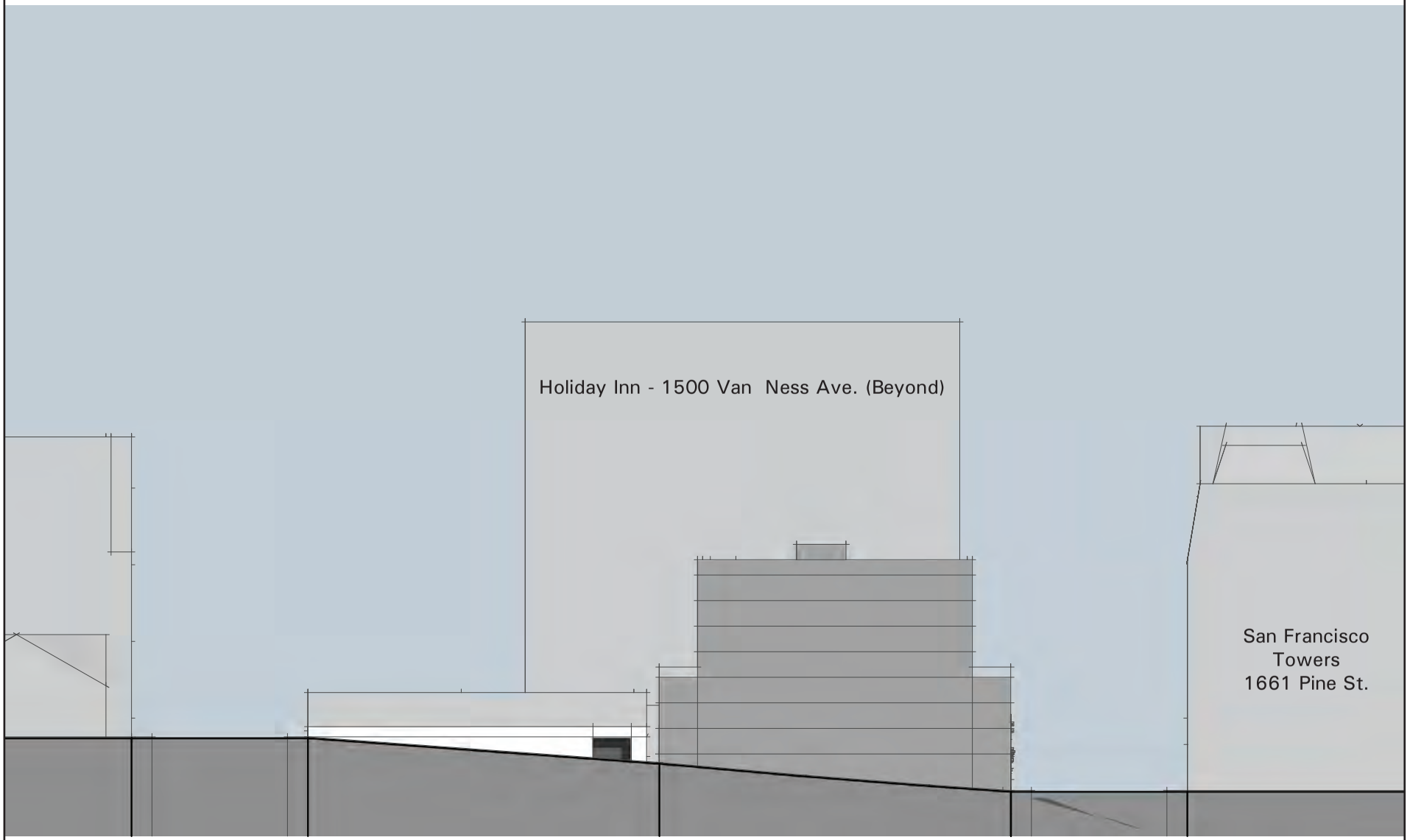



NOT TO SCALE

**SOURCE:** Kwan Hemi Architecture Planning Inc., April 2013

FIGURE **VI-14**

Full Preservation Alternative – Pine Street Elevation

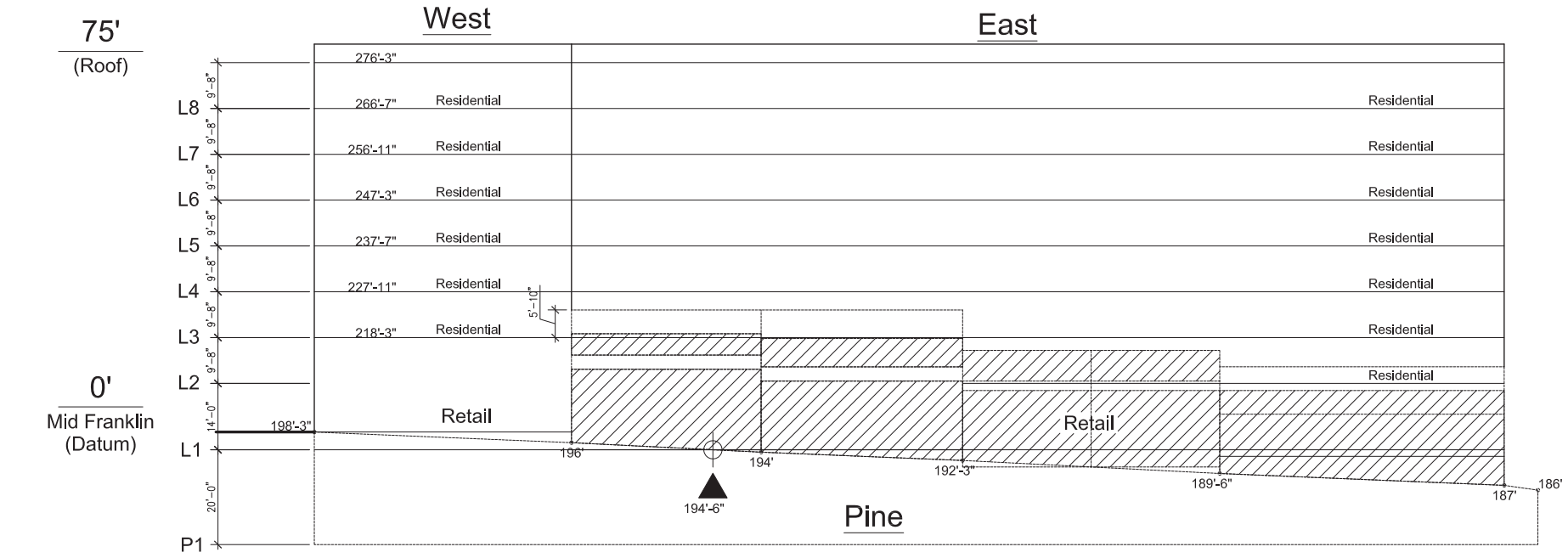



NOT TO SCALE

**SOURCE:** Kwan Hemi Architecture Planning Inc., April 2013

FIGURE **VI-15**

Full Preservation Alternative – Franklin Elevation



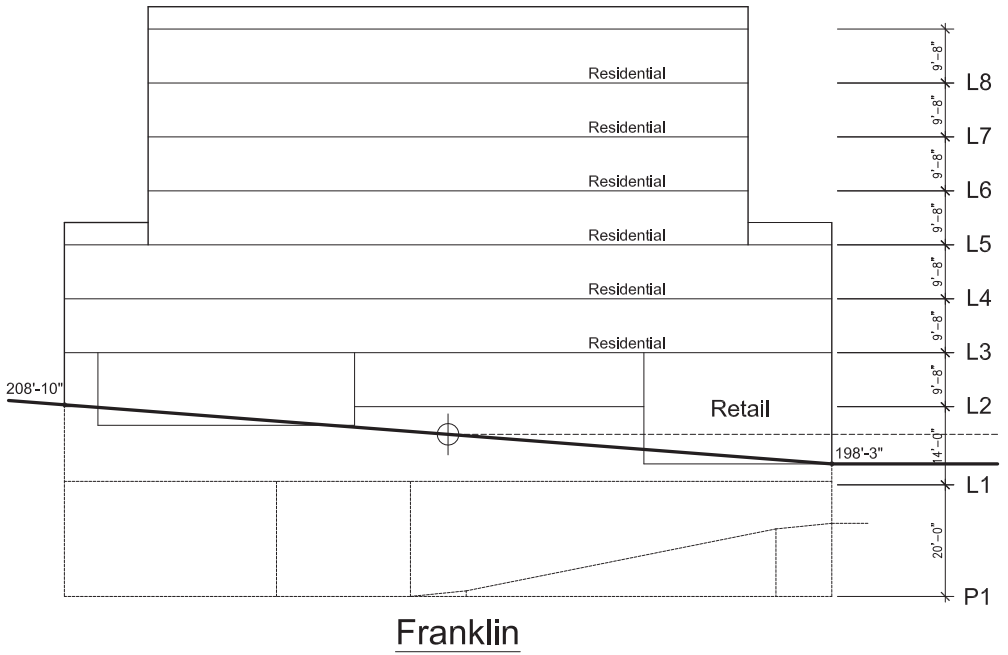

34 17 0 34

APPROXIMATE SCALE IN FEET

**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2013

FIGURE **VI-16**

Full Preservation Alternative – Pine Street Section



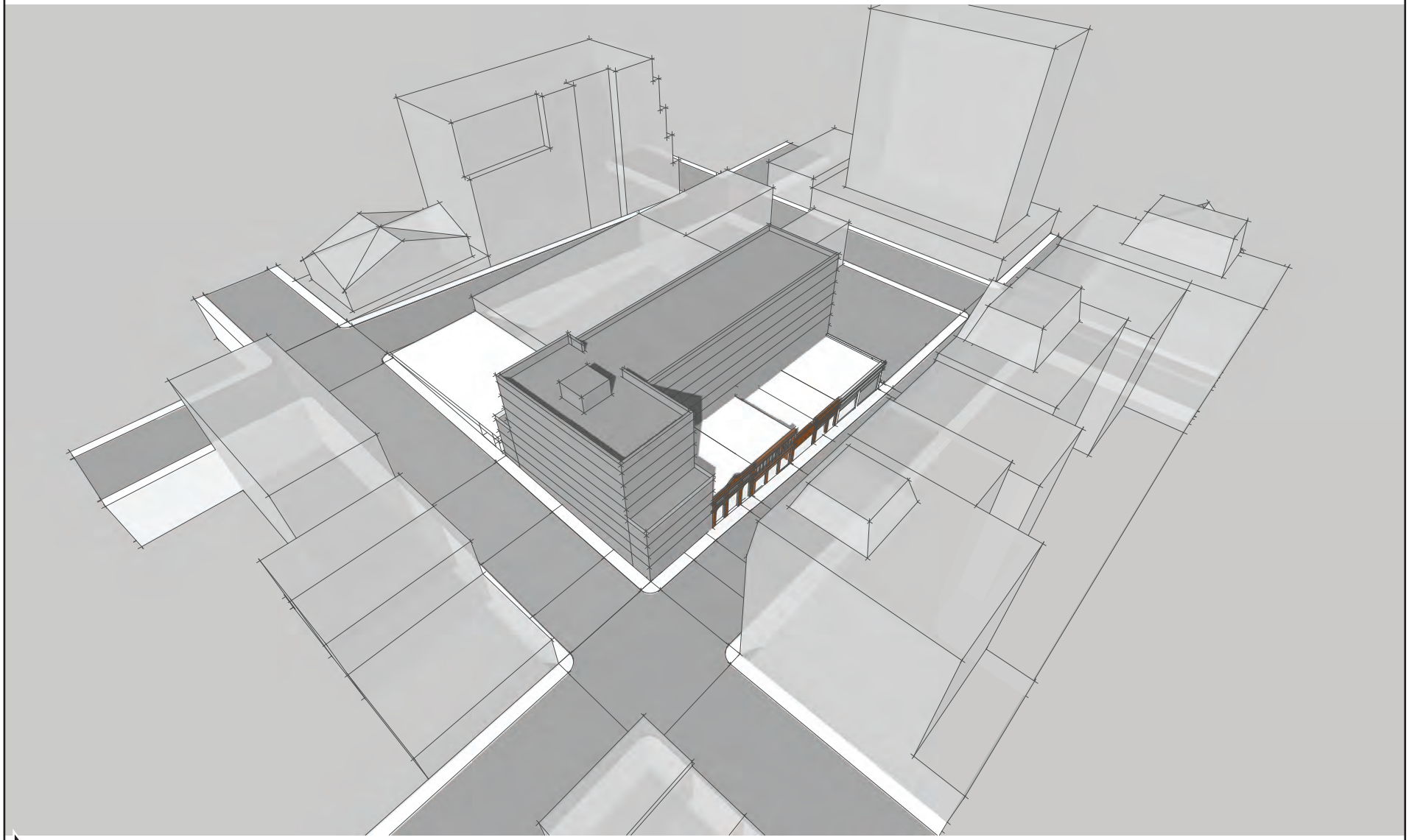

34 17 0 34

APPROXIMATE SCALE IN FEET

**SOURCE:** Kwan Hemi Architecture Planning Inc., July 2013

FIGURE **VI-17**

## Full Preservation Alternative – Franklin Section



NOT TO SCALE

**SOURCE:** Kwan Hemi Architecture Planning Inc., April 2013

FIGURE **VI-18**

Full Preservation Alternative – Massing Diagram

## *Archaeological and Paleontological Resources*

The amount of excavation required for this alternative would be reduced as compared to the proposed project, as approximately 50 percent of the existing buildings on the project site would be retained and thus the area of excavation would be reduced. As such, potential impacts on archaeological and paleontological resources under this alternative would be slightly reduced compared to the proposed project. However, the impact would remain significant similar to the proposed project. **Mitigation Measure M-CP-2: Archaeological Testing for Project with Archaeological Research Design and Treatment Plan**, identified for the proposed project and described on pp. IV.A-17 through IV.A-21, would still be applicable to this alternative to ensure that, similar to the proposed project, potential project-level impacts on archaeological and paleontological resources, if present within the project site, would be less than significant (with mitigation incorporated). In addition, there would be a significant cumulative impact to archaeological and paleontological resources under this alternative. However, with the implementation of **Mitigation Measure M-CP-2,** the contribution of the alternative to significant cumulative impacts to archaeological and paleontological resources would not be cumulatively considerable similar to the proposed project.

## *Historic Architectural Resources*

The discussion of impacts to historic architectural resources under the Full Preservation Alternative is based an analysis prepared by JRP Historical Consulting, LLC[3] and approved by the San Francisco Planning Department. The Full Preservation Alternative would demolish portions of the east and west walls of each existing building on the project site (not any portions of the front façades), but would avoid *de facto* demolition, as defined by *Planning Code* Section 1005f of all five buildings on the project site including the two structures that are individually determined to be eligible for the CRHR. In comparison, the proposed project would result in the full demolition of two of the contributors to the Pine Street Auto Shops Historic District and the *de facto* demolition of the remaining three contributors as defined by *Planning Code* Section 1005f. In addition, the proposed project would result in the *de facto* demolition of two structures that are individually determined to be historic architectural resources. Impacts to historic architectural resources under this alternative would be reduced compared to the proposed project.

While the Full Preservation Alternative would impact the integrity of setting, design, materials, and workmanship of the Pine Street Auto Shops Historic District, its contributors, and individual resources therein, the alternative is generally consistent with the *SOI Standards* because it would avoid demolition and *de facto* demolition and plans for the massing of new additions that generally comply with the *SOI Standards* by setting back new construction from the façades of historical resources and retaining

3 JRP Historical Consulting, LLC, *Full Preservation Alternative Analysis, Pine & Franklin Project, San Francisco, California*. May 2013. A copy of the report is available for review in Project File No. 2011.1306E at the Planning Department, 1650 Mission Street, 4th Floor.

sufficient aspects of the historical resources massing and scale. As a result, impacts to historic architectural resources under this alternative would be reduced compared to the proposed project. Furthermore, with the implementation of **Mitigation Measures M-CP-4a: Historic Preservation Plan and Protective Measures**, **Mitigation Measure M-CP-4b: Historic Resource Baseline Condition Study**, **M-CP-4c: Historic Resources HABS Documentation,** and **M-CP-4d: Permanent Interpretive Exhibits**, identified for the proposed project and described on pp. IV.A-23 through IV.A-25, the impact of the Full Preservation Alternative on the historic district as well as the two buildings found to be individually eligible for the CRHR would be reduced to less than significant.

Under the Full Preservation Alternative the cumulative impact would be reduced as the alternative would retain all of the on-site buildings and would not eliminate the last surviving example of more than two contiguous auto-related support buildings in the Van Ness Auto Row study area. As the on-site buildings would be preserved, the Full Preservation Alternative would not reduce a rare type of historic architectural resource, the Van Ness Auto Row support structures, and only the project located at 1545 Pine Street would eliminate a support structure associated with the Van Ness Auto Row. In comparison, the proposed project, combined with the 1545 Pine Street Project, would eliminate three Van Ness Auto Row support structures and cause the *de facto* demolition of three more structures and would reduce the number of adjacent building façades in the Pine Street Auto Shops Historic District to two, and thus would have a significant cumulative impact on a rare type of historic architectural resource, the Van Ness Auto Row support structures. Furthermore, with the implementation of **Mitigation Measures M-CP-4a: Historic Preservation Plan and Protective Measures**, **Mitigation Measure M-CP-4b: Historic Resource Baseline Condition Study**, **M-CP-4c: Historic Resource HABS Documentation,** and **M-CP-4d: Permanent Interpretive Exhibits** would also be applicable to this alternative and would further reduce this effect. Therefore, the Full Preservation Alternative would not make a cumulatively considerable contribution to a significant cumulative impact on historic architectural resources.

## *Transportation and Circulation*

### Traffic Impacts

Under the Full Preservation Alternative, as shown in **Table VI-3**, **Trip Generation – Proposed Project and Full Preservation Alternative Person-Trips by Mode**, compared to the proposed project the number of trips across all modes of travel would decrease in the weekday AM peak hour; however there would be a slight increase in automobile trips during the weekday PM peak hour due to more retail space included in this alternative. Under the Full Preservation Alternative, the traffic added by the alternative would cause the LOS at this intersection to decline from LOS E to LOS F in the PM peak hour. No degradation in LOS at this intersection would occur during the AM peak hour under this alternative.

In addition, all the remaining study area intersections would operate at an acceptable LOS under this alternative. In comparison, under the proposed project, the traffic added by the proposed project would cause the LOS at the intersection of Van Ness Avenue/Pine Street to decline from LOS D to LOS E in the AM peak hour and from LOS E to LOS F in the PM peak hour. All the remaining study area intersections would operate at an acceptable LOS. **Mitigation Measure M-TR-1: Payment of Fair-Share Cost of Near-Term Intersection Improvements**, identified for the proposed project and described on p. IV.B-35 would also be applicable to this alternative. However, while traffic impacts under the Full Preservation Alternative would be reduced, traffic generated by the alternative would still negatively affect the intersection of Van Ness Avenue/Pine Street in the near-term and it is uncertain whether the SFMTA will make any near-term physical improvements to this intersection. Similar to the proposed project, this impact is would remain significant and unavoidable even with mitigation.

**Table VI-3**
**Trip Generation – Proposed Project and Full Preservation Alternative Person-Trips by Mode**

| Alternative | Person-Trips | | | | | Vehicle Trips |
|---|---|---|---|---|---|---|
| | Auto | Transit | Walk | Other [1] | Total | |
| **Weekday AM Peak Hour** | | | | | | |
| Proposed Project[2] | 118 | 139 | 84 | 7 | 346 | 104 |
| Full Preservation Alternative | 65 | 80 | 39 | 3 | 187 | 55 |
| **Difference** | **-53** | **-59** | **-45** | **-4** | **-159** | **-49** |
| **Weekday PM Peak Hour** | | | | | | |
| Proposed Project[2] | 174 | 178 | 105 | 10 | 467 | 138 |
| Full Preservation Alternative | 188 | 135 | 64 | 7 | 393 | 114 |
| **Difference** | **+14** | **-43** | **-41** | **-3** | **-74** | **-24** |

*Source: AECOM, July 2013.*
*Notes:*
[1] *"Other" mode includes bicycles, motorcycles, and taxis*
[2] *Proposed Project as analyzed in the 1634 Pine Street Final Transportation Impact Study, dated April 5, 2013..*

**Improvement Measure I-TR-2: Abatement of Parking Queue**, identified for the proposed project and described on pp. IV.B-36 and IV.B-37, would also be applicable to this alternative to further reduce the less-than-significant impact associated with the vehicle queue in the project garage.

**Transit Impacts**

As shown in **Table VI-3**, under the Full Preservation Alternative, transit trips generated under the alternative would be less than those under the proposed project in the weekday AM and PM peak hours.

Therefore, similar to the proposed project, impacts of this alternative on local and regional transit capacity utilization would be less than significant.

**Bicycle Impacts**

The Full Preservation Alternative would not substantially change bicycle travel in the vicinity of the project site, and therefore, similar to the proposed project, impacts to bicyclists would be less than significant.

**Pedestrian Impacts**

As shown in **Table VI-3**, under the Full Preservation Alternative, pedestrian trips generated by the alternative would be less than those under the proposed project in the weekday AM and PM peak hours. Therefore, similar to the proposed project, impacts of this alternative on sidewalks, corners, and crosswalks would be less than significant.

**Improvement Measure I-TR-4a: Audible and Visual Warning Devices** and **Improvement Measure I-TR-2: Abatement of Parking Queue**, identified for the proposed project and described on p. IV.B-43 and pp. IV.B-36 and IV.B-37, respectively, would also be applicable to this alternative to further reduce its less-than-significant effects on pedestrian circulation in front of the project site. **Improvement Measures I-TR-4a** and **TR-2** are described above. In addition, **Improvement Measure I-TR-4b: Limited Loading Hours** and **Improvement Measure I-TR-4c: Coordination of Loading Activities**, identified for the proposed project and described on p. IV.B-43, would also be applicable to this alternative to further reduce pedestrian conflicts during loading operations. **Improvement Measures I-TR-4b** and **4c** are also described above.

**Loading Impacts**

As with the proposed project, the Full Preservation Alternative would provide on-street commercial and residential loading in front of the project site. The alternative would provide a total of two on-street commercial loading spaces (minimum of 45 feet in length and 10 feet in width), and two on-street passenger loading spaces located on Pine Street. As the City determined that the proposed project would not need to provide any off-street loading spaces, and impacts due to inadequate loading spaces would be less than significant, the Full Preservation Alternative would also not need to provide any off-street loading spaces, and impacts due to inadequate loading would also be less than significant.

**Improvement Measure I-TR-4b: Limited Loading Hours** and **Improvement Measure I-TR-4c: Coordination of Loading Activities**, identified for the proposed project and described on p. IV.B-43,

would also be applicable to this alternative to further reduce conflicts during loading operations. **Improvement Measures I-TR-4b** and **4c** are described above.

**Emergency Access Impacts**

As with the proposed project, the Full Preservation Alternative would not change the configuration or capacity of the travel lanes adjacent to the project site. Therefore, it would not affect emergency vehicle access to the project site or project vicinity, nor would it change the configuration or capacity of adjacent travel lanes. Similar to the proposed project, the Full Preservation Alternative impacts on emergency access would be less than significant.

**Parking Impacts**

Parking demand associated with the Full Preservation Alternative would be less than that for the proposed project with its larger development. Therefore, similar to the proposed project, impacts on parking demand and supply with this alternative would be less than significant. **Improvement Measure I-TR-8: Transportation Demand Management Program**, identified for the proposed project and described on p. IV.B-49, would also be applicable to this alternative to further reduce the less-than-significant impact associated with parking.

**Construction Impacts**

Construction activities associated with the Full Preservation Alternative would be similar to, but less than, those described for the proposed project because this alternative involves less on-site development compared to the proposed project. Overall, the construction-related transportation impacts of this alternative would be less than significant due to their temporary and limited duration, as under the proposed project

**Improvement Measure I-TR-9a: Limited Construction Hours** and **Improvement Measure I-TR-9b: Coordination of Construction Activities**, identified for the proposed project and described on p. IV.B-53, would also be applicable to this alternative to further reduce its less-than-significant construction-related transportation effects. **Improvement Measures I-TR-9a** and **9b** are described above.

**2035 Cumulative Conditions**

As shown in **Table VI-3**, the number of trips generated across all modes of travel by the Full Preservation Alternative would decrease in the weekday AM hour while there would be a slight increase in automobile trips during the weekday PM peak hour. Under 2035 Cumulative conditions, all of the study intersections would operate at acceptable conditions (LOS D or better) under this alternative if the Van

Ness Avenue Bus Rapid Transit (BRT) project is implemented. However, as implementation of the BRT project is uncertain, the Full Preservation Alternative would result in a significant and unavoidable cumulative impact to the intersection of Van Ness Avenue/Pine Street, similar to the proposed project. **Mitigation Measure M-C-TR-1: Payment of Fair-share Cost of Van Ness Avenue Bus Rapid Transit Improvements**, identified for the proposed project and described on p. IV.B-59, would also be applicable to this alternative to ensure that the project would make a fair-share contribution for implementation of Van Ness Avenue Bus Rapid Transit and the intersection of Van Ness Avenue/Pine Street.

As shown in **Table VI-3**, the Full Preservation Alternative would result in fewer transit trips than the proposed project. Under 2035 condition, impacts on local and regional transit capacity utilization under the Full Preservation would be less than significant, similar to the proposed project. Therefore, the cumulative impact on transit operations under this alternative would be less than significant.

### *Wind*

Similar to the proposed project, the Full Preservation Alternative would not substantially alter existing wind conditions on the project site and vicinity. Under this alternative, the proposed building height and massing design would be smaller than the proposed project. In addition, the proposed structure under this alternative would not require wind tunnel testing as it is less than 100 feet in height. Therefore, similar to the proposed project, the Full Preservation Alternative would not substantially increase ground-level winds in pedestrian corridors or public spaces and would therefore have less-than-significant project-level and cumulative wind impacts.

## Conclusion

The Full Preservation Alternative, unlike the proposed project, would result in a less-than-significant impact to the existing buildings on the project site that contribute to the Pine Street Auto Shops Historic District. In addition, this alternative would result in a less-than-significant impact to two buildings that are individually determined to be historic architectural resources. The Full Preservation Alternative's contribution to a significant cumulative impact on historic architectural resources would not be cumulatively considerable. For these reasons the Full Preservation Alternative would result in a less-than-significant project-level and cumulative impacts on historic architectural resources.

The Full Preservation Alternative, like the proposed project, would result in a significant and unavoidable traffic impact to the intersection of Van Ness Avenue/Pine Street. While the alternative would reduce trips, the reduction would not be enough to avoid the impact.

As with the proposed project (but generally to a lesser degree than the proposed project), there would be less-than-significant impacts related to wind under the Full Preservation Alternative. As with the proposed project (but generally to a lesser degree than the proposed project), there would be less-than-significant impacts with mitigation related to archaeological and paleontological resources under this alternative.

The Full Preservation Alternative would achieve most of the basic project objectives listed in **Chapter II, Project Description**, on pg. II-2. This alternative would develop a project that is consistent with and enhances the existing scale and urban design character of the area, furthers the City's housing policies and applicable General Plan policies, and preserves portions of the historic buildings on the site. In addition, this alternative would provide housing in the City that is accessible to local and regional transit and increase the affordable housing supply in the City. However, one project objective that would not be achieved by this alternative would be maximizing the creation of new residential units as this alternative would result in approximately 160 fewer units from the proposed project.

## E. ENVIRONMENTALLY SUPERIOR ALTERNATIVE

*State CEQA Guidelines* Section 15126.6(e)(2) requires identification of an environmentally superior alternative. If the No Project Alternative is environmentally superior, CEQA requires selection of the "environmentally superior alternative other than the no project alternative" from among the proposed project and the alternatives evaluated. The No Project Alternative is considered the overall environmentally superior alternative, because the impacts associated with implementation of the proposed project would not occur under the No Project Alternative. The No Project Alternative however would not meet any of the project sponsor's objectives listed in **Chapter II, Project Description**, on pg. II-2. To identify the environmentally superior alternative in accordance with the *State CEQA Guidelines*, a comparison of the impacts of the proposed project and Alternatives B and C is presented in **Table VI-1, Comparison of Significant Impacts of the Project and Alternatives**, pp. VI-4 and VI-5.

Pursuant to the *State CEQA Guidelines*, an EIR is required to identify the environmentally superior alternative that has the fewest significant environmental impacts from among the alternatives evaluated. The proposed project would result in significant and unavoidable project-level and cumulative impacts to historic architectural resources. In addition, the proposed project would result in a significant and unavoidable project-level and cumulative impacts with regard to transportation. The proposed project would result in less-than-significant impacts or less-than-significant impacts with mitigation related to archaeological and paleontological resources and wind.

Similar to the proposed project, the Partial Preservation Alternative would also result in significant and unavoidable project-level and cumulative impacts to historic architectural resources. However, the Full Preservation alternative would result in less-than-significant project-level and cumulative impacts to historic architectural resources since the alternative would not result in *de facto* demolition of the existing structures on the project site. Therefore, the impacts to historic resources under the Full Preservation Alternative would be reduced to less than significant, compared to the Partial Preservation Alternative and the proposed project where impacts to historic resources would be significant and unavoidable. Similar to the proposed project, the Partial and Full Preservation Alternatives would both result in a significant and unavoidable project-level and cumulative impacts with regard to transportation. In addition, the Partial and Full Preservation Alternatives would both result in less-than-significant impacts or less-than-significant impacts with mitigation related to cultural and paleontological resources and wind. The Full Preservation Alternative would result in a smaller structure and fewer residential units than the Partial Preservation Alternative. In addition, vehicle trips in the AM peak hour would be reduced while vehicle trips during the PM hour would slightly increase under the Full Preservation Alternative. Therefore, the significant and unavoidable impact with respect to transportation and the less-than-significant impacts with respect to cultural and paleontological resources and wind for the Full Preservation Alternative would be reduced compared to the Partial Preservation Alternative and the proposed project. Thus, the Full Preservation Alternative would be the environmentally superior alternative.

## F. ALTERNATIVES CONSIDERED AND REJECTED

This section identifies alternatives that were considered by the San Francisco Planning Department as lead agency, but were rejected as infeasible during the design development and scoping process, and presents the reasons underlying this determination. Among the factors that were considered include the failure to meet most of the basic objectives of the proposed project and inability to avoid significant environmental impacts. These considered and rejected alternatives are the Off-Site Alternative and Alternate Full Preservation Plan.

### Off-Site Alternative

An Off-Site Alternative that would consist of a similar project design and programming, but in a different though comparable infill location within the City and County of San Francisco, was considered but rejected given that the project sponsor does not own or control any other property in the vicinity of the project site and it is unlikely that the sponsor would be able to find and purchase another site to develop the project.

## Alternate Full Preservation Plan

The Alternate Full Preservation Plan would preserve the front 50 percent of the buildings on the project site, but would construct a four-story building at the rear of the lots immediately behind the historic buildings so that the new building would be set back half the depth of the lot. A 13-story building would be constructed on the vacant lot (Lot 11A) at the corner of Pine and Franklin Streets. The Alternate Full Preservation Plan would have a total area of 142,000 gross square feet (gsf) and would include approximately 68 new residential units totaling approximately 60,000 sf; and 35,000 sf of retail space. This alternative was considered but rejected because a more feasible full preservation alternative was designed that included more residential units (See Alternative C – Full Preservation Alternative above).

# VII. REPORT PREPARERS

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# APPENDIX A

## Notice of Preparation and Initial Study

SAN FRANCISCO
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# Notice of Preparation of an Environmental Impact Report

| | |
|---|---|
| *Date:* | March 20, 2013 |
| *Case No.:* | **2011.1306E** |
| *Project Title:* | **1634-1690 Pine Street** |
| *BPA Nos.:* | NA |
| *Zoning:* | NC-3 (Moderate-Scale, Neighborhood Commercial) Zoning District<br>Van Ness Automotive Special Use District<br>130-E Height and Bulk District |
| *Block/Lot:* | 0647/007, 008, 009, 010, 011, and 011A |
| *Lot Size:* | 35,496 square feet |
| *Project Sponsor* | Oyster Development Corp., 1634 Pine Street, LLC<br>(415) 298-3326 |
| *Lead Agency:* | San Francisco Planning Department |
| *Staff Contact:* | Jeanie Poling – (415) 575-9072<br>Jeanie.Poling@sfgov.org |

## PROJECT DESCRIPTION

The project site is located on the north side of Pine Street on the block bound by Pine, Franklin, and California Streets and Van Ness Avenue in the Western Addition neighborhood of San Francisco. Currently, the site is occupied by five vacant one- to two-story buildings (two two-story unreinforced-masonry buildings, two one-story unreinforced-masonry buildings, and a one-story concrete building) and a parking lot.

The proposed project would merge the current six lots into one parcel, demolish most of the existing five buildings on the project site, and construct one building with two 13-story residential towers with commercial use on the ground and second floors. Three of the existing building facades would be restored and incorporated into the proposed project. The proposed project would have a total area of 353,360 gross square feet and would include approximately 262 new for-sale residential units totaling approximately 221,760 square feet; 5,600 square feet of commercial space, and 34,600 square feet of subterranean parking with 245 parking spaces on one level. The proposed towers would be approximately 130 feet tall. There would be 24 studio units, 120 one-bedroom units, and 118 two-bedroom units. A single subterranean parking level would provide 240 spaces with mechanical stackers and five spaces accessible to persons with disabilities, for a total of 245 parking spaces, and 91 Class 1 bicycle parking spaces.

The 35,496-square-foot project site is located in an NC-3 Moderate-Scale, Neighborhood Commercial District and a 130-E Height and Bulk District. All of the lots, except the westernmost lot, a vacant parking lot, are also located in the Van Ness Automotive Special Use District. The proposed project would require a Conditional Use authorization from the Planning Commission for a Planned Unit Development for an increase in the dwelling unit density allowed as-of-right in the NC-3 District and for modifications to the rear yard, dwelling unit exposure, off-street parking, off-street loading, and bulk limit requirements.

## FINDING

**This project may have a significant effect on the environment and an Environmental Impact Report is required.** This determination is based upon the criteria of the *California Environmental Quality Act (CEQA) Guidelines*, Sections 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance), and for the reasons documented in the Environmental Evaluation (Initial Study) for the project, which is attached.

## PUBLIC SCOPING PROCESS

Written comments on the scope of the EIR will be accepted until 5:00 PM on April 19, 2013. Written comments should be sent to Sarah Jones, San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco, California 94103.

If you work for a responsible state agency, we need to know the views of your agency regarding the scope and content of the environmental information that is germane to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project. Please include the name of a contact person in your agency.

March 18, 2013
Date

Sarah Jones
Acting Environmental Review Officer

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## ACRONYMS AND ABBREVIATIONS

| | |
|---|---|
| ABAG | Association of Bay Area Governments |
| ACBM | Asbestos-containing Building Materials |
| ADRP | archaeological data recovery plan |
| AMP | archaeological monitoring program |
| BAAQMD | Bay Area Air Quality Management District |
| BART | Bay Area Rapid Transit |
| bgs | below ground surface |
| BMP | Best Management Practices |
| CARB | California Air Resources Board |
| CDMG | California Division of Mines and Geology |
| CEQA | California Environmental Quality Act |
| $CH_4$ | methane |
| City | City and County of San Francisco |
| CRHR | California Register of Historical Resources |
| dB | decibel |
| dB(A) | A-weighted decibel |
| DBI | Department of Building Inspection |
| DNL | day night average noise level |
| DPH SAM | San Francisco Department of Public Health, Environmental Health Section-Site Assessment Mitigation |
| DPW | Department of Public Works |
| DTSC | Department of Toxic Substances Control |
| ERO | Environmental Review Officer |
| ESA | Environmental Site Assessment |
| FAR | floor area ratio |
| FARR | Final Archaeological Resources Report |
| GHG | greenhouse gases |
| gsf | gross square feet |
| HRER | Historic Resource Evaluation Report |
| Ldn | day night average noise level |
| LUST | leaking underground storage tanks |
| MBTA | Migratory Bird Treaty Act |
| MRZ | Mineral Resource Zone |
| Muni | San Francisco Municipal Railway |
| NAHC | Native American Heritage Commission |
| NC-3 | Moderate-Scale Neighborhood Commercial (Zone) |
| NOx | oxides of nitrogen |
| NPDES | National Pollutant Discharge Elimination System |
| NPL | National Priorities List |
| NWIC | Northwest Information Center |
| OPR | Office of Planning and Research |
| PCB | polychlorinated biphenyls |

| | |
|---|---|
| ppv | peak particle velocity |
| PUD | Planned Unit Development |
| RHND | Regional Housing Needs Determination |
| ROG | reactive organic gases |
| ROSE | Recreation and Open Space Element |
| RWQCB | Regional Water Quality Control Board |
| sf | square feet |
| SFCD | San Francisco City Datum |
| SFCTA | San Francisco County Transportation Authority |
| SFFD | San Francisco Fire Department |
| SFGBO | San Francisco Green Building Ordinance |
| SFPD | San Francisco Police Department |
| SFPUC | San Francisco Public Utilities Commission |
| SFUSD | San Francisco Unified School District |
| TEP | Transit Effectiveness Project |
| US EPA | US Environmental Protection Agency |
| UWMP | Urban Water Management Plan |

# Initial Study

1634-1690 Pine Street
PLANNING DEPARTMENT CASE NO. 2011.1306E

## A. PROJECT DESCRIPTION

### Project Location

The project site at 1634-1690 Pine Street is located in the Western Addition neighborhood of the City of San Francisco (see **Figure 1, Project Location**). The project site consists of six adjacent lots (Lots 7, 8, 9, 10, 11, and 11A of Assessor's Block 0647) along the north side of Pine Street between Van Ness Avenue and Franklin Street, within a NC-3 (Moderate-Scale Neighborhood Commercial) District and a 130-E Height and Bulk District. The floor area ratio (FAR) limit as defined by *Planning Code* Section 124 for the NC-3 (Moderate-Scale Neighborhood Commercial) District is 3.6:1. The project site is on the block bounded by California Street to the north, Van Ness Avenue to the east, Pine Street to the south, and Franklin Street to the west. Van Ness Avenue to the east is a primary transportation corridor in the City that extends from the Civic Center in the south to the Marina District in the north.

The project site is approximately 35,496 square feet (sf), or 0.81 acre in size. Currently, the site is occupied by five vacant one- to two-story buildings (two, two-story unreinforced masonry buildings; two, one-story unreinforced masonry buildings; and a one-story concrete building) and a parking lot (see **Figure 2, Existing Site Plan**) The buildings on the project site were constructed between 1912 and 1917 and are designed in the Simplified Renaissance Revival architectural style and Simplified Renaissance Block architectural style. As indicated in **Table 1, Existing Site Characteristics**, the buildings contain a total of approximately 43,847 sf of building area which consists of office and industrial use. Lot coverage for each building equals almost 100 percent and the FAR for each of the buildings ranges from 1.0:1 to 3.0:1. Vehicle and pedestrian access to buildings on the project site is provided on Pine Street. A loading docking located to the rear of 1660 Pine Street and is accessed from Franklin Street. Past uses of the buildings include a car rental office and distribution center, furniture showroom, and a warehouse. The parking lot, located on the northeast corner of Pine and Franklin Streets, is 7,563 sf in size, contains no structures, and provides approximately 22 parking spaces.

Four of the structures (1650, 1656, 1660, and 1670-1680 Pine Street) have been recognized as having contextual architectural significance to their neighborhood.[1] In addition, three of the buildings on the project site (1650, 1660, and 1670-1680 Pine Street) were designed by the firm Heiman & Schwartz. Many of the firm's surviving works are local landmarks, either eligible for the National Register or contributory to a historic district. Finally, the buildings on the project site represent a dwindling number of early ancillary automobile-oriented structures, such as storage and repair garages, tire shops, and showrooms

1 Patrick McGrew, McGrew Architecture, 1600 Block Pine Street Historic Evaluation Report, San Francisco, California. July 2005

dating from the 1900s to the 1920s along Van Ness Avenue — San Francisco's historic automobile row— comprising a potential automotive-themed district.[2]

**Table 1**
**Existing Site Characteristics**

| Parcel | Address | Parcel Area (sf) | Building Area (sf) | Year Constructed | Current Use |
|---|---|---|---|---|---|
| Lot 7 | 1634-1644 Pine Street | 9,130 | 9,104 | 1912–1913 | 1-story vacant concrete building |
| Lot 8 | 1650 Pine Street | 3,730 | 3,699 | 1917 | 1-story vacant unreinforced masonry building |
| Lot 9 | 1656 Pine Street | 3,730 | 3,429 | 1917 | 1-story vacant unreinforced masonry building |
| Lot 10 | 1660 Pine Street | 5,844 | 16,359 | 1917 | 2-story vacant unreinforced masonry building |
| Lot 11 | 1670 Pine Street | 5,500 | 11,256 | 1917 | 2-story vacant unreinforced masonry building |
| Lot 11A | 1690 Pine Street | 7,563 | -- | -- | 22-space surface parking lot |
| **Total** | | **35,496** | **43,847** | | |

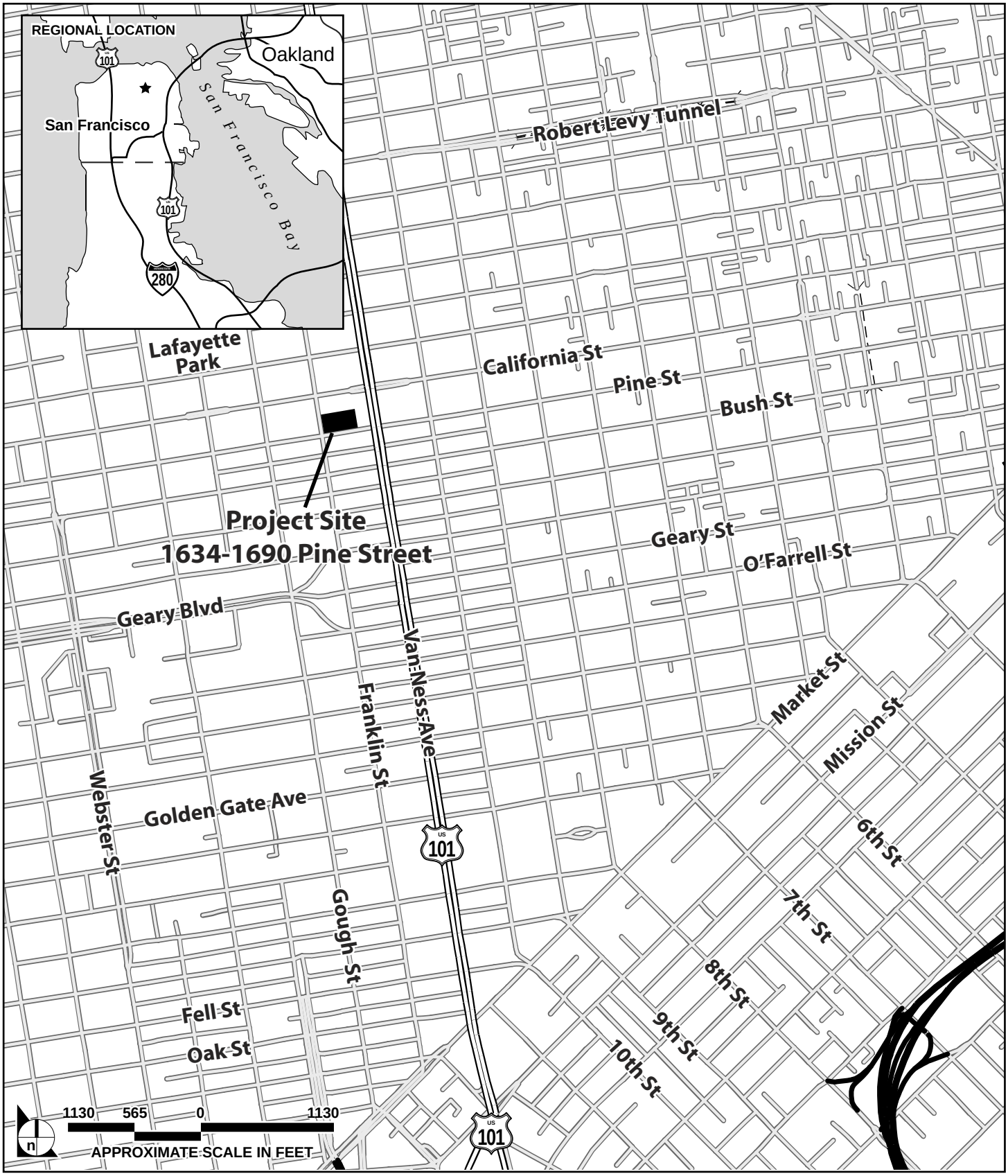
*Source:* Oyster Development Corp, 2013

## Project History

A residential/commercial mixed-use building was previously proposed on the project site by A.F. Evans Development, Inc.[3] The previously proposed project would have demolished the five existing buildings and surface parking lot on the project site, and constructed a 283-unit residential building with one approximately 155-foot-tall, 15-story tower and one 240-foot-tall, 24-story tower, connected by an 18-foot high lobby. The building would have included ground-floor commercial/restaurant space and a five-level, 317-space underground parking garage. The proposed building would have totaled up to approximately 377,815 sf of floor area. On December 31, 2008, a Draft EIR was published that provided information on the project's environmental effects. The project would have been approximately 110 feet higher than the existing height limit, requiring a rezoning of the project site to accommodate the proposed height. Therefore, the Draft EIR noted that the proposed project would have conflicted with existing land use, plans, policies, and regulations. The project was cancelled in 2007. Relevant information in the Draft EIR describing the physical conditions of the project site and the setting of the surrounding neighborhood has been incorporated into the Initial Study for the currently proposed project.

2 Moses Corrette, Planning Department Reviewer, memo to Tammy Chan, Major Environmental Analysis, Historic Resource Evaluation Response for 1634-1690 Pine Street, August 2, 2006.

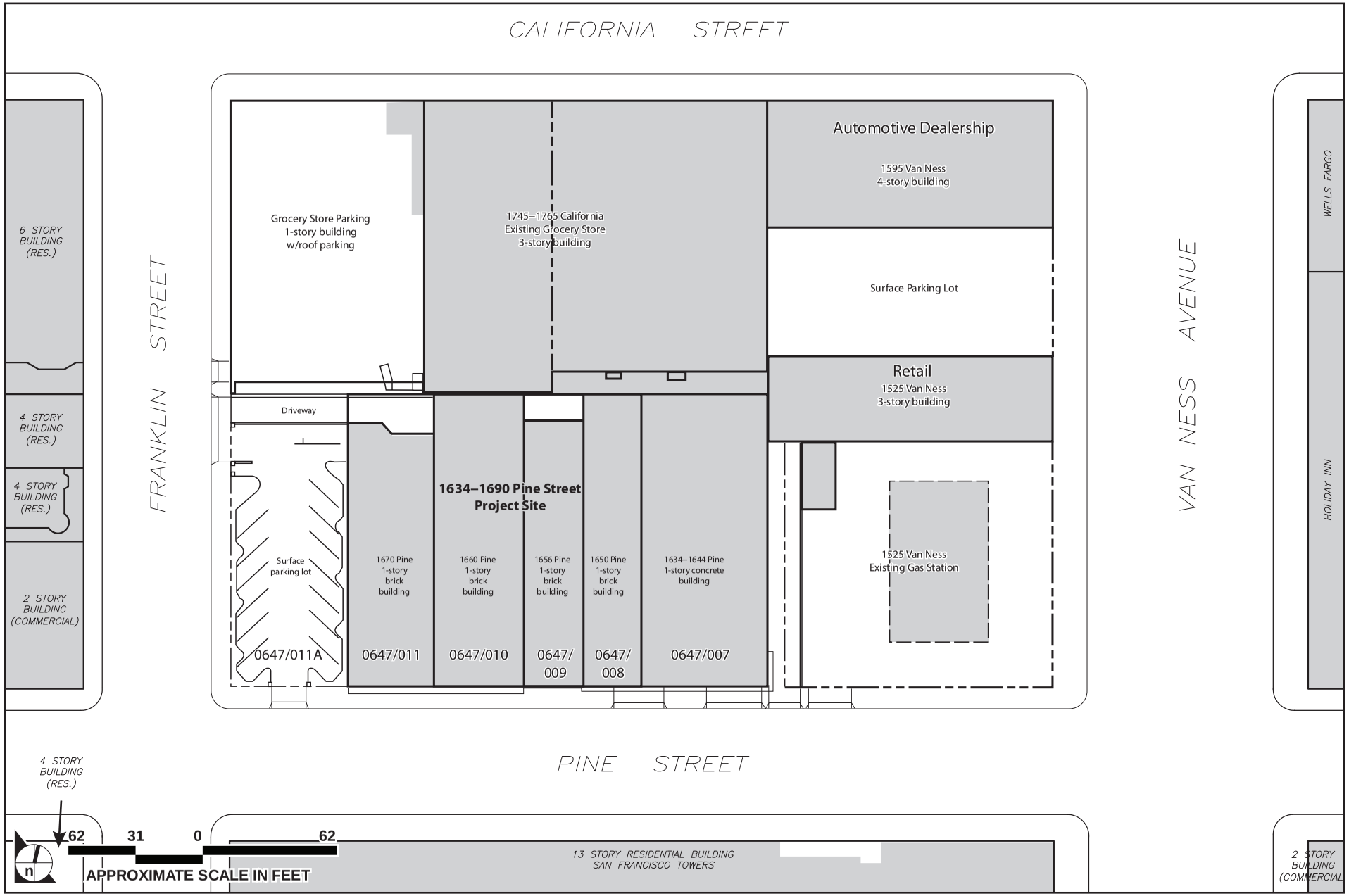
3 San Francisco Planning Department, 1634-1690 Pine Mixed-Use Project, Case No. 2004.0764 CEZ! These files are available for public review.




**SOURCE:** Impact Sciences, Inc., September 2012

FIGURE **1**

Project Location




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **2**

# Existing Site Plan

## Project Characteristics

The proposed project would merge the six lots into one parcel, demolish most of the existing five buildings on the project site, and construct one building with two, 13-story residential towers with commercial use on the ground and second floors (See **Figure 3, Proposed Site Plan**). The existing building facades of three of the buildings would be restored and incorporated into the proposed project. As outlined in **Table 2, Project Characteristics,** below, the proposed project would have a total area of 353,360 gross square feet (gsf) and would include approximately 262 new for-sale residential units totaling approximately 221,760 sf; 5,600 sf of commercial space, and 34,600 sf of subterranean parking with 245 parking spaces on one level. No off-street loading spaces are proposed. The proposed towers would be approximately 130 feet tall. Each of these two towers would have an elevator shaft. The project would have zero-lot-line setbacks along Pine and Franklin Streets.

**Table 2**
**Project Characteristics**

| Use/Characteristic | Area (gsf)/Amount |
|---|---|
| Residential | 221,760 |
| Commercial[1] | 5,600 |
| Other[2] | 91,400 |
| **Total[3]** | **318,760** |
| Common Open Space | 6,100 |
| Private Open Space | 4,896 |
| Total Open Space | 10,996 |
| Dwelling Units | 262 units |
| Studio | 24 units |
| 1-Bedroom | 120 units |
| 2-Bedroom | 118 units |
| Parking Spaces | 245 (including 2 car-share) |
| Bicycle Parking Spaces | 91 |
| Parking Levels (subterranean) | 1 level |
| Number of Stories / Height of Building | |
| Franklin (West) Tower | 13 / 130 feet |
| Van Ness (East) Tower | 13 / 130 feet |

*Source:* Kwan Henmi Architecture Planning Inc., 2012
*Notes: gsf – gross square feet*
[1] *Actual uses have not been determined but could include general retail such as bank or store.*
[2] *"Other" space includes residential storage and mechanical space.*
[3] *Total building square footage excludes parking.*

Of the approximately 262 for-sale dwelling units, 24 would be studio units, 120 would be one-bedroom units, and 118 would be two-bedroom units. The units would range in area from 530 sf (studio) to 1,600 sf

(two bedrooms). With the exception of the ground floor, the number of units per floor would range from 15 to 24 units. The ground floor would provide 7 units (see **Figures 4** through **11**).

The building's residential entry would be on Pine Street and commercial frontage would be located along Pine and Franklin Streets. The subterranean parking level would provide 240 spaces with mechanical stackers and five spaces accessible to persons with disabilities, for a total of 245 parking spaces (see **Figure 12, Proposed Basement Parking Plan**). The parking level would be accessed from the southeastern corner of the project site from Pine Street. There would be no off-street surface parking provided as part of the project.

The basement level would include space dedicated to bicycle parking that could accommodate approximately 91 Class 1[4] bicycle parking spaces. This area would have secured access for the project's residents only.

The proposed project would provide approximately 4,600 gsf of common open space on the ground floor and 1,500 gsf of common open space (deck) on the 13th floor of the east tower for a total of 6,100 gsf common open space. Approximately 136 units would have 36-sf private balconies for a total of approximately 4,896 gsf of private open space. The east tower would also include a 550-sf bar/kitchen/lounge adjacent to the 13th-floor deck. **Figures 13** and **14** show the building elevations from the Franklin Street and Pine Street aspects.

The project is also subject to the Inclusionary Affordable Housing Program (*Planning Code* Sections 415.1 to 415.11). The Inclusionary Housing Program applies to projects of 10 or more units and requires, for projects requiring Conditional Use Authorization, that affordable housing be provided at 12 percent of the total number of dwelling units if provided on-site, or 17 percent off-site. The project sponsor will either provide the affordable units on-site or pay the in-lieu fee.

The proposed project design would feature two 13-story towers that would retain the historic façades of three existing buildings on the project site. Deeply articulated precast panel systems present different expressions at the base and top of the buildings. Individual façades further respond to the street context on which they present themselves. The precast wall systems are punctuated with areas of window wall systems, as well as areas of recessed and projected balconies to modulate and provide scale to building volumes.

There are a total of 14 trees located on the project site or in the public right-of-way – seven trees planted in the sidewalk along Pine Street in front of the project site and seven trees located in the existing surface parking lot located on the northeast corner of Pine and Franklin Streets. All of the street trees along Pine Street would be retained. The trees located in the existing parking lot would be removed during project construction. Some of the trees removed would be replaced and landscaping would be added as part of the streetscape plan for the two building frontages.

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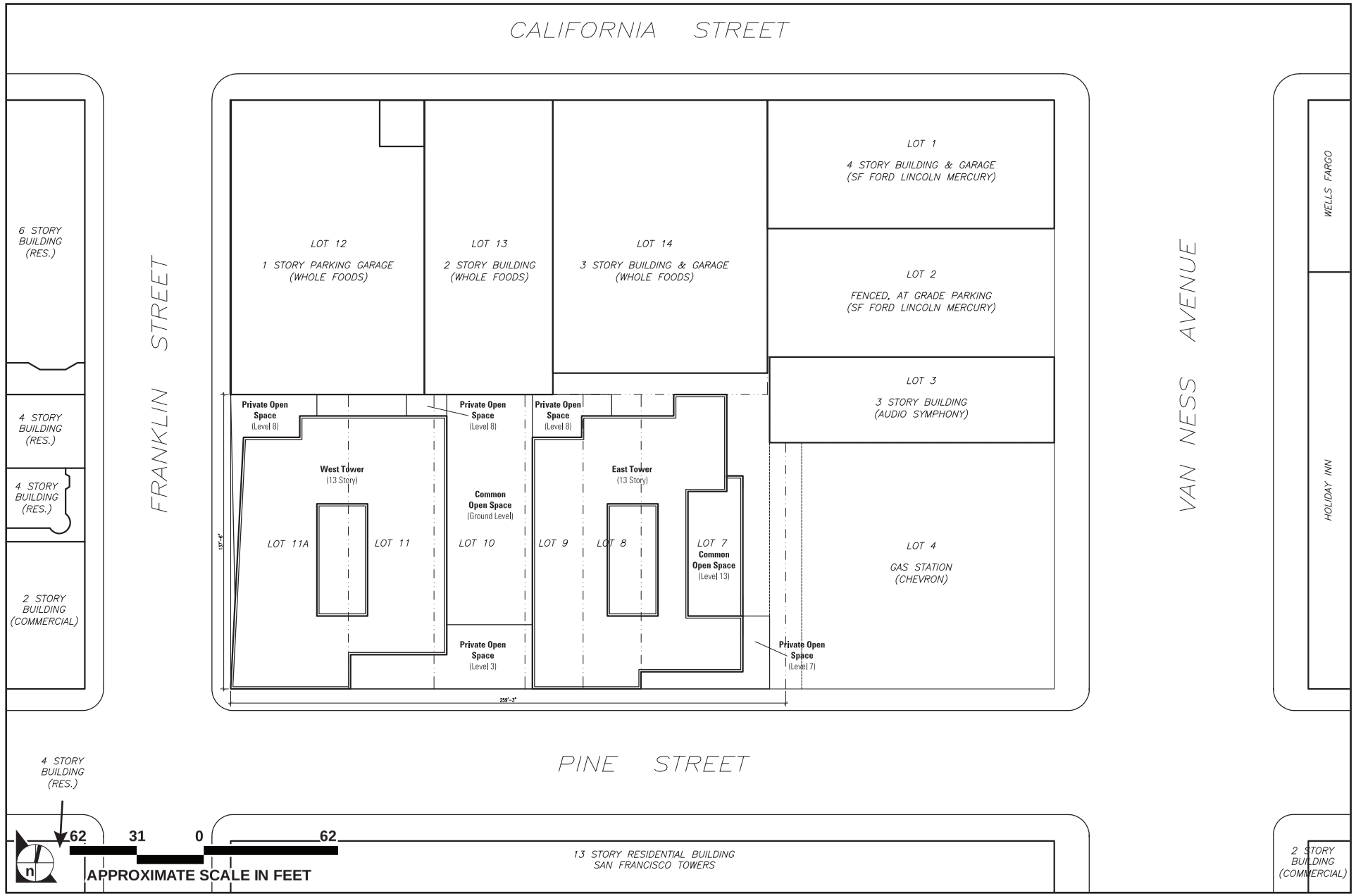
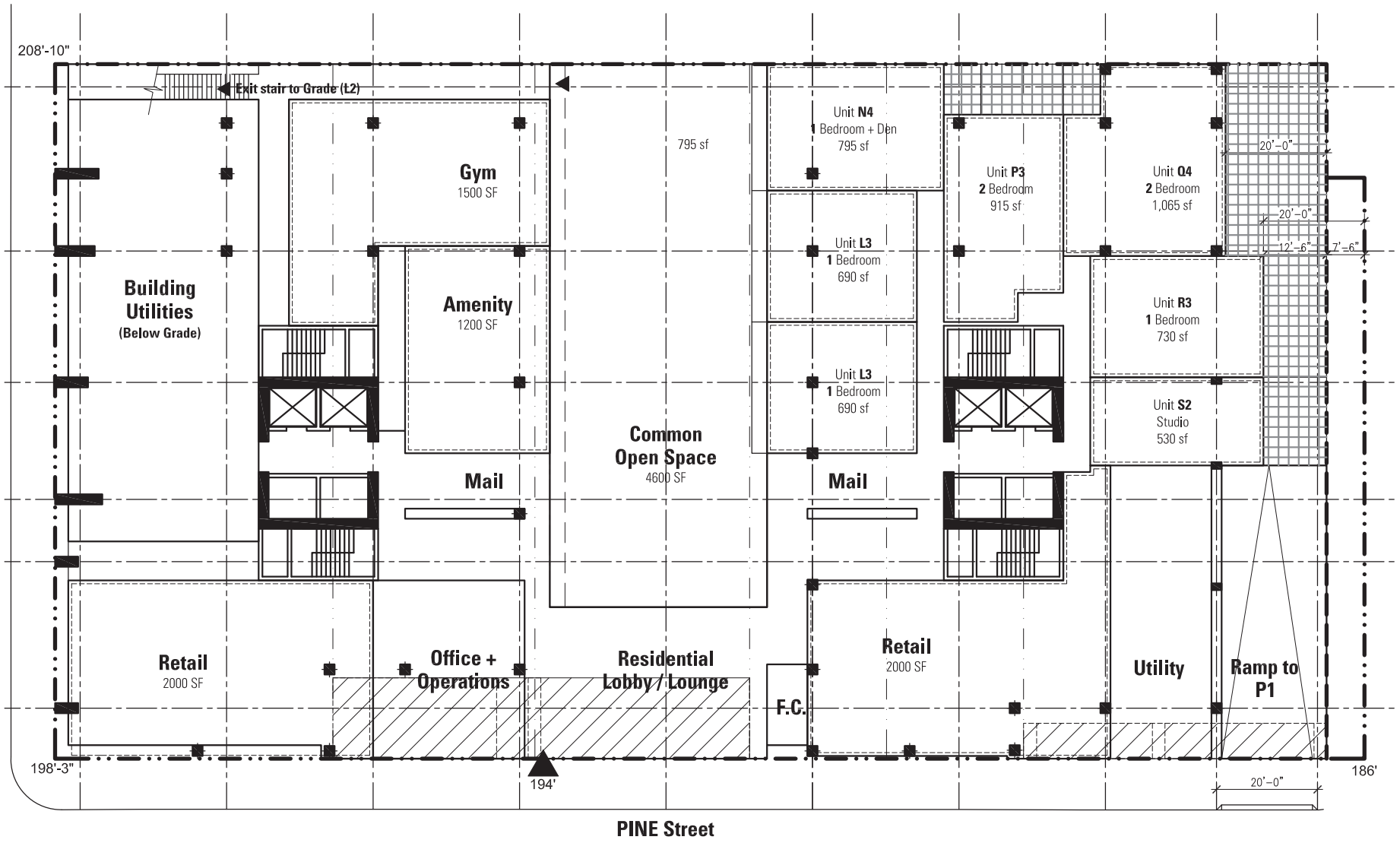
4 As defined in *Planning Code* Section 155.1, Class 1 bicycle parking space refers to facilities which protect the entire bicycle, its components, and accessories against theft and inclement weather.




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **3**

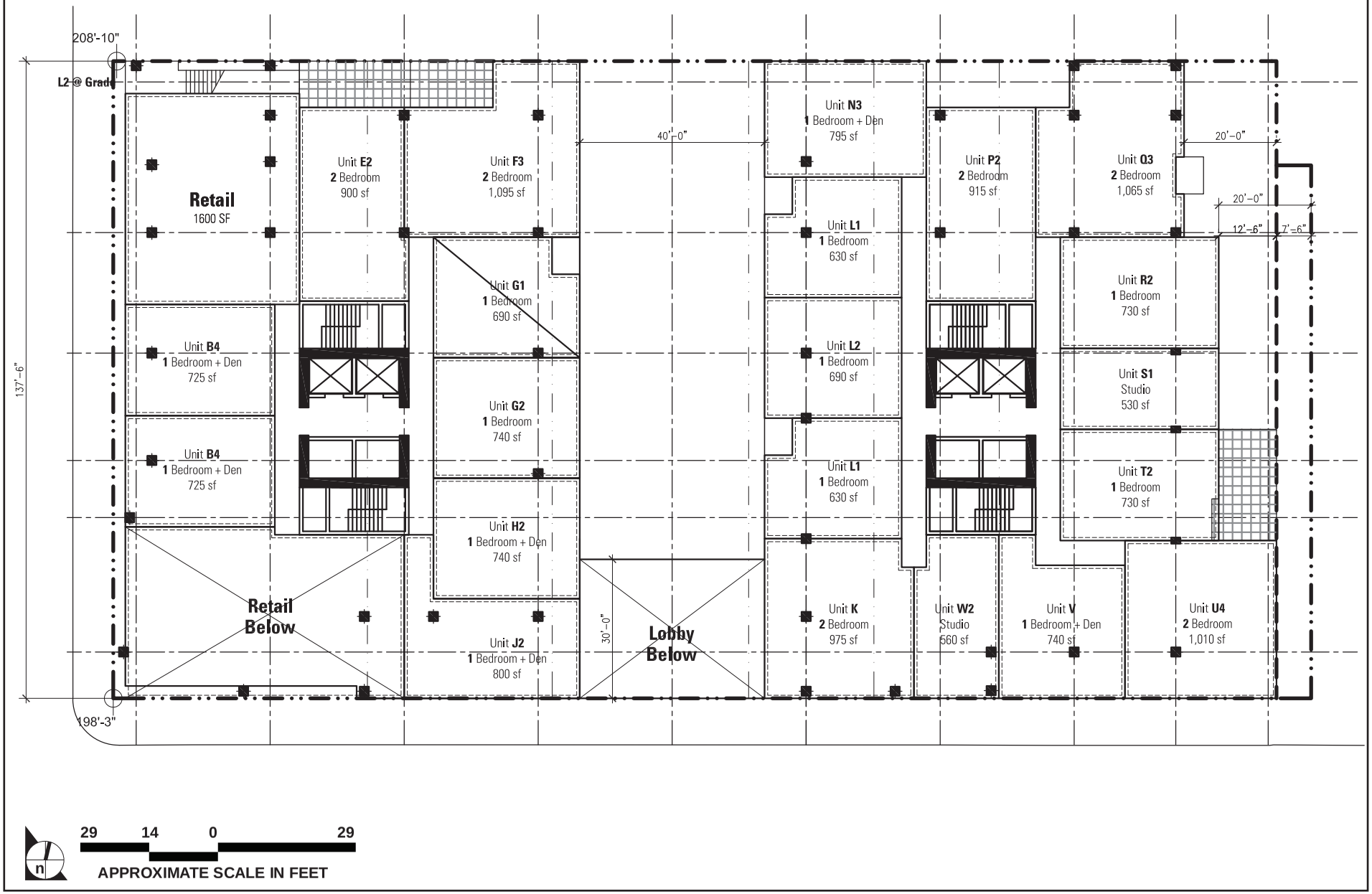
# Proposed Site Plan




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE 4

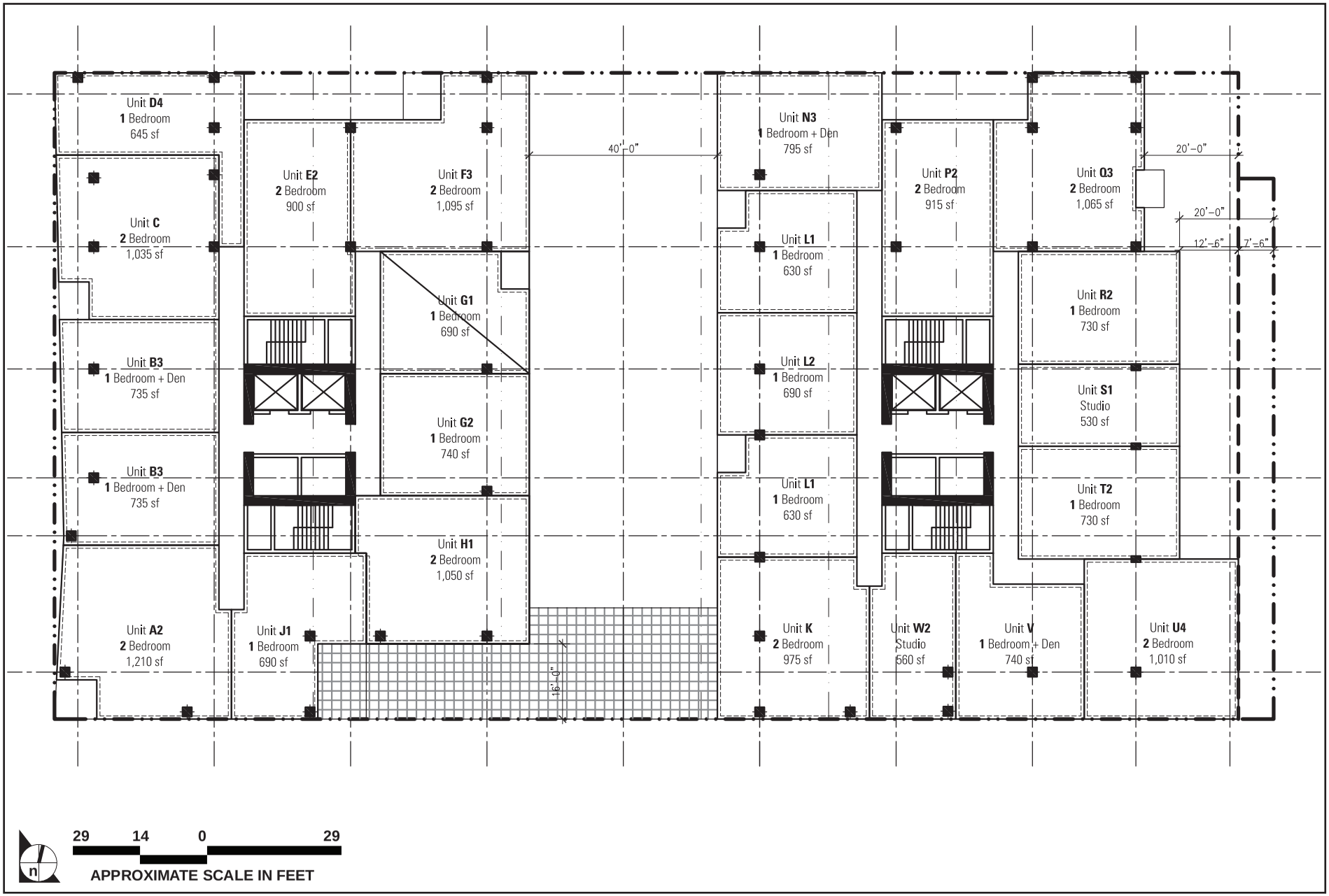
Proposed Floor Plan - Level 1




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE 5

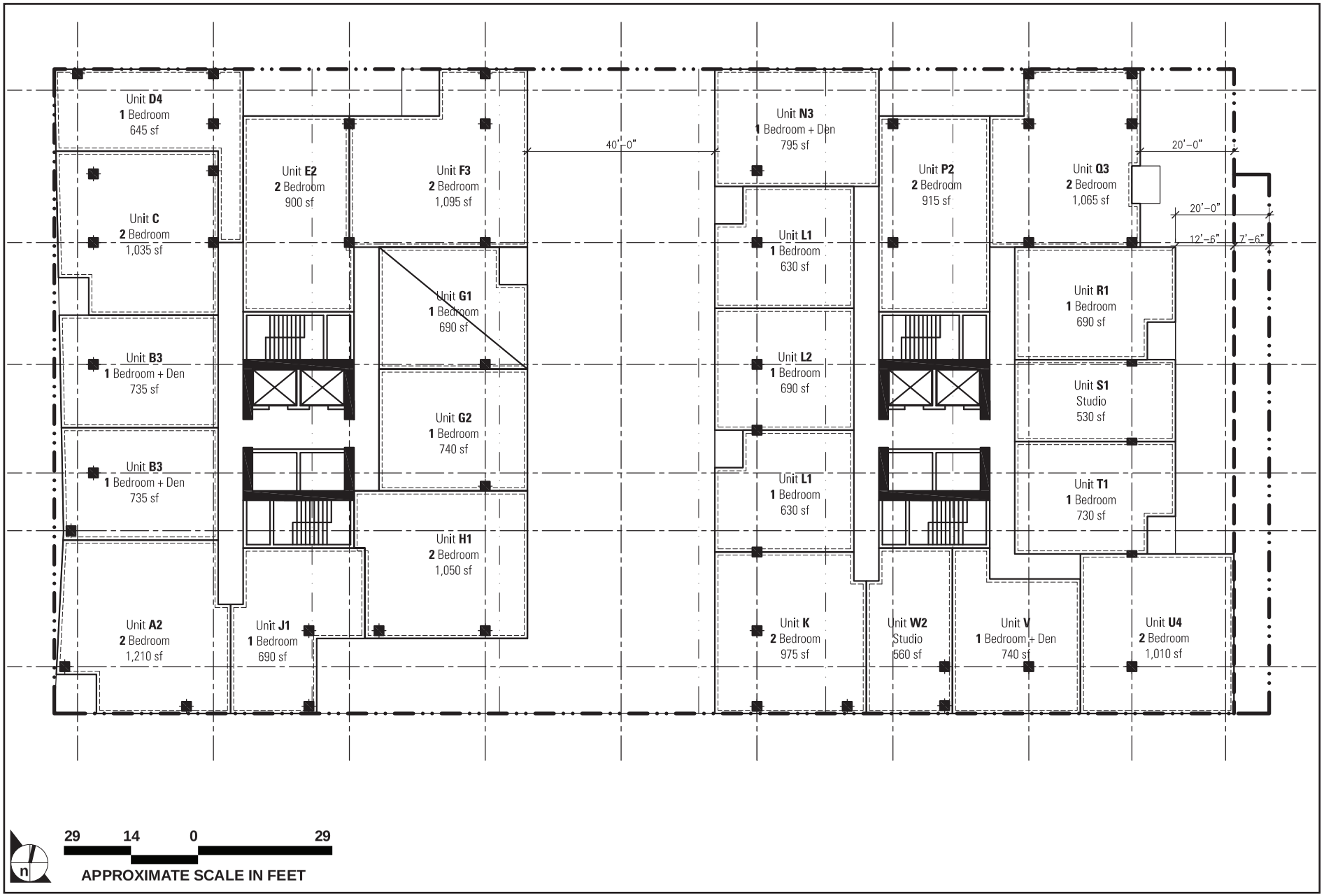
Proposed Floor Plan – Level 2




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **6**

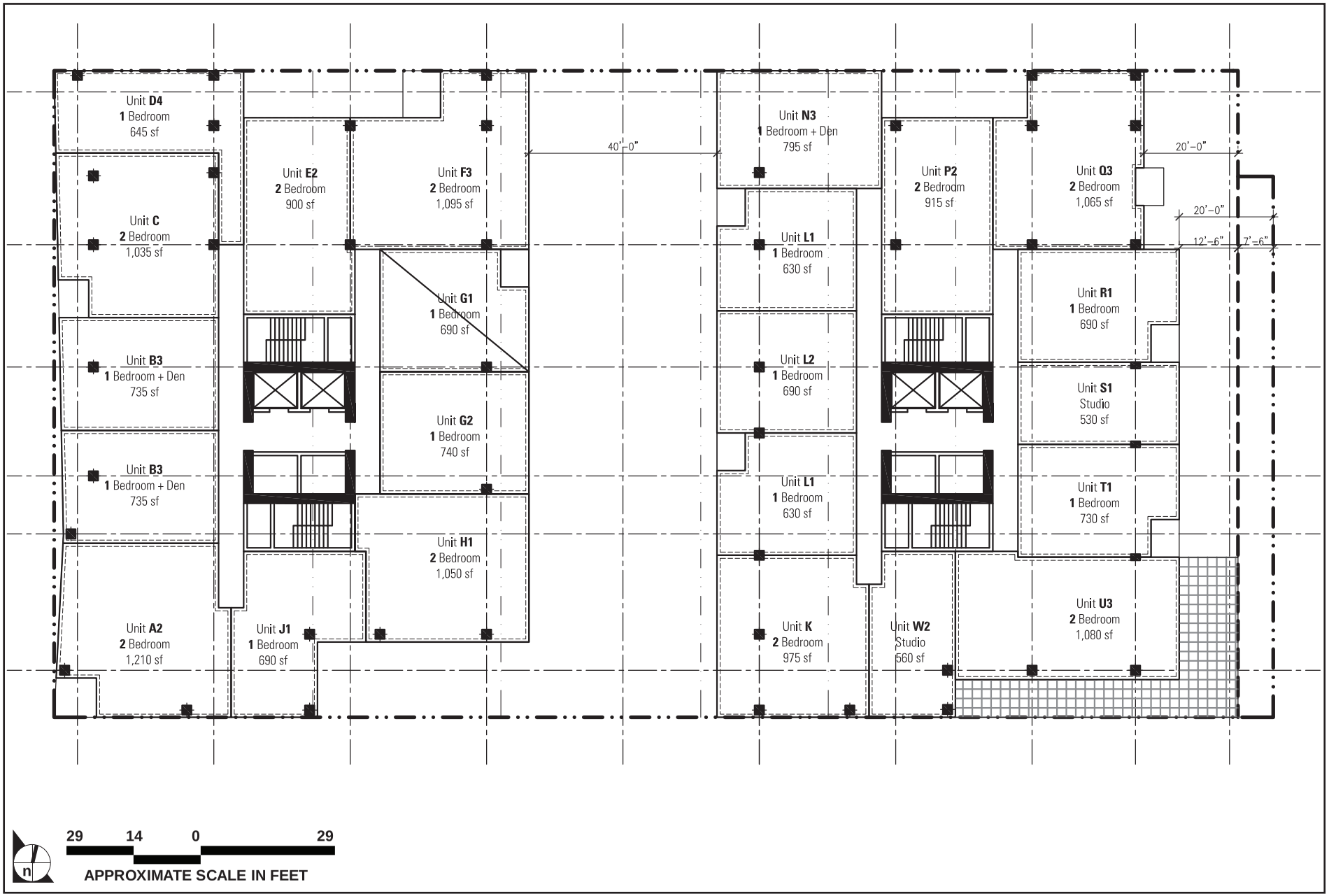
# Proposed Floor Plan – Level 3




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE 7

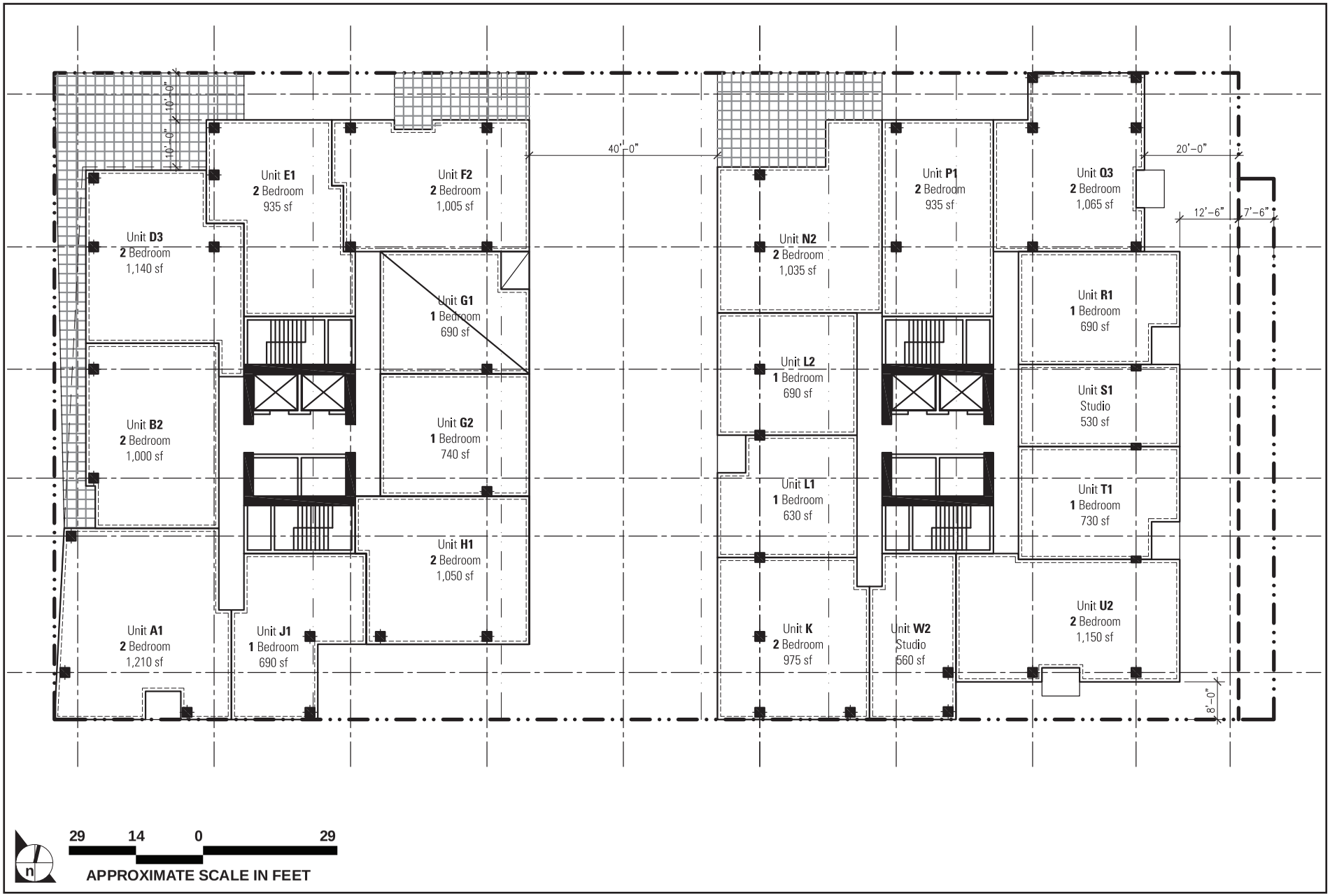
## Proposed Floor Plan – Levels 4 to 6




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **8**

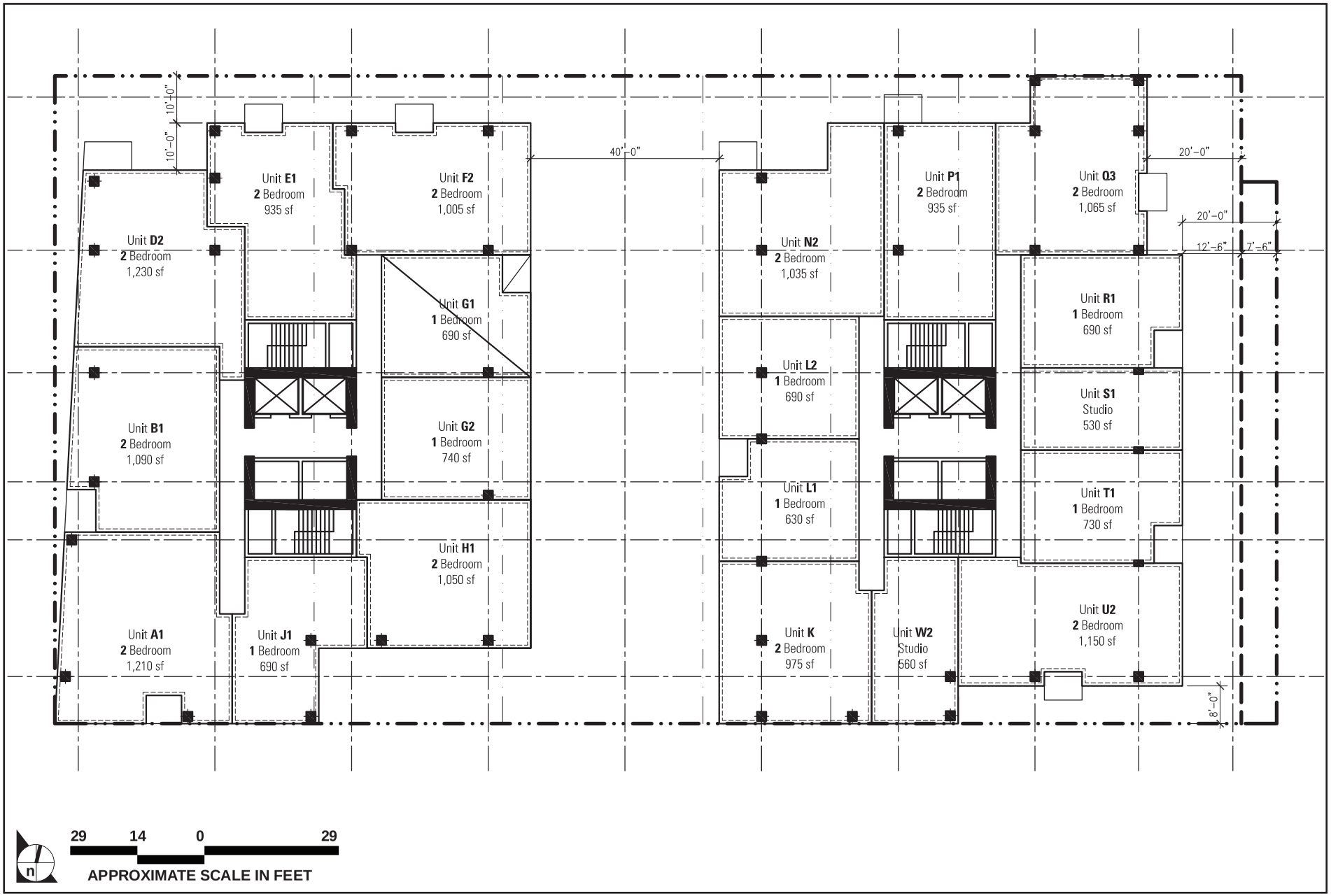
# Proposed Floor Plan – Level 7




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **9**

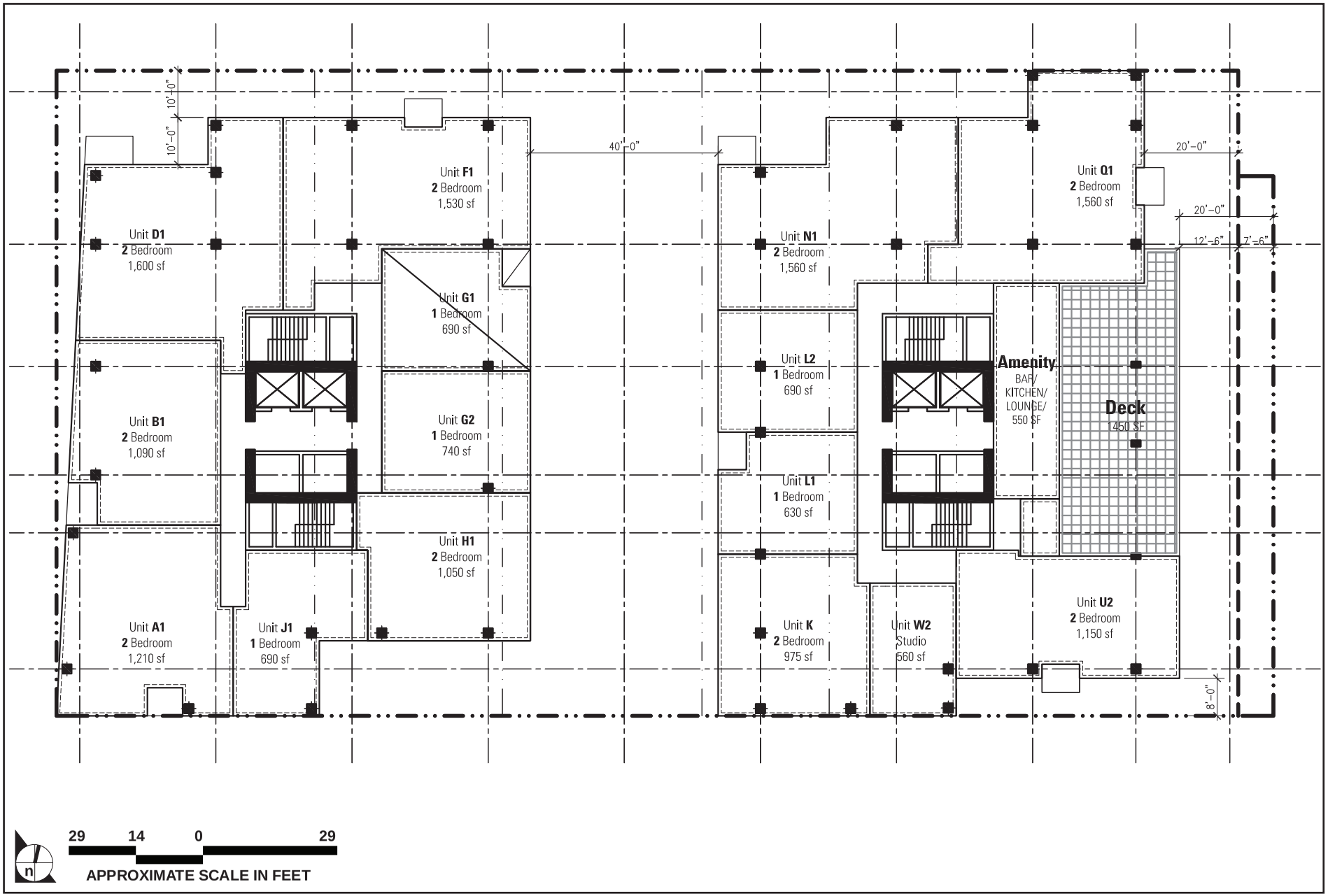
# Proposed Floor Plan – Level 8




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **10**

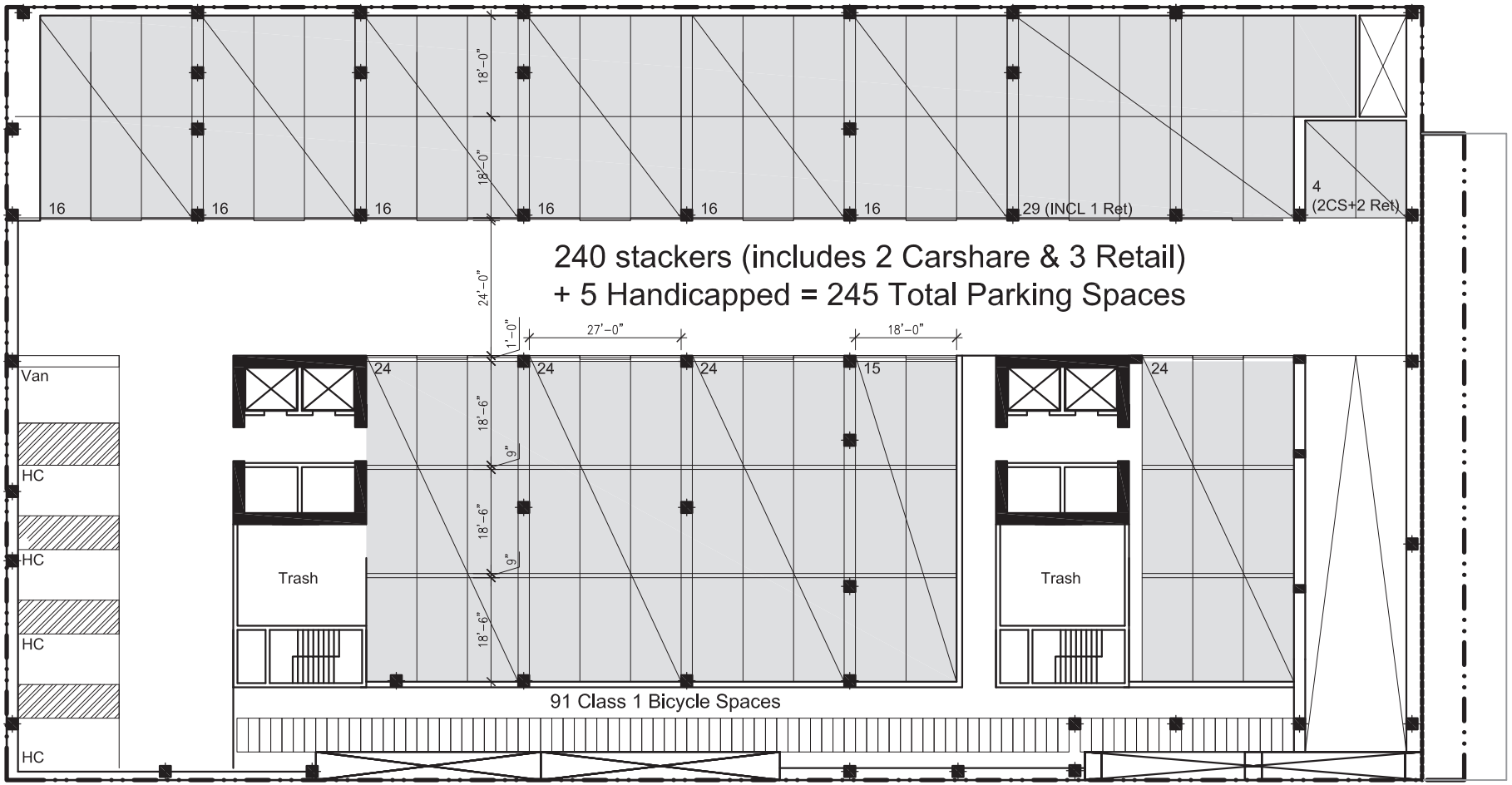
Proposed Floor Plan – Levels 9 to 12




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **11**

Proposed Floor Plan – Level 13



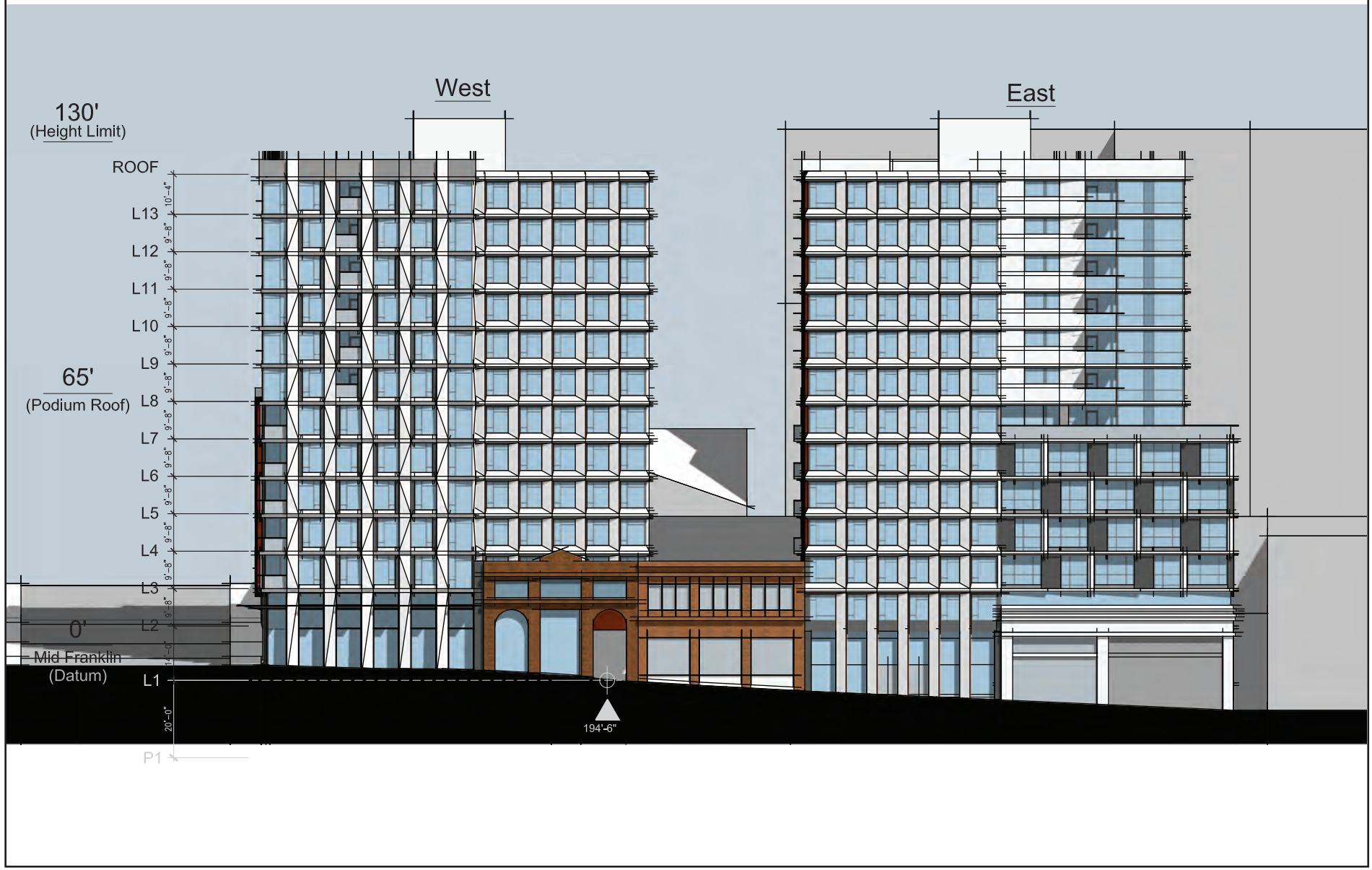

29 14 0 29

APPROXIMATE SCALE IN FEET

**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **12**

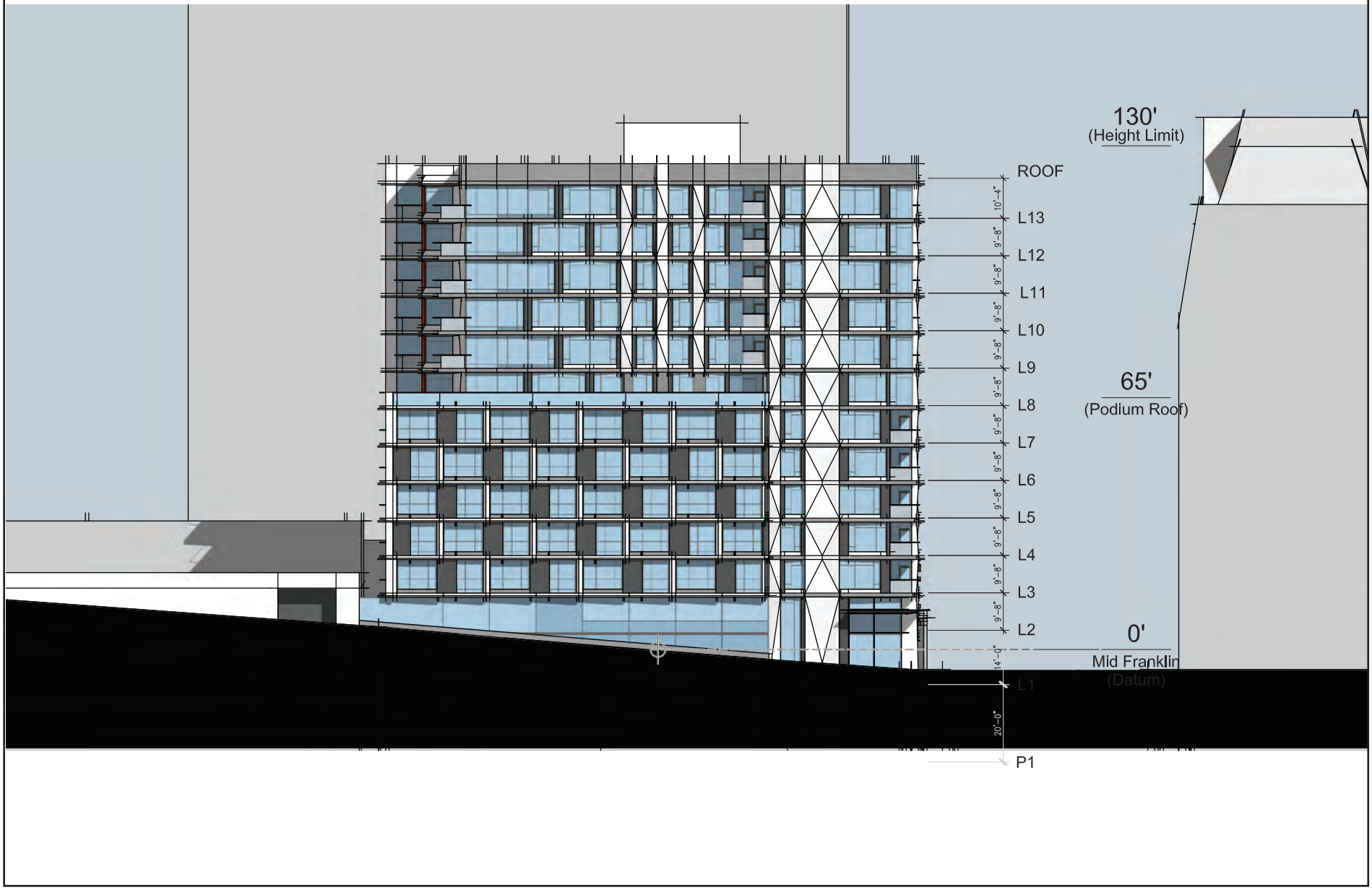
## Proposed Basement Level Parking Plan




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **13**

Elevation Design – Pine Street




**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **14**

Elevation Design – Franklin Street

The proposed project would involve excavation to 10 and 45 feet below ground surface (bgs) depending on location across the site and presence of stacker pits. Approximately 36,083 cubic yards of soil would need to be removed. The building foundation would consist of a mat bearing down on dense Dune sand. Deep foundation piles would not be required because the underlying dune sand is stable.

A total of four curb cuts/driveways currently exist on the project site – three on Pine Street and one on Franklin Street. Two of the curb cuts on Pine Street and the curb cut on Franklin Street would be removed and replaced with sidewalks. The curb cut in the southeast corner of the project site on Pine Street would be retained to provide access to the subterranean garage. The proposed project would have no bulb outs.

Project construction is estimated to take about 19.5 months, scheduled to begin in mid-2014, with building occupancy planned for mid-2016. Construction costs are estimated at $73.5 million.

## Project Approvals

The project's proposed residential and commercial uses are allowed by right in the NC-3 District and the 130-E Height and Bulk District. However, a variety of other facets of the proposed project would require approvals. The approvals are listed below, with the approving body shown in parentheses and italics: e.g., (*Planning Commission*).

- A **Conditional Use Authorization** (*Planning Commission*) would be required for the project per *Planning Code* Section 303 and pursuant to the following *Planning Code* sections:

  - Section 712.11 – Conditional Use authorization is required for the creation and development of lots greater than 10,000 sf or more in area in the NC-3 District.

  - The use(s) contemplated for the proposed ground-floor commercial space may also require Conditional Use authorization per *Planning Code* Section 712.1, which identifies conditionally permitted, permitted and non-permitted uses within the NC-3 District.

- A **Planned Unit Development (PUD) Authorization** *(Planning Commission)* per *Planning Code* Section 304 would be required to increase the dwelling unit density above the density allowed as-of-right in the NC-3 District and for modifications to the rear yard, dwelling unit exposure, off-street parking, off-street loading, and bulk limit requirements.

- **Demolition and Building Permits** (*Department of Building Inspection*) are required for the demolition of the existing buildings and construction of the new structure.

- **Street and sidewalk permits** (*Bureau of Streets and Mapping, Department of Public Works*) would be required for any modifications to public streets, sidewalks, protected trees, street trees, or curb cuts.

- **Changes to sewer laterals** (*San Francisco Public Utilities Commission*) would be subject to SFPUC reviews.

- **Any curb or road modifications** (*Department of Parking and Traffic*) would require approval by the Department of Parking and Traffic.

- **Stormwater control plan** (*San Francisco Public Utilities Commission*) is required because the project would result in ground disturbance of an area greater than 5,000 sf.

Except for a letter demonstrating compliance with asbestos regulations for demolition and a permit for the emergency generator from the Bay Area Air Quality Management District (BAAQMD),[5] no approvals or permits would be required from regional, state, or federal agencies.

## B. PROJECT SETTING

### Land Use

The project site is located in the northeastern part of the Western Addition neighborhood, on the north side of Pine Street, between Van Ness Avenue and Franklin Street, one block off of the Van Ness Avenue corridor, between Nob Hill to the east and Pacific Heights to the west. The project site comprises six parcels within the NC-3 (Moderate-Scale Neighborhood Commercial) District and the 130-E Height and Bulk District. All of the lots, except the westernmost lot, which is currently a surface parking lot, are also located in the Van Ness Automotive Special Use District. The project site slopes downward at a 5 percent grade to the east along Pine Street, and downward to the south at an 8 percent grade along Franklin Street. The surrounding area consists of a number of zoning districts, including RC-4 (Residential-Commercial High Density), RH-2 (Residential Two-Family), RH-3 (Residential Three-Family), RM-3 (Residential Mixed Medium Density), RM-4 (Residential Mixed High Density), and NCD (Neighborhood Commercial). In addition, portions of the surrounding area are also located in the Van Ness Special Use District, Van Ness Automotive Special Use District, and Polk Street Neighborhood Commercial District. Land uses in the vicinity of the project site include residential, office, retail (including restaurant and bar), auto service, church, hotel, and parking.

The surrounding street grid and lot size/configuration establish the project block's scale. The project block is bounded by California Street to the north, Van Ness Avenue to the east, Pine Street to the south, and Franklin Street to the west. Buildings in the vicinity of the project site consist of older buildings built between 1910 and 1930 and newer buildings built between 1970 and 2000. Buildings in the area generally cover the majority of their site and are built to the sidewalk. Building heights in the immediate vicinity of the project site vary from one to 26 stories, with most buildings ranging from two to four stories.

Adjacent to the project site, to the north on the project block, is a supermarket (Whole Foods) and its parking facility, which occupies about three-quarters of the block bordering the southeast corner of Franklin and California Streets. Across California Street, farther north, is a church on the northeast corner of California and Franklin Streets and an 11-story residential/office/retail building (1700 California Street) occupying the rest of the block.

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5 DBI will not issue a demolition permit to demolish the existing building until it receives a letter from BAAQMD that all the asbestos-containing building materials have been removed and properly disposed of in accordance with applicable local, state, and federal laws.

Land uses on the east side of the project block, which is on the west side of Van Ness Avenue, include a four-story commercial building (1575 Van Ness Avenue), a service-over-retail showroom building at the southwest corner of Van Ness Avenue and California Street, and an 18-pump gas station on the northwest corner of Van Ness Avenue and Pine Street. Across Van Ness Avenue, along the east side, are a financial institution (Wells Fargo Bank) with associated retail and a 26-story Holiday Inn (1500 Van Ness) with a ground-floor bar and a ground-floor restaurant. At the southeast corner of Van Ness Avenue and Pine Street is a two-story retail building.

Immediately across from the project site, on the south side of Pine Street, is the 14-story, 130-foot-tall San Francisco Towers (1661 Pine), a senior residential life-care facility with 240 independent living units, 12 assisted-care units, and a 55-bed skilled nursing facility. It occupies the half-block bounded by Pine Street, Van Ness Avenue, Austin Street, and Franklin Street. Its ground-floor retail space faces Pine Street and includes a coffee house and a home stereo retail store.

Across Franklin Street from the project site to the west is a range of one- to five-story buildings, mostly residential flats and multi-unit apartment buildings, some with ground-floor retail. A two-story automotive repair shop is at the northwest corner of Pine and Franklin Streets.

The area within a four-block radius of the project site is characterized by office buildings and a large hotel, ranging from eight to 12 stories, and mid-rise residential apartment buildings ranging from five to eight stories, interspersed with taller buildings. Franklin Street north of California Street is lined with four- to eight-story apartment buildings, a 17-story, 45-unit building at 1835 Franklin Street, and the 11-story, 93-unit Clay Park Towers on the northeast corner of Clay and Franklin Streets (1890 Clay Street). South of the project site along Franklin Street are a modern 12-story office building at Franklin and Sutter Streets, and the One Daniel Burnham Court residential-office complex with 245 residential units and 40 medical offices in two towers of nine and 16 stories, on the north side of Post Street, east of Franklin Street. Within three blocks of the project site to the southwest are the 17-story, 164-unit Sutterfield condominium complex at 1483 Sutter Street, and the four-story, 100- dwelling-unit senior complex, called The Broadmoor, at 1499 Sutter Street.

## Transportation Network

Pine Street is a three-lane, one-way street in the westerly direction and street parking is located on both sides of the street. Parking is prohibited on the south side of Pine Street, between Van Ness Avenue and Gough Street, between 3:00 PM and 7:00 PM on weekdays and this segment operates as a four-lane facility during the evening commute period. Franklin Street is a three- to four-lane, one-way street in the northerly direction and street parking is located on both sides of the street. California Street to the north is a main, two-way, east-west street with two lanes of travel in each direction with parking limited to the north side of the street. Van Ness Avenue to the east is a primary transportation corridor in the City that extends from the Civic Center in the south to the Marina District in the north. In the vicinity of the project site, Van Ness Avenue is a two-way, divided, north-south street with three lanes of travel in each direction with parking provided on both sides of the street. Van Ness Avenue serves as US Highway 101 through the central part of San Francisco.

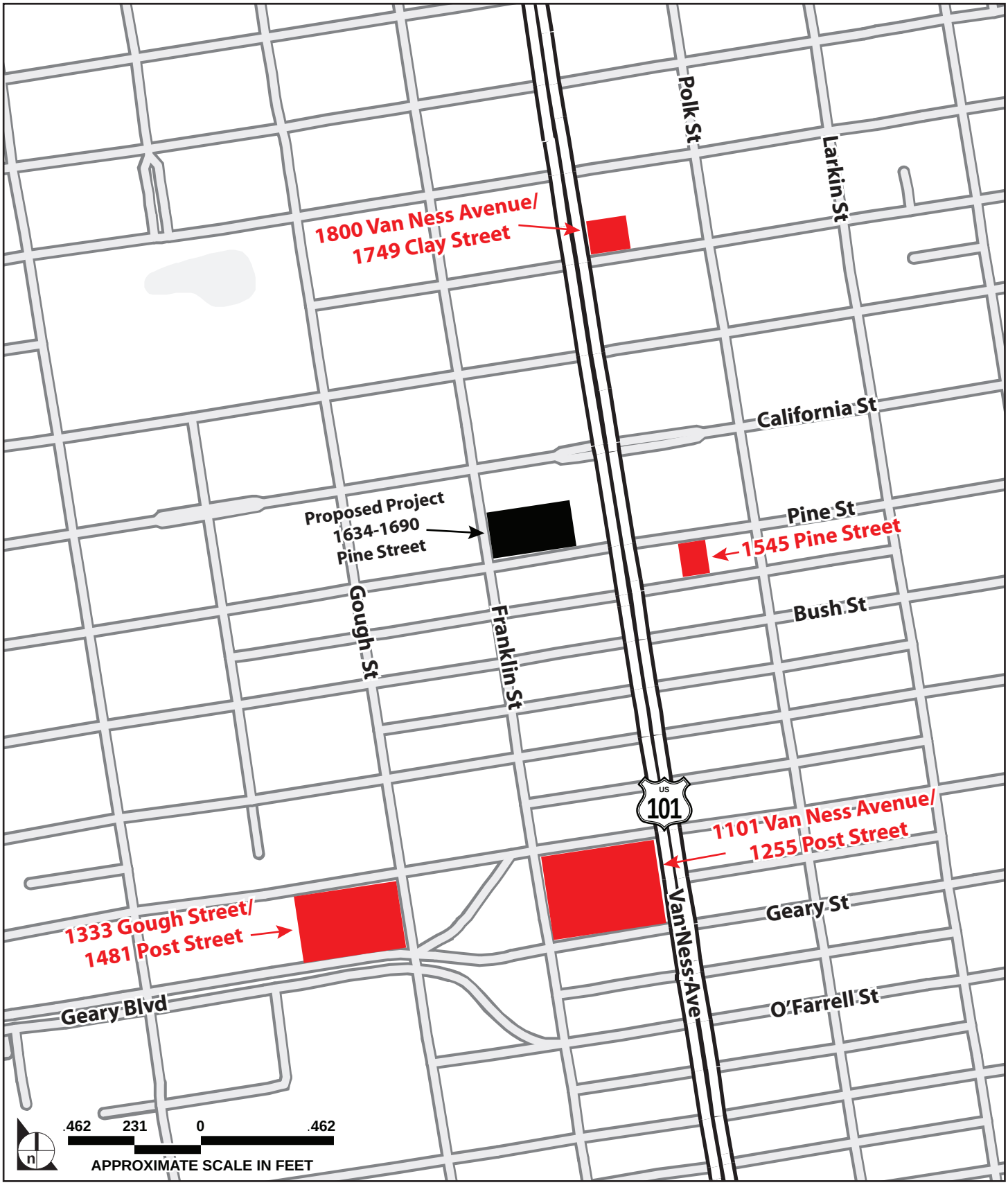
The project site is served by both local and regional public transit service in the immediate vicinity. Local service is provided by San Francisco Municipal Railway (Muni) bus and light rail lines, while regional transit service is provided by Bay Area Rapid Transit (BART) and Golden Gate Transit. Local Muni Routes within a half-mile walking distance of the project site include Routes 1 California, 2 Clement, 3 Jackson, 19 Polk, 27 Bryant, 38 Geary, 38L Geary Limited, 47 Van Ness, 49 Van Ness/Mission, 76 Marin Headlands, 90 Owl, and C California. The closest transit stops to the project site are at the northwest corner of the Van Ness Avenue/Pine Street intersection (southbound 47 Van Ness and 49 Van Ness/Mission), the northeast corner of the Van Ness Avenue/California Street intersection (northbound 47 Van Ness and 49 Van Ness/Mission), and the median of California Street immediately east of Van Ness Avenue (C California). The nearest BART station is the Civic Center Station, located approximately one mile to the south on the southeast corner of the Eighth Street/Market Street intersection. Golden Gate Transit buses can be accessed via stops on Van Ness Avenue at Sutter Street (northbound and southbound directions) or at Clay Street (northbound direction) and Sacramento Street (southbound direction).

## Parks and Open Space

Parks and open space in the vicinity of the project site include Lafayette Park (two blocks northwest of the project site), Alta Plaza Park (10 blocks northwest of the project site), Jefferson Square and the adjacent Hayward Playground (eight blocks southwest of the project site), and the Hamilton Recreation Center (10 blocks southwest of the project site).

## Cumulative Projects

Two approaches to a cumulative impact analysis are provided in *State CEQA Guidelines* Section 15130(b)(1). The analysis can be based on (a) a list of past, present, and probable future projects producing related impacts that could combine with those of a proposed project, or (b) a summary of projections contained in a general plan or related planning document. The analysis in this Initial Study employs both list-based and projections approaches, depending on which approach best suits the individual resource topic being analyzed. For instance, the aesthetics analysis considers individual projects that are anticipated in the project area that may alter the visual character and views in and surrounding the project area, while the transportation and circulation analysis relies on a citywide growth projection model that encompasses the proposed project and other nearby projects, which is the typical methodology that the San Francisco Planning Department applies to analysis of transportation impacts. A list of projects approved or anticipated to be approved in the near future within 0.25-mile of the project site is presented below. These reasonably foreseeable probable future projects are considered in the cumulative analysis, as applicable. The location of these projects in relation to the proposed project is provided in **Figure 15, Cumulative Projects**.




**SOURCE:** Impact Sciences, Inc., December 2012

FIGURE **15**

## Cumulative Projects

## *Major Projects*

- **1101 Van Ness Avenue/1255 Post Street (California Pacific Medical Center [Cathedral Hill Campus])**. This project consists of the demolition of an existing hotel and office building and the construction of a 12-story, 226-foot tall hospital with 304 beds on the entire block bounded by Franklin Street, Post Street, Van Ness Avenue and Geary Boulevard. The project is located three to four blocks south of the project site. Construction is scheduled to begin in mid-2014 and continue for four and a half years.[6]

- **1800 Van Ness Avenue/1749 Clay Street**. A residential and commercial development is under construction three blocks north and one block east of the project site at the northeast corner of Van Ness Avenue and Clay Street. The project comprises an eight-story mixed-use building with 95 dwelling units and 4,900 sf of ground-floor retail and a four-story residential building with three units. Construction of the project began in August 2012 and occupancy is expected in February 2014.

- **1333 Gough Street/1481 Post Street**. A residential and commercial development has been proposed four blocks south and one block west of the project site at the southwest corner of Gough and Post Streets. The project would construct a 36-story mixed-use building with 235 units and 2,050 sf of ground-floor retail. An EIR for the project is currently being prepared.

- **1545 Pine Street**. A residential and commercial development has been proposed on the south side of Pine Street one block east of the project site. The project would consist of a 13-story building containing a total of 123 units and 3,644 sf of ground floor retail. An EIR for the project is currently being prepared.

## *Programs*

- **Van Ness Bus Rapid Transit.** This transit program involves the operation of a center-running bus rapid transit along Van Ness Avenue between Mission Street in the south and Lombard Street in the north. The program was adopted by the San Francisco Transportation Authority on June 26, 2012. Construction, which would consist of dedicated travel lanes and loading platforms in the median of Van Ness Avenue, is scheduled to begin in late 2016 with service expected to begin in late 2017.

- **SFMTA Transit Effectiveness Program.** This transit program involves system-wide transit improvements. A Notice of Preparation for the project was published on November 9, 2011, and an Initial Study is expected to be published in winter 2013.

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6 San Francisco Planning Department, Memorandum re Planning Department CEQA Review of Revised CPMC LRDP Project, March 4, 2013. Attachment to Motion No. 12055, approved by the San Francisco Board of Supervisors, March 12, 2013.

## C. COMPATIBILITY WITH EXISTING ZONING AND PLANS

| | Applicable | Not Applicable |
|---|---|---|
| Discuss any variances, special authorizations, or changes proposed to the Planning Code or Zoning Map, if applicable. | ☒ | ☐ |
| Discuss any conflicts with any adopted plans and goals of the City or Region, if applicable. | ☒ | ☐ |
| Discuss any approvals and/or permits from City departments other than the Planning Department or the Department of Building Inspection, or from Regional, State, or Federal Agencies. | ☒ | ☐ |

This section identifies and discusses regional and local land use plans and policies relevant to the proposed 1634-1690 Pine Street project and evaluates the project's consistency with these plans and policies, which apply to projects within San Francisco's jurisdictional boundaries. This information is relevant to evaluating project impacts with respect to specific California Environmental Quality Act (CEQA) significance criteria that require analysis of a proposed project's compatibility with certain aspects of local and land use plans and policies.

### San Francisco Planning Code

The San Francisco *Planning Code*, which incorporates the City's Zoning Maps, implements the San Francisco General Plan, and governs permitted uses, densities, and the 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) an allowable exception is granted pursuant to provisions of the *Planning Code*, or (3) amendments to the *Planning Code* are included as part of the project.

**Planned Unit Development.** As the project site exceeds one-half acre, the Planning Commission may authorize a Planned Unit Development (PUD) as a conditional use per *Planning Code* Section 304. A PUD is also required pursuant to Section 304 of the *Planning Code* for the increase in dwelling unit density above the allowed as-of-right in the NC-3 District and for modifications to the rear yard, dwelling unit exposure, off-street parking, off-street loading, and bulk limit requirements.

**Density.** The project would include 24 studio dwelling units, 120 one-bedroom units, and 118 two-bedroom units for a total of approximately 262 units. The NC-3 District permits a density of one unit per 600 sf of lot area, or the dwelling unit density of the nearest "R" (residential) district, whichever is denser. In the case of the proposed project, the nearest R district is the RC-4 District, which permits a density of one unit per 200 sf of lot area; therefore, a total of 177 units could be allowed on the project site. The dwelling unit density for the development site may be further increased with a PUD authorization, which permits a density of up to one unit less than the number of units allowed in the next denser zoning district. In the case of the proposed project, the next denser zoning district is the C-3 District, which permits a density of one unit per 125 square of lot area, equivalent to 283 units. Therefore, with a PUD, up to 283 units could be allowed on the project site. The number of dwelling units proposed is lower than this maximum density.

**Use.** The project site is located in a NC-3 (Moderate-Scale Neighborhood Commercial) District wherein residential and commercial uses are permitted. Areas identified as Neighborhood Commercial include a variety of different uses, such as residential, retail sales and services, and institutional. The residential and retail uses of the proposed project would be consistent with the Neighborhood Commercial uses.

**Height.** The proposed project, at a maximum height of 130 feet, would comply with the *Planning Code*'s 130-E Height and Bulk District, which permits structures up to a height of 130 feet.

**Bulk.** The proposed project falls under the "E" bulk limitations, as defined in *Planning Code* Section 270, which require a maximum length of 110'-0" and a maximum diagonal dimension of 140'-0" above a building height of 65 feet. The Franklin (West) Tower would have a length of 137'-6" and diagonal dimensions of 162'-7 5/8", 130'-11 3/8", and 127'-8 3/8" while the Van Ness (East) Tower would have a length of 137'-6" and diagonal dimensions of 164'-9 1/4", 133'-5 1/2", and 127'-11 3/4". The proposed length and maximum diagonal dimension of each tower exceed the bulk allowances; however, exceptions to the bulk requirements may be allowed under *Planning Code* Section 271 review.

The FAR limit as defined by *Planning Code* Section 124 for the NC-3 (Moderate-Scale Neighborhood Commercial) District is 3.6:1. Pursuant to Section 124(b), FAR limits do not apply to residential uses in an NC-3 District. Based on the project's lot area of 35,496 square feet, the gross floor area of the project would not be permitted to exceed 127,786 square feet of nonresidential uses. The proposed project would create 5,600 gross square feet of non-residential uses, well within the FAR limit for the NC-3 District.

**Open Space.** Under *Planning Code* Section 135(d)(1), the proposed project would be required to provide at least 9,432 sf of private open space or 12,545 sf of common open space, or a combination of the two types.[7] The proposed project would provide 4,896 sf of private open space by means of 36-sf private balconies for 136 units, and 6,100 sf of common open space to meet the requirement for the remaining 125 units. Therefore, the open space proposed for the project would meet the *Planning Code*'s open space requirement.

**Rear Yard Configuration.** *Planning Code* Section 134 requires that a project's minimum rear yard depth be equal to 25 percent of the total depth of the lot on which the building is situated at all residential levels. The project would not meet the required 25-percent rear yard setback. Per *Planning Code* Section 303, modification to the rear yard requirements may be sought as part of the PUD authorization.

*Planning Code* Section 140 requires that all dwelling units face directly onto 25 feet of open area (public street, alley, or side yard) or onto an inner courtyard that is 25 feet in every horizontal direction and that gets larger at each higher floor. The proposed project would not meet this requirement for all units. Therefore, the project sponsor would seek a modification from this requirement as part of the PUD.

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7 *Planning Code* Section 135 states that the applicable standard residential open space requirement is 36 square feet per dwelling unit if the open space is private and 48 square feet per dwelling unit if it is common open space.

**Parking.** *Planning Code* Section 151 requires one space per dwelling unit. Commercial uses are allowed up to 7 percent of gsf or 15 spaces, whichever is greater. The proposed project would provide 245 spaces, including 240 mechanical stackers and five spaces accessible to persons with disabilities. The project thus would not provide one space per dwelling unit; however, under *Planning Code* Section 161(j), the Zoning Administrator may reduce off-street parking requirements, consistent with *Planning Code* Sections 307(g) and (i).

Two of the mechanical stackers would be designated for car-share use and three would be designated for use by the on-site retail tenants. *Planning Code* Section 166 requires two car-share spaces for 201 or more residential dwelling units, plus one car-share space for every 200 dwelling units over 200. Projects over 50 dwelling units are required under Section 155.5 to have 25 Class 1 bicycle parking spaces plus one space for every four dwelling units over 50. Under these *Planning Code* sections, the proposed project is required to have two car-share spaces and approximately 78 Class 1 bicycle parking spaces. The basement would provide for two car-share spaces and 91 Class 1 bicycle parking spaces, and would therefore meet the requirements for such spaces. Off-street surface parking would not be provided for the proposed commercial or residential use.

**Loading.** Because the project's proposed residential use exceeds 200,000 sf, the project would be required to provide two off-street loading spaces per *Planning Code* Section 152. The proposed project would not provide off-street loading and would require a modification of the requirement as part of the PUD.

**Van Ness Automotive Special Use District.** *Planning Code* Section 237 permits as a principal use the wholesaling of automotive parts and automotive uses listed in *Planning Code* Section 223 when connected with and incidental to the sale of new and used automobiles. In addition, *Planning Code* Section 237 states that any automotive uses listed in *Planning Code* Section 223 that are not connected with and incidental to the sale of new and used automobiles, and not otherwise permitted, may be permitted as a conditional use. As the proposed project consists of residential and commercial uses, the special use provisions of *Planning Code* Section 237 for the Van Ness Automotive Special Use District would not apply.

**Affordable Housing.** Per *Planning Code* Section 415, the project would need to pay an affordable housing fee and/or include affordable housing either on or off site. The affordable housing fee would be determined based on the applicable percentage of the number of units in the project. In addition, the affordability gap would be considered. The project is over 120 feet high and therefore would qualify under *Planning Code* Section 415.6(a)(1)(C). Therefore, 12 percent of the total units constructed shall be affordable to qualifying households. If provided on site, the project would be required to have 31 affordable housing units of the total approximately 262 units.

## Plans and Policies

**San Francisco General Plan.** The San Francisco *General Plan* provides general policies and objectives to guide land use decisions. Any conflict between the proposed project and policies that relate to physical environmental issues is discussed in **Section E, Evaluation of Environmental Effects**. The compatibility of the proposed project with *General Plan* policies that do not relate to physical environmental issues would be considered by decision-makers as part of their decision to approve or disapprove the proposed

project. Any potential policy conflicts identified as part of the process would not alter the physical environmental effects of the proposed project.

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 102.1 to the *Planning Code* to establish eight Priority Policies. These policies, and the sections of this Environmental Evaluation addressing the environmental issues associated with the policies are: (1) preservation and enhancement of neighborhood-serving commercial uses; (2) protection of neighborhood character (Question 1c, Land Use); (3) preservation and enhancement of affordable housing (Question 3b, Population and Housing, with regard to housing supply and displacement issues); (4) discouragement of commuter automobiles (Questions 5a, b, f, and g, Transportation and Circulation); (5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership (Question 1c, Land Use); (6) maximization of earthquake preparedness (Questions 14 a-d, Geology and Soils); (7) landmark and historic building preservation (Question 4a, Cultural Resources); and (8) protection of open space (Questions 9a and b, Wind and Shadow, and Questions 10a and c, Recreation).

The City is required to find that the proposed project or legislation is consistent with these priority policies. It must do this before issuing a permit for any project that requires an initial study under CEQA, before issuing a permit for any demolition, conversion, or change of use, and before taking any action that requires a finding of consistency with the *General Plan*. As noted above, the consistency of the proposed project with the environmental topics associated with the priority policies is discussed in **Section E** of this document, Evaluation of Environmental Effects, providing information for use in the case report for the proposed project. The case report and approval motions for the project would contain the San Francisco Planning Department's comprehensive project analysis and findings regarding the consistency of the proposed project with the Priority Policies.

## Regional Plans and Policies

The principal regional planning agencies and their policy plans to guide planning in the nine-county Bay Area are the Association for Bay Area Governments (ABAG), *A Land Use Policy Framework* and *Projections 2009*; the Bay Area Air Quality Management District (BAAQMD), *Bay Area 2010 Clean Air Plan* and *Bay Area 2005 Ozone Strategy*; the Metropolitan Transportation Commission, *Transportation 2035 Plan for the San Francisco Bay Area*; and the San Francisco Regional Water Quality Control Board, *San Francisco Basin Plan*; and the San Francisco Bay Conservation and Development Commission, *San Francisco Bay Plan*. Due to the size, location, and nature of the proposed project, there would be no anticipated conflicts with these regional plans.

## D. SUMMARY OF ENVIRONMENTAL EFFECTS

The proposed project could potentially affect the environmental factor(s) checked below. The following pages present a more detailed checklist and discussion of each environmental factor.

| | | |
|---|---|---|
| ☐ Land Use | ☐ Air Quality | ☐ Biological Resources |
| ☐ Aesthetics | ☐ Greenhouse Gas Emissions | ☐ Geology and Soils |
| ☐ Population and Housing | ☒ Wind and Shadow | ☐ Hydrology and Water Quality |
| ☒ Cultural and Paleo. Resources | ☐ Recreation | ☐ Hazards/Hazardous Materials |
| ☒ Transportation and Circulation | ☐ Utilities and Service Systems | ☐ Mineral/Energy Resources |
| ☐ Noise | ☐ Public Services | ☐ Agricultural and Forest Resources |
| | | ☒ Mandatory Findings of Significance |

### Effects Found to be Potentially Significant

This Initial Study evaluates the proposed 1634-1690 Pine Street Project to determine whether it would result in significant environmental impacts. The designation of topics as "Potentially Significant" in the Initial Study means that the EIR will consider the topic in greater depth and determine whether the impact would be significant. The project could damage historic architectural resources, as the existing buildings on the project site are considered historic under CEQA. The project could also have a significant effect on archaeological and paleontological resources and disturb human remains as these resources may be present underneath the project site. Construction and operation of the proposed project could have a significant effect on transportation in the project area. Finally, the proposed project could alter wind in a manner that would substantially affect public areas in the vicinity of the project site. These potential impacts will be analyzed in the EIR.

### Effects Found Not to be Significant

The following potential individual and cumulative environmental effects of the proposed project were determined either to be less than significant or would be reduced to a less than significant level through recommended mitigation measures included in this Initial Study:

- Land Use and Land Use Planning (all topics);
- Aesthetics (all topics)
- Population and Housing (all topics);

- Transportation and Circulation (design hazards)
- Noise (all topics);
- Air Quality (all topics);
- Wind and Shadow (shadow);
- Recreation (all topics);
- Utilities and Service Systems (all topics);
- Public Services (all topics);
- Biological Resources (all topics);
- Geology and Soils (all topics);
- Hydrology and Water Quality (all topics);
- Hazards/Hazardous Materials (all topics);
- Mineral/Energy Resources (all topics); and
- Agricultural and Forest Resources (all topics).

These items are discussed with recommended mitigation measures, where appropriate, in **Sections E and F**, and require no further environmental analysis in the EIR. All mitigation measures identified, including those for construction noise, air emissions during construction, and potential soil contamination, have been agreed to by the project sponsor and will be incorporated into the proposed project. For items designated "Not Applicable," the conclusions regarding potential significant environmental effects are based upon field observations, staff and consultant experience and expertise on similar projects, and/or standard reference materials available within the San Francisco Planning Department, such as the San Francisco Planning Department's October 2002 *Transportation Impact Analysis Guidelines for Environmental Review* (*SF Guidelines*) and the California Natural Diversity Database and maps published by the California Department of Fish and Game. For each checklist item, the evaluation has considered both individual and cumulative impacts of the proposed project.

## E. EVALUATION OF ENVIRONMENTAL EFFECTS

| Topics: | | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|---|
| **1.** | **LAND USE AND LAND USE PLANNING— Would the project:** | | | | | |
| a) | Physically divide an established community? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) | Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect? | ☐ | ☐ | ☒ | ☐ | ☐ |
| c) | Have a substantial impact upon the existing character of the vicinity? | ☐ | ☐ | ☒ | ☐ | ☐ |

The project site is located on the north side of Pine Street between Van Ness Avenue and Franklin Street in San Francisco's Western Addition, within a NC-3 (Moderate-Scale Neighborhood Commercial) District and a 130-E Height and Bulk District. The subject property is occupied by five vacant one- to two-story buildings formerly containing a total of 43,847 sf of office and industrial use. The lot on the northeast corner of Pine and Franklin Streets, with an area of approximately 7,563 sf, contains no structures and is currently used as a 22-space parking lot. Surrounding land uses include mixed use, commercial, single-, and multi-family residential, including the senior residential life-care facility with 240 independent living units, 12 assisted-care units and a 55-bed skilled nursing facility located across from the project site on Pine Street. Nearby uses include residential, office, retail (including restaurant and bar), auto service, church, hotel, and parking.

---

**Impact LU-1: The proposed project would not conflict with or physically divide an established community. (Less than Significant)**

Under project conditions, the existing structures would be removed and the site would be redeveloped with a building consisting of two 13-story residential towers with commercial space on the ground and second floors. The proposed project would not divide the physical arrangement of its block or surrounding area. It would be built within the existing lot boundaries and would be incorporated within the established street plan. As a result, it would not disrupt or divide the physical arrangement of an established community or impede the passage of persons or vehicles, and this impact would be *less than significant*.

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**Impact LU-2: The proposed project would not conflict with applicable land use plans, policies, or regulations of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect. (Less than Significant)**

The proposed project would include two 13-story residential towers approximately 130 feet high with approximately 262 residential units and commercial space on the ground and second floors. The project site is located in an area zoned for a wide variety of uses, including commercial and housing uses. Development activity within the City of San Francisco is subject to land use regulations set forth in the San Francisco General Plan and the San Francisco *Planning Code* (Zoning Ordinance). While the proposed residential and commercial uses are allowed by right under the NC-3 District, the proposed density of development of up to 262 units would be allowed with the authorization of a Planned Unit Development (PUD). As a result, the project would not conflict with applicable plans, policies, and regulations such that an adverse physical change could result, and this impact would be *less than significant*.

---

**Impact LU-3: The proposed project would not have a substantial impact upon the existing character of the project vicinity. (Less than Significant)**

Land use impacts are considered to be significant if the proposed project would have a substantial effect on the existing character of the vicinity. The change in land use on the project site would not be considered a significant impact because the site is within a NC-3 District, where the proposed residential and commercial uses are permitted with the authorization of a PUD. Further, the maximum height of the proposed residential towers would be approximately 130 feet, which is consistent with existing buildings in the area.

Buildings in the vicinity of the project site consist of older buildings built between 1910 and 1930 and newer buildings built between 1970 and 2000. The buildings on the project site were built between 1912 and 1917 and the proposed project would incorporate the façades of three of the existing buildings. At the same time the proposed residential towers would be consistent with the taller, modern buildings located in the neighborhood at 1661 Pine Street (San Francisco Towers), 1700 California Street, and 1500 Van Ness Avenue (Holiday Inn).

Although the project site would be converted from commercial and industrial uses to mostly residential with some commercial uses, this conversion in land use would not be substantially or demonstrably incompatible with existing commercial and high-density residential uses in the project area. The proposed project would change the land use and density of development at the project site, but the general character of the site would remain urban. Building setbacks would remain the same, and the proposed project would generally occupy the same footprint as the existing buildings on the project site. Although the project would intensify use and substantially change the character of the site itself, it would be similar in size, character, and use to other residential structures in the project vicinity.

Therefore, the proposed project's impact on the existing character of the project's vicinity would be *less than significant*.

---

**Impact C-LU-1: The proposed project in combination with past, present, or reasonably foreseeable future projects in the vicinity would not result in significant cumulative land use impacts. (Less than Significant)**

As discussed under **Cumulative Projects**, starting on page 22, there are several approved projects and reasonable foreseeable future projects within a quarter-mile radius of the project site. A majority of these cumulative projects are buildings with high-density residential and ground-floor commercial space or hospital uses. Given that the cumulative projects would be consistent with the mixed-use nature of the project area, it is unlikely that they would have land use impacts that could combine with the less than significant impacts of the proposed project to such an extent that a cumulative land use impact would occur. The proposed California Pacific Medical Center (Cathedral Hill Campus,) located six blocks to the south at 1101 Van Ness Avenue/1255 Post Street, would result in a substantial land use change. However, the proposed project would not contribute to this change in the character of land uses in the area, and its effects would not contribute to a cumulative land use impact.

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Based on the information presented above, the proposed project would result in *less than significant* project-specific and cumulative land use impacts.

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| Topics: | | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|---|
| **2.** | **AESTHETICS—Would the project:** | | | | | |
| a) | Have a substantial adverse effect on a scenic vista? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) | Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and other features of the built or natural environment which contribute to a scenic public setting? | ☐ | ☐ | ☒ | ☐ | ☐ |
| c) | Substantially degrade the existing visual character or quality of the site and its surroundings? | ☐ | ☐ | ☒ | ☐ | ☐ |
| d) | Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area or which would substantially impact other people or properties? | ☐ | ☐ | ☒ | ☐ | ☐ |

A visual quality analysis is somewhat subjective and considers the project design in relation to the surrounding visual character, heights, and building types of surrounding uses, its potential to obstruct scenic views or vistas, and its potential for creating substantial light and glare. The proposed project would have significant aesthetic impacts under CEQA if it were to affect scenic vistas, damage scenic resources, degrade the visual character of the area, or create a new source of substantial light or glare.

Six views of the project site show existing conditions and photo-simulated views of the proposed project. **Figure 16, Viewpoint Locations**, shows the locations of these viewpoints. **Figure 17, View Looking Southeast from Lafayette Park**, is a view of the project site looking southeast from within Lafayette Park. **Figure 18, View Looking Southeast from the Intersection of Franklin & California Streets**, illustrates views looking southeast diagonally across the intersection of Franklin and California Streets toward the project block with the Holiday Inn east of the project block about 225 feet east of the project site, and San Francisco Towers across Pine Street from the project site. **Figure 19, View Looking Northeast from the Intersection of Franklin & Pine Streets**, is a view of the project looking northeast near the southwest corner of Franklin and Pine Streets. **Figure 20, View Looking North along Franklin Street Approaching Pine Street**, is a view of where the project site starts to become visible looking north on Franklin Street approaching Pine Street. **Figure 21, View Looking Northwest from the Intersection of Pine Street and Van Ness Avenue**, is a view looking northwest toward the project site, near the southeast corner of Pine Street and Van Ness Avenue. **Figure 22, View Looking West along Pine Street Approaching Van Ness Avenue**, is a view of where the project start to become visible looking west on Pine Street approaching Van Ness Avenue.

**Impact AE-1: The proposed project would not result in a substantial adverse impact on scenic views and vistas. (Less than Significant)**

A project would have a significant effect on scenic vistas if it would substantially degrade important public view corridors and obstruct scenic views from public areas viewable by a substantial number of people. View corridors are defined by physical elements such as buildings and structures that direct lines of sight and control view directions available to the public.

The Urban Design Element of the City's General Plan contains policies focused on the preservation of major views throughout the City. Policy 1.1 of the Urban Design Element is intended to recognize and protect major views in the City, with particular attention to views of open space and water. Significant views are broadly identified in the Urban Design Element as those of open space, the Bay, the Bay Bridge and Golden Gate Bridge, and architecturally and historically important buildings.

The project site is in a relatively low-lying area of the City characterized by a mix of building heights. Views are limited in the project vicinity due to surrounding urban development and intervening buildings. As is evident from **Figures 18** through **22**, no views of open space, water or the Bay Bridge or Golden Gate Bridge are available from public areas such as city streets in the vicinity of the project site. The nearest historic structure is located at 1700 Franklin Street, which is located one block north of the project site on the northwest corner of Franklin Street and California Street. However, views of this structure from the project site are minimal. Therefore the construction of the 13-story towers would not result in an adverse effect on a scenic view or vista.

The closest open space to the project site is the Lafayette Park, located two blocks northwest of the project site. As shown in **Figure 17**, a public view of the project site is not available from Lafayette Park. As such, the proposed project would not degrade or obstruct any scenic views or vistas now observed from a public area. Therefore, the proposed project would have a *less than significant* impact on scenic views and vistas in the project area.

---

**Impact AE-2: The proposed project would not substantially damage scenic resources. (Less than Significant)**

The project site is not visible from a State scenic highway as there are no scenic highways in the vicinity of the project site. The nearest scenic highway, Highway 280, is south of the site in San Mateo County. There are a total of 14 trees located on the project site or in the public right-of-way – seven trees planted in the sidewalk along Pine Street in front of the project site and seven trees located in the existing surface parking lot located on the northeast corner of Pine and Franklin Streets. All seven street trees are protected under the City's Urban Forestry Ordinance while three of the seven trees in the parking lot are protected under the ordinance.[8] All of the street trees along Pine Street would be retained; the trees located in the existing parking lot would be removed during project construction, including the three protected trees. However, as discussed in Impact BI-2, starting on page 109, three new trees would be planted along Pine Street and Franklin Street to replace the three protected trees that would be removed, which satisfies the Department of Public Work's one-to-one replacement requirement for protected trees. The five vacant one- to two-story buildings single-story buildings on the project site do not contribute to a scenic public setting. No other scenic resources such as rock outcroppings exist on the project site. This impact is considered *less than significant.*

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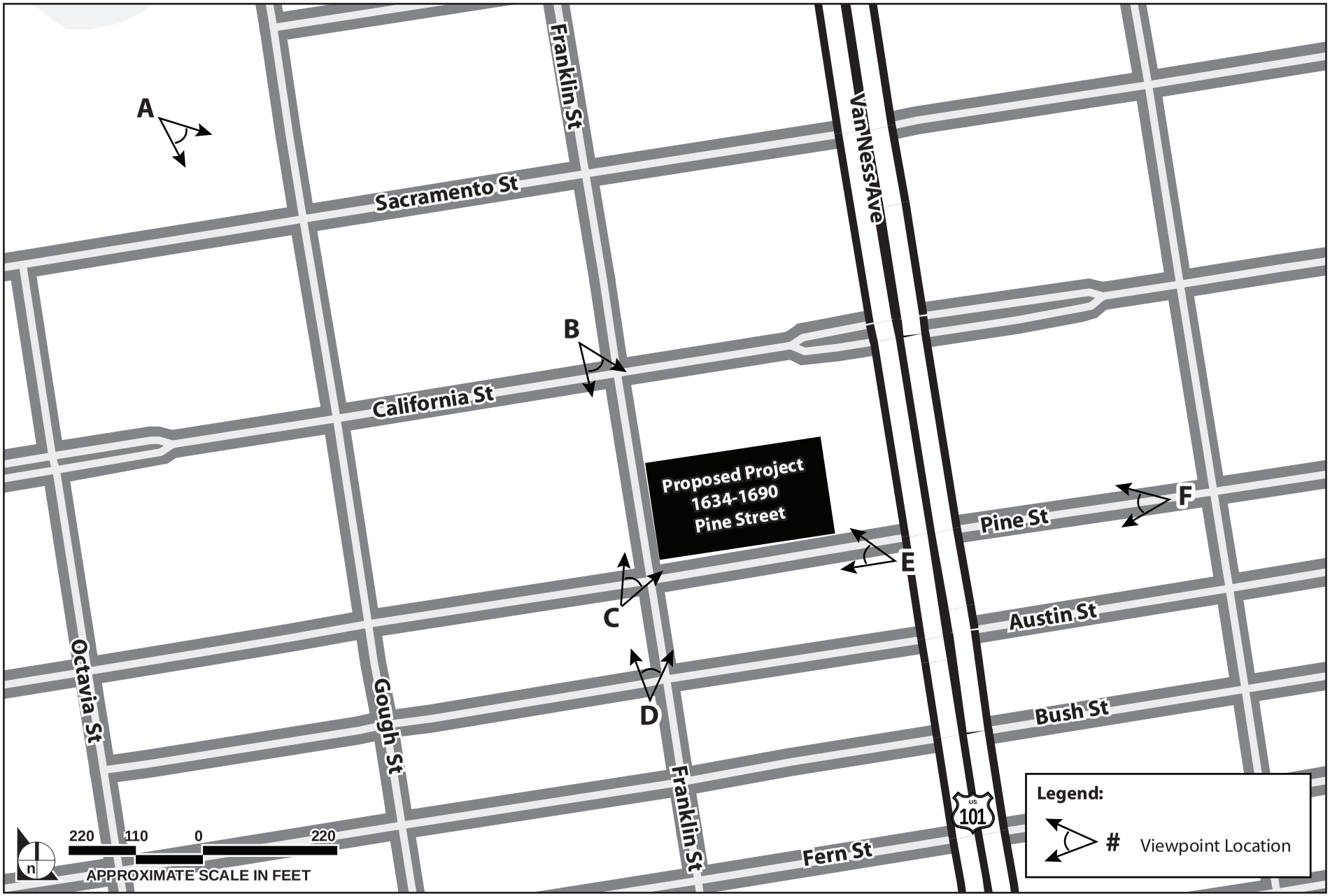
8 Under San Francisco Public Works Code Section 810A, a significant tree is defined as a tree: (1) on property under the jurisdiction of the Department of Public Works or (2) on privately owned property with any portion of its trunk within 10 feet of the public right-of-way, and (3) that satisfies at least one of the following criteria: (a) a diameter at breast height (DBH) in excess of 12 inches, (b) a height in excess of 20 feet, or (c) a canopy in excess of 15 feet.




**SOURCE:** Impact Sciences, Inc., December 2012

FIGURE **16**

Viewpoint Locations

Existing View


Photo Rendering

**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **17**

View Looking Southeast from Lafayette Park

Existing View

Photo Rendering

**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **18**

View Looking Southeast from the Intersection of Franklin & California Streets

Existing View

Photo Rendering

**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **19**

View Looking Northeast from the Intersection of Franklin & Pine Streets

Existing View

Photo Rendering

**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **20**

View Looking North along Franklin Street Approaching Pine Street


Existing View


Photo Rendering

**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **21**

View Looking Northwest from the Intersection of Pine Street and Van Ness Avenue

Existing View

Photo Rendering

**SOURCE:** Kwan Hemi Architecture Planning Inc., December 2012

FIGURE **22**

View Looking West along Pine Street Approaching Van Ness Avenue

**Impact AE-3: The proposed project would not substantially degrade the existing visual character or quality of the site and its surroundings. (Less than Significant)**

The visual character of the project site and its vicinity is urban and mixed, with a variety of multi-family residential, office and commercial land uses. Properties in the vicinity of the project site include: an 11-story residential/office/retail building (1700 California Street) to the north, a 26-story Holiday Inn hotel to the east, and the 14-story, 130-foot-tall San Francisco Towers (1661 Pine Street) to the south.

From the vantage point shown in **Figure 18,** the proposed building would dominate the scene and obscure views of the 14-story San Francisco Towers building and views south of the project site, which is directly across Pine Street from the project site. From the vantage point shown in **Figure 19,** the proposed building would be prominent and would obscure views north of the project site. The proposed project would appear to be the most dominant structure in this view, and would alter residential and pedestrian views. From the vantage point of **Figure 20,** the proposed project would introduce a vertical column to the streetscape that would be similar to the existing San Francisco Towers building in the foreground. From the vantage point of **Figure 21,** the proposed project would be one of the most dominant structures along Pine Street and would affect residential and pedestrian views from south to east. From the vantage point of **Figure 22,** the proposed project would obscure views to the northwest.

The proposed project would be considerably taller and more massive and more noticeable than existing conditions. However, because the site is sloped downward to the east and south, the structure would vary in height relative to the side from which it is viewed as the slope drops approximately 11 feet along the Pine Street frontage and about 10 feet along the Franklin Street frontage. For example, the height of the proposed structure at the northwest corner of the project site would be approximately 116 feet while the height of the proposed structure at the southeast corner of the project site would be about 138 feet. The proposed structure's two distinct masses (towers) would break up the project into small components as opposed to one continuous street wall along Pine Street. As a result the proposed structure would not visually overwhelm the views from neighboring buildings. As shown in the Pine Street elevation (**Figure 13, Elevation Design – Pine Street**, page 17), the facades of two existing brick buildings, and one concrete building would be retained and incorporated into the design. Finally, at 13 stories, the proposed project would conform to the project site's 130-E Height and Bulk District controls, and would be compatible with the mass and building heights in the surrounding area, including the 14-story, 130-foot-tall, San Francisco Towers building across the street and the 26-story Holiday Inn located on the eastern side of Van Ness Avenue.

The proposed project would intensify and change the use of the site, but would not change or be inconsistent with the mixed-use visual character of surrounding development. The proposed project would be infill development located in a densely developed urban area within surrounding buildings of comparable height and bulk. It would not appear out of scale with other existing buildings in the project vicinity. Therefore, the proposed project would have a *less than significant* impact on the visual character of the project site and surroundings.

**Impact AE-4: The proposed project would not create a new source of substantial light or glare. (Less than Significant)**

The existing vacant buildings on the project site are not generally illuminated at night. The proposed project would replace these buildings with two 13-story residential towers. Interior lights would be visible through the building's windows from nearby areas, including adjacent buildings and public streets. The intensity and extent of visibility of the interior lighting from the proposed project would be greater than that of the existing buildings; however, it would be typical of other residential and commercial structures in the area. Exterior lighting of the proposed project would be restricted to illuminating the building's pedestrian and vehicular access points at street level, consistent with nearby buildings and street lighting fixtures, and is not expected to create substantial new illumination in the area.

As indicated in **Figures 13** and **14**, the facades of the proposed building would include glass components. However, the proposed project would comply with City Planning Commission Resolution No. 9212, which prohibits the use of mirrored or reflective glass. As a result, proposed project would not include any reflective glass and would not cause any glare impacts on nearby pedestrians or autos.

The environmental effects of light and glare from the proposed project would be *less than significant*.

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**Impact C-AE-1: The proposed project in combination with past, present, and reasonably foreseeable future development in the project vicinity would not result in significant impacts to aesthetic resources. (Less than Significant)**

The cumulative projects described above under **Cumulative Projects**, starting on page 22, would result in the construction of high-rise buildings consisting of residential, ground-floor commercial, and hospital uses. Similar to the proposed project, the approved and reasonably foreseeable projects would be contemporary in architectural design and would conform to the applicable land use designations, design requirements, and Height and Bulk District requirements of the City's *Planning Code*. These cumulative developments would generally increase the density of development in the vicinity of the project site. In addition, most of the buildings included in these cumulative developments would be taller than the existing buildings they would replace. In general, the cumulative developments would occur in a highly urbanized area of San Francisco where residential and commercial buildings reach up to approximately 28 stories, and the new buildings would not result in a substantial visual contrast with existing development in the area. For example, the proposed California Pacific Medical Center [Cathedral Hill Campus,] located six blocks to the south at 1101 Van Ness Avenue/1255 Post Street, would be 12 stories tall. In addition, there are no designated or unique scenic vistas in the vicinity of the proposed project. As a result, the cumulative developments would not have a substantial adverse effect on a scenic vista. Finally, the cumulative developments would add lighting typical of residential, commercial and hospital uses in the area. The lighting would be similar to the lighting that already exists in the area, and is not expected to create substantial illumination. In addition, none of the cumulative developments would

include the use of mirrored or reflective glass, and thus cumulative adverse glare effects are not anticipated.

The project vicinity is highly urbanized and lacks unique scenic resources. Views of nearby historic structures would not be obscured by the proposed project. Therefore, cumulative development in the project vicinity would not adversely affect such resources to such a degree that a significant cumulative impact would occur in combination with the proposed project's less than significant aesthetic impacts. Further, even if these projects did have impacts related to aesthetics, the proposed project would not contribute in a cumulatively considerable way to substantially degrade views, damage scenic resources, degrade the existing visual character of the area, or create a new source of substantial light or glare.

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For the reasons discussed above, the proposed project's impacts related to aesthetics, both individually and cumulatively, would be *less than significant*.

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| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| **3. POPULATION AND HOUSING— Would the project:** | | | | | |
| a) Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) Displace substantial numbers of existing housing units or create demand for additional housing, necessitating the construction of replacement housing? | ☐ | ☐ | ☒ | ☐ | ☐ |
| c) Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere? | ☐ | ☐ | ☒ | ☐ | ☐ |

**Impact PH-1: The proposed project would not induce substantial population growth, either directly or indirectly. (Less than Significant)**

The California Department of Finance estimates the 2012 population for the City of San Francisco to be 812,538 people.[9] The Association of Bay Area Governments (ABAG) population projection for San Francisco is 837,500 people in 2015 and 969,000 people in 2035.[10] The 2010 US Census indicates that the population in the proposed project's Census Tract 151.00 was approximately 2,493 residents with an average of 1.42 persons per household.[11] In general, a project would be considered growth inducing if its implementation would result in substantial population increases and/or new development that might not occur if the project were not implemented.

The proposed development is estimated to accommodate approximately 372 residents[12], an increase of approximately 10 percent within Census Tract 151.00. In addition to the proposed residential units, the project would provide commercial space that would accommodate approximately 16 employees.[13] The existing commercial buildings on the project site are vacant and thus do not provide employment opportunities.

The increase in population would not be a significant effect of the proposed project because the project site is within a densely developed urban area. While potentially noticeable to immediately adjacent

9 Department of Finance, *E-5 Population and Housing Estimates for Cities, Counties, and the State, 2011 and 2012*. Available at: *http://www.dof.ca.gov/research/demographic/reports/estimates/e-5/2011-20/view.php*. Accessed July 3, 2012.

10 Association of Bay Area Governments (ABAG), *Building Momentum: Projections and Priorities 2009*, August 2009.

11 2010 US Census Tract 151.00. Available at: *http://2010.census.gov/2010census/popmap/*. Accessed June 13, 2012.

12 The estimated number of residents is based on the project's provision of approximately 262 dwelling units multiplied by the average household size of 1.42 persons per household for Census Tract 151.00.

13 The estimated number of commercial employees is based on the project's proposed commercial space (5,600 gsf) divided by 350 employees per square foot, derived from Table C-1 of the Transportation Impact Analysis Guidelines, San Francisco Planning Department, October 2002.

neighbors, this increase would not substantially change existing area-wide population characteristics, and the resulting density would not exceed levels common and accepted in urban areas such as San Francisco. The type of population accommodated by the proposed project would be similar to the types of population accommodated by other buildings in the Van Ness corridor. Construction of the project would not be expected to generate substantial growth or concentration of population in the project area, which is already populated with high-density, multi-family residential uses and commercial uses. The increase in population from the proposed project would not exceed ABAG population projections for San Francisco.

In June 2008, the ABAG projected regional needs in its Regional Housing Needs Determination (RHND) 2007-2014 allocation. The projected need of the City and County of San Francisco from 2007 to 2014 is 31,193 total new dwelling units, or an average annual need of 4,456 net new residential units.[14] The project's residential uses would help address the City's broader need for additional housing in a citywide context in which job growth and in-migration outpace the provision of new housing. The proposed project would add approximately 262 residential units to the City's housing stock, contributing new residential units to meet the RHND allocation.

Based on the above discussion, the proposed project would not induce substantial growth and therefore would result in a *less than significant* impact to population growth in the area.

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**Impact PH-2: The proposed project would not displace housing units, create a demand for additional housing, or displace a substantial number of people necessitating the construction of replacement housing elsewhere. (Less than Significant)**

The project site currently houses no residents, and therefore no residential displacement would result from the project. In addition, no employees are currently located on the project site as the existing buildings are vacant. The proposed commercial space would accommodate an estimated 16 new employees. Due to the small number of employees and type of commercial space, it is anticipated that the additional employees would likely already live in the San Francisco area and would likely not relocate for the jobs that would become available. Consequently, they would only require a small amount of additional housing. Thus, the project would have a *less than significant* impact in creating demand for additional housing.

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14 Association of Bay Area Governments, *San Francisco Bay Area Housing Needs Plan*, 2007-2014, June 2008. For more information see: *http://www.abag.ca.gov/planning/housingneeds/.* Accessed March 7, 2012

**Impact C-PH-1 The proposed project in combination with past, present, and reasonably foreseeable future development in the project vicinity would result in less than significant cumulative impacts on population and housing. (Less than Significant)**

A majority of the cumulative projects, described under **Cumulative Projects**, starting on page 22, would provide housing to meet the regional housing needs. Based on the average household size in the area (see Impact PH-1 above), the population from the cumulative projects would be approximately 648 people[15] in addition to the 372 persons added by the proposed project. In addition, the proposed hospital would add approximately 2,200 employees to the area.[16] Between 2010 and 2035, the population of the City of San Francisco is expected to increase by 159,000 while the number of jobs in the City is expected to increase by 238,100.[17] The population increase associated with the proposed project and cumulative development would be within the ABAG growth projections for San Francisco. Although the proposed project and cumulative development would increase the density of development at each project site, compared to existing conditions, this increase would not be considered significant because it would be compatible with and comprise a small fraction of the existing high density of population in the vicinity. As discussed above, the proposed project would not displace substantial numbers of people or existing housing units. Cumulative development in the project vicinity would include a substantial amount of new housing. While the cumulative projects could displace people or housing units, the project's contribution to cumulative impacts on population and housing would be *less than significant*.

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Based on the analysis above, the project-specific and cumulative impacts to housing or population from the proposed project would be *less than significant*.

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15 Based on the sum of residential units proposed by cumulative development with a ¼-mile radius of the project site (456 units) multiplied by 1.42 persons per household, which is the average household for Census Tract 151.00.

16 Thee 555-bed project analyzed in the CPMC EIR estimated 4,030 employees at the Cathedral Hill campus. The approved project was reduced in scope by 45 percent to 304 beds.

17 Association of Bay Area Governments, *Building Momentum: Projections and Priorities 2009*, August 2009.

| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| **4. CULTURAL AND PALEONTOLOGICAL RESOURCES—Would the project:** | | | | | |
| a) Cause a substantial adverse change in the significance of a historical resource as defined in §15064.5, including those resources listed in Article 10 or Article 11 of the San Francisco *Planning Code*? | ☒ | ☐ | ☐ | ☐ | ☐ |
| b) Cause a substantial adverse change in the significance of an archaeological resource pursuant to §15064.5? | ☒ | ☐ | ☐ | ☐ | ☐ |
| c) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature? | ☒ | ☐ | ☐ | ☐ | ☐ |
| d) Disturb any human remains, including those interred outside of formal cemeteries? | ☒ | ☐ | ☐ | ☐ | ☐ |

Under the CEQA criteria, a project would have significant impacts on cultural resources if it were to impact a historical resource, cause a substantial change to the significance of an archaeological resource, destroy a paleontological resource or unique geologic feature, or disturb any human remains.

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**Impact CP-1: The proposed project could result in a significant impact on historic resources. (Potentially Significant)**

Five out of the six parcels have been evaluated and designated a historic district, which is referred to as the Pine Street Auto Shops Historic District. The following is a summary of the historic context of the Pine Street Auto Shops Historic District based on the history presented in the *Van Ness Auto Row Support Structures* survey prepared in 2010 by William Kostura.[18] The Pine Street Auto Shops Historic District was found eligible under California Register of Historical Resources (CRHR) Criteria 1 and 3, and given California Historical Resource Status Code (also referred to as National Register of Historic Places Status Code) 3CD. The historic district's period of significance is 1912-1933, with varying periods of significance for individual buildings therein. William Kostura, who evaluated the buildings, concluded that the district was eligible within the context of Van Ness Auto Row support structures. In the introduction to the *Van Ness Auto Row Support Structures* report, Kostura stated that buildings eligible for the CRHR in the study were those that "best represent important aspects of the automobile industry."[19] Identifying buildings that best represent various aspects of early automobile history in the *Van Ness Auto Row Support Structures* study area was the primary goal of Kostura's survey. Kostura concluded that the Pine Street Auto Shops Historic District was CRHR eligible because the "row of five [buildings] is quite remarkable

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18 Kostura, William, *Van Ness Auto Row Support Structures*, 2010. A copy of the report is available for review in Project File No. 2011.1306E at the Planning Department, 1650 Mission Street, 4th Floor.

19 Kostura, pg. 4.

for its early date and high integrity, and evokes the early history of the automobile industry in San Francisco as no other group of buildings can."[20] For these reasons, the buildings are considered historic architectural resources, both individually and contributory to the potential historic district, for the purposes of CEQA. Therefore, partial or complete demolition of the existing buildings on the project site as part of project construction would result in a *potentially significant* impact on historic resources, and this issue will be further addressed in the EIR.

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**Impact CP-2: The proposed project could result in damage to, or destruction of, as-yet unknown archaeological resources, paleontological resources, or human remains should such resources exist beneath the project site. (Potentially Significant)**

The project site is located within a one-mile radius of five recorded prehistoric archaeological sites. In addition, cultural artifacts were discovered during the excavation for the San Francisco Towers project, located directly across the street from the project site on Pine Street. As a result, there is a potential for archaeological deposits to be present on the project site. While there are no known paleontological resources at the project site, the underlying Colma Formation is considered paleontologically sensitive. Thus, there is a potential for paleontological deposits to be present on the project site. The proposed project would involve excavation to a maximum of 40 to 45 feet bgs. Therefore, the proposed project could adversely affect archaeological and paleontological deposits, if present, during excavation and/or earthmoving activities. There are no known human remains, including those interred outside of formal cemeteries, located in the vicinity of the project site. In addition, given the historical use of the site and the presence of fill on the project site, it is considered highly unlikely that human remains would be encountered at the project site during excavation and grading for the proposed project. However, it is possible that excavation of the proposed project could result in damage to, or destruction of, unknown human remains. For the reasons listed above, the project could have a *potentially significant* impact on archaeological and paleontological resources, as well as human remains, and this issue will be further addressed in the EIR.

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**Impact C-CP-1 The proposed project in combination with past, present, and reasonably foreseeable future projects in the vicinity could result significant cumulative impacts to cultural resources. (Potentially Significant)**

Cumulative development in the project vicinity, as described more fully under **Cumulative Projects**, starting on page 22, could potentially impact cultural resources. Given that the buildings on the project site are considered a historical resource for the purposes of CEQA, and given that the project site is within a potential historical district, the proposed project could make a cumulatively considerable contribution to a cumulative impact to historic architectural resources. In addition, construction of the

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20 Kostura, DPR 523 form for Pine Street Auto Shops Historic District, pg. 6, found in appendix of "Van Ness Auto Row Support Structures."

proposed project and cumulative projects would also require grading and excavation that could potentially affect archaeological and paleontological deposits, and human remains. Therefore, cumulative impacts to cultural resources are considered *potentially significant*, and this issue will be further addressed in the EIR.

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For the reasons discussed above, the proposed project would have *potentially significant* project-specific and cumulative impacts on historical, archaeological, and paleontological resources, as well as human remains.

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| Topics: | | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|---|
| **5.** | **TRANSPORTATION AND CIRCULATION— Would the project:** | | | | | |
| a) | Conflict with an applicable plan, ordinance or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass transit and non-motorized travel and relevant components of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit? | ☒ | ☐ | ☐ | ☐ | ☐ |
| b) | Conflict with an applicable congestion management program, including but not limited to level of service standards and travel demand measures, or other standards established by the county congestion management agency for designated roads or highways? | ☒ | ☐ | ☐ | ☐ | ☐ |
| c) | Result in a change in air traffic patterns, including either an increase in traffic levels, obstructions to flight, or a change in location, that results in substantial safety risks? | ☐ | ☐ | ☐ | ☐ | ☒ |
| d) | Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses? | ☐ | ☐ | ☒ | ☐ | ☐ |
| e) | Result in inadequate emergency access? | ☒ | ☐ | ☐ | ☐ | ☐ |
| f) | Conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities? | ☒ | ☐ | ☐ | ☐ | ☐ |

The proposed project is not located within an airport land use plan area or in the vicinity of a private airstrip, and Topic 5c is therefore not applicable to the proposed project.

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**Impact TR-1: The proposed project could conflict with an applicable plan, ordinance, or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation, and the proposed project could conflict with an applicable congestion management program, including but not limited to level of service standards and travel demand measures. In addition, the project could result in inadequate emergency access. (Potentially Significant)**

The increased population of the project site and the new vehicle trips associated with the proposed project would cause an increase in traffic on surrounding roadways. In addition, the proposed project would result in additional transit, bicycle, and pedestrian trips. These potential changes in traffic and increase in transit, bicycle, and pedestrian trips could result in congestion along area roadways and along the local transit, bicycle, and pedestrian system. Construction activity generated by the proposed project would also increase traffic on local roadways and could temporarily disrupt the local transit, bicycle, and

pedestrian system. Loading operations associated with the proposed project would have the potential to create hazardous conditions or significantly delay traffic, transit, bicycles, or pedestrians. Finally, the project could result in inadequate emergency access. This represents a *potentially significant* impact, and this issue will be further addressed in the EIR.

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**Impact TR-2: The proposed project would not substantially increase traffic hazards due to a design feature or incompatible uses. (Less than Significant)**

The proposed project does not include any design features that would substantially increase traffic hazards, such as sharp curves or dangerous intersections, and would not include any incompatible uses. Therefore, it would result in a *less than significant* traffic hazard impact.

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**Impact TR-3: The proposed project could conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such features. (Potentially Significant)**

As discussed in more detail under Impact TR-1, the proposed project could have a significant impact on public transit, bicycle, or pedestrian facilities. Furthermore, there are proposed or adopted transportation projects and plans in the area, including the Transit Effectiveness Project and the San Francisco Bike Plan, with which the proposed project could conflict. This impact is considered *potentially significant*, and this issue will be further addressed in the EIR.

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**Impact C-TR-1: The proposed project in combination with past, present, and reasonably foreseeable future projects in the vicinity could result in significant cumulative transportation/traffic impacts. (Potentially Significant)**

The proposed project combined with cumulative projects, described under **Cumulative Projects**, starting on page 22, would result in increased demand on the local transportation system, including increased transit demand, which could result in congestion along area roadways and along the local transit, bicycle, and pedestrian system. Therefore, cumulative impacts to transportation/traffic are considered *potentially significant*, and this issue will be further addressed in the EIR.

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Based on the information presented above, the proposed project would result in *potentially significant* project-specific and cumulative environmental impacts related to transportation/traffic.

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| Topics: | | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|---|
| **6.** | **NOISE—Would the project:** | | | | | |
| a) | Result in exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies? | ☐ | ☒ | ☐ | ☐ | ☐ |
| b) | Result in exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels? | ☐ | ☒ | ☐ | ☐ | ☐ |
| c) | Result in a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project? | ☐ | ☐ | ☒ | ☐ | ☐ |
| d) | Result in a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project? | ☐ | ☒ | ☐ | ☐ | ☐ |
| e) | For a project located within an airport land use plan area, or, where such a plan has not been adopted, in an area within two miles of a public airport or public use airport, would the project expose people residing or working in the area to excessive noise levels? | ☐ | ☐ | ☐ | ☐ | ☒ |
| f) | For a project located in the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels? | ☐ | ☐ | ☐ | ☐ | ☒ |
| g) | Be substantially affected by existing noise levels? | ☐ | ☐ | ☒ | ☐ | ☐ |

The project site is not located within an airport land use plan area or within 2 miles of an airport; nor is it in the vicinity of a private airstrip. Therefore, the proposed project would not expose people residing or working in the area to excessive airport or airstrip noise. As such topics 6e and 6f are not applicable and are not discussed further in this section.

Ambient noise levels in the vicinity of the project site are typical of noise levels in the Western Addition neighborhood of San Francisco, which are dominated by noise produced by vehicular traffic, including trucks, cars, Muni buses, emergency vehicles, noise from land use activities, periodic temporary construction-related noise from nearby development, and street maintenance noise. Based on the citywide modeling of traffic noise volumes conducted by the San Francisco Department of Public Health (DPH SAM),[21] the project site has an ambient noise level over 70 dB(A) (Ldn) along the Pine Street and Franklin Street frontages due to noise from Pine and Franklin Streets.

In 2008, six long-term[22] measurements were conducted on and in the vicinity of the project site by the acoustical engineering firm, Charles M. Salter Associates, Inc. To verify the previous measurements, new measurements were conducted at two of the six locations on and in the vicinity of the project site between August 21 and August 22, 2012. The monitors were attached to utility poles at a height of 12 feet above

21 Traffic noise map presented on DPH SAM website: http://www.sfdph.org/dph/EN/Noise.

22 Over 24-hours in duration

grade. The noise levels measured in 2012 were consistent with the levels measured in 2008. Existing noise levels were found to be approximately 70 – 79 dB(A) (DNL).[23, 24]

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**Impact NO-1: The proposed project would not result in the exposure of persons to or generation of noise or vibration levels in excess of established standards, nor would the proposed project result in a substantial permanent increase in ambient noise or vibration levels or otherwise be substantially affected by existing noise or vibration. (Less than Significant with Mitigation)**

***Exposure to Noise and Vibration during Operation***

The Environmental Protection Element of the San Francisco General Plan contains Land Use Compatibility Guidelines for Community Noise.[25] These guidelines, which are similar to state guidelines set forth by the Governor's Office of Planning and Research, indicate maximum acceptable noise levels for various land uses. For residential uses, the maximum satisfactory exterior noise level without incorporating noise insulation into a project is 60 dB(A) (Ldn),[26] while the guidelines indicate that residential development should be discouraged at exterior noise levels above 70 dB(A) (Ldn).[27] According to the City's review procedures, where exterior noise levels exceed 65 dB(A) (Ldn), a detailed analysis of noise reduction requirements is typically necessary before final review and approval, and new residences must include noise insulation features in their design. In addition, Title 24 of the California Code of Regulations establishes uniform noise-insulation standards for residential and non-residential building.

As previously discussed, existing noise levels on and in the vicinity of the project site were found to be approximately 70 to 79 dB(A) (DNL). For residential development located along streets with noise levels above 75 dB(A) DNL, the San Francisco 2004 and 2009 Housing Element EIR included a mitigation

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23 Charles M. Salter Associates, Inc., *Pine and Franklin Residences (1634-1690 Pine Street) Environmental Noise Study*, December 17, 2012. This study is available, as part of Case No. 2011.1306E, for review at the San Francisco Planning Department, 1650 Mission Street, 4th Floor, San Francisco, CA.

24 DNL is a measure of community noise that is defined as the equivalent noise level for a continuous 24-hour period with a 10-decibel penalty imposed during nighttime and morning hours (10:00 pm to 7:00 am). DNL is the same as Ldn.

25 City and County of San Francisco, Planning Department, San Francisco General Plan, Environmental Protection Element, Policy 11.1.

26 Sound pressure is measured in decibels (dB), with zero dB corresponding roughly to the threshold of human hearing, and 120 dB to 140 dB corresponding to the threshold of pain. Because sound pressure can vary by over one trillion times within the range of human hearing, a logarithmic loudness scale is used to keep sound intensity numbers at a convenient and manageable level. Owing to the variation in sensitivity of the human ear to various frequencies, sound is "weighted" to emphasize frequencies to which the ear is more sensitive, in a method known as A-weighting, and is expressed in units of A-weighted decibels (dB(A)).

27 The guidelines are based on maintaining an interior noise level of interior noise standard of 45 dB(A), Ldn, as required by the California Noise Insulation Standards in Title 24, Part 2 of the California Code of Regulations.

measure that requires that a noise analysis be completed that demonstrates with reasonable certainty that Title 24 standards, where applicable, can be met.[28] The environmental noise study prepared for the proposed project indicates that the project would be able to comply with Title 24 standards and therefore the proposed project satisfies this requirement. In addition, the Department of Building Inspection (DBI) would review project plans for compliance with Title 24 noise standards. Therefore, project site residents would not be exposed to excessive interior noise, and the effect related to exposure of project residents to exterior ambient noise would be less than significant.

In conjunction with the noise analysis, the San Francisco 2004 and 2009 Housing Element EIR included a mitigation measure that requires that open space uses on site be protected from existing ambient noise levels that could prove annoying or disruptive to users of the open space.[29] As existing noise levels on the project site may exceed 75 dB(A) (Ldn), residents utilizing open space on the project site could be exposed to excessive exterior levels of noise, and this impact is considered potentially significant. However, with implementation of **Mitigation Measure M-NO-1**, open space users on site would be protected from existing ambient noise levels, and the impact from exposure to exterior ambient noise would be *less than significant*.

**Mitigation Measure M-NO-1: Exterior Noise**

> As part of project review, Planning Department shall require that open space required under the *Planning Code* be protected, to the maximum feasible extent, from existing ambient noise levels that could prove annoying or disruptive to users of the open space. Implementation of this measure could involve, among other things, site design that uses the building itself to shield on-site open space from the greatest noise sources, construction of noise barriers between noise sources and open space, and appropriate use of both common and private open space in multi-family dwellings.

The operation of the proposed project would not include activities that would produce substantial groundborne vibration. As such, operational vibration impacts would be *less than significant*.

***Generation of Traffic Noise during Operation***

In order for a significant traffic noise impact to occur, a doubling of existing traffic volumes on the local roadway network that is attributable to the proposed project must occur. A doubling of traffic volumes would cause an increase of 3 dB(A) over existing traffic noise levels.[30] The contribution of the proposed project to existing traffic volumes on the local roadway network would be incremental, resulting in only

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28 San Francisco Planning Department, *San Francisco 2004 and 2009 Housing Element Draft EIR*, Mitigation Measure M-NO-1, part 1, p. V.G-48. Case No. 2007.1275E. This document is available at http://sfmea.sfplanning.org/2007.1275E_DEIR.pdf.

29 San Francisco Planning Department, *San Francisco 2004 and 2009 Housing Element Draft EIR*, Mitigation Measure M-NO-1, part 2, p. V.G-48. Case No. 2007.1275E. This document is available at http://sfmea.sfplanning.org/2007.1275E_DEIR.pdf.

30 California Department of Transportation, *Technical Noise Supplement*, 2009. Sacramento, CA.

138 total trips during the weekday PM peak hour; traffic volumes would not double.[31] The proposed project would not increase traffic volumes to a degree that would cause a noticeable increase in the ambient noise levels in the project vicinity. Therefore, impacts of the proposed project related to the generation of traffic noise during operation would be *less than significant*.

***Generation of Building Noise during Operation***

The proposed project includes mechanical equipment that could produce operational noise, such as that from heating and ventilation systems. These operations would be subject to Section 2909 of the City's Noise Ordinance (Article 29 of the San Francisco Police Code). As amended in November 2008, this section establishes a noise limit from mechanical sources, such as building equipment, specified as a certain noise level in excess of the ambient noise level at the property line; for noise generated by residential uses, the limit is 5 dB(A) in excess of ambient level. In addition, the noise ordinance provides for a separate fixed-source noise limit for residential interiors of 45 dB(A) at night and 55 dB(A) during the day and evening hours (until 10:00 p.m.). The proposed project would comply with Article 29, Section 2909, by including acoustical construction improvements to achieve an interior day-night equivalent sound level of 45 decibels (dB). Furthermore, compliance with Article 29, Section 2909, would minimize noise from building operations. Therefore, noise effects related to building operation would be *less than significant*.

***Generation of Occupants' Noise during Operation***

Occupancy of the proposed building by its residents and their day-to-day activities would also be expected to elevate the noise levels at the project site. However, the resulting noise levels would be typical of residential buildings with commercial uses on the lower levels in urban settings and the noise levels would not be discernible above the ambient noise levels in the project vicinity that are dominated by traffic noise. Additionally, the building manager would be responsible for ensuring that the facility complies with all applicable provisions of Section 2909 of the Noise Ordinance, which sets noise limits for residential and commercial property uses. Therefore, impacts related to occupant noise during operation would be *less than significant*.

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**Impact NO-2: During construction, the proposed project would result in a substantial temporary or periodic increase in ambient noise levels and vibration in the project vicinity above levels existing without the project. (Less than Significant with Mitigation)**

Demolition, excavation, and project construction would temporarily increase noise in the project vicinity. Noise and vibration levels over the estimated 19.5-month construction period would fluctuate depending on the construction phase, equipment type and duration of use, distance between noise source and

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31 AECOM, *1634 Pine Street Screencheck Final Transportation Impact Study*, December 19, 2012. This study is available, as part of Case No. 2011.1306E, for review at the San Francisco Planning Department, 1650 Mission Street,4th Floor, San Francisco, CA.

receptor, and presence or absence of barriers. Construction noise sources associated with the proposed project would include demolition, excavation, truck traffic, and site work.

Excavation and foundation work would likely generate the most construction-related noise. No pile driving would be required. Throughout the construction period there would be truck traffic to and from the site, hauling away demolition materials and debris, or delivering building materials. It is anticipated that the construction hours would be normal working hours during the week, with possible limited work during weekends. Noise from excavation and construction activities, especially impact tools, drilling machines, and excavators could result in noise peaks and ground vibration that may disrupt nearby residents. Noise levels would be sporadic rather than continuous in nature because of the different types of construction equipment used.

Construction noise is regulated by the City's Noise Ordinance. The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 dB(A) at a distance of 100 feet from the source. Impact tools (e.g., jackhammers, impact wrenches) must have boot intake and exhaust muffled to the satisfaction of DPW or DBI. Section 2908 of the ordinance prohibits construction between 8:00 PM and 7:00 AM, if noise would exceed the ambient noise level by 5 dB(A) at the project site's property line, unless a special permit is authorized by DPW or DBI. Compliance with the Noise Ordinance would reduce most potential construction noise impacts to a less than significant level, including noise effects on residential uses in the immediate vicinity, which are considered sensitive receptors.

Sensitive receptors are people requiring quiet, for sleep or concentration, such as residences, schools, or hospitals, and people themselves who may be relatively more susceptible to adverse health impacts from their environment, such as immune-compromised individuals, populations with elevated levels of chronic illness, children, and the aged. The closest noise-sensitive receptors[32] are approximately 50 feet to the south on Pine Street and about 50 feet to the west on Franklin Street.

Construction activities other than excavation work generally generate noise levels up to 90 dB(A) at 50 feet from the activity, while other activities, such as concrete work, are quieter. Closed windows typically can reduce daytime interior noise levels to an acceptable level. Given the proximity of the nearby sensitive receptors to the project site, noise levels may exceed those commonly experienced in an urban environment. Excavation activities could temporarily exceed noise thresholds in the Noise Ordinance. Due to the amount of required excavation and the proximity of nearby sensitive receptors, the project construction could result in a potentially significant impact unless special construction noise measures, such as shielding and muffling of impact tools, temporary barriers, etc., are used. With implementation of **Mitigation Measure M-NO-2**, construction noise would have a *less than significant* effect on the environment.

**Mitigation Measure M-NO-2: Reduction of Construction Noise**

32 Noise-sensitive receptors: Hospitals, daycare facilities, hotels, residences, schools.

The project sponsor shall require the general contractor to comply with the following measures to minimize construction noise impacts on sensitive receptors:

- Construction equipment shall be properly maintained in accordance with manufacturers' specifications and shall be fitted with the best available noise suppression devices (e.g., mufflers, silencers, wraps). All impact tools shall be shrouded or shielded, and all intake and exhaust ports on power equipment shall be muffled or shielded.

- Construction equipment shall not idle for extended periods of time near noise-sensitive receptors.

- Stationary equipment (compressors, generators, and cement mixers) shall be located as far from sensitive receptors as feasible. Sound enclosures shall be used during noisy operations on-site.

- Temporary barriers (noise blankets or wood paneling) shall be placed around the construction site parcels and, to the extent feasible, they should break the line of sight from noise sensitive receptors to construction activities. For temporary sound blankets, the material shall be weather and abuse resistant, and shall exhibit superior hanging and tear strength with a surface weight of at least 1 pound per square foot. Placement, orientation, size, and density of acoustical barriers shall be reviewed and approved by a qualified acoustical consultant.

- Impact tools (e.g., jack hammers, pavement breakers, and rock drills) used for project construction shall be hydraulically or electrically powered wherever possible to avoid noise associated with compressed air exhaust from pneumatically powered tools. However, where use of pneumatic tools is unavoidable, an exhaust muffler on the compressed air shall be used, along with external noise jackets on the tools.

- Noise control requirements shall be included in specifications provided to construction contractors. Such requirements could include, but not be limited to, performing all work in a manner that minimizes noise to the extent feasible; use of equipment with effective mufflers; undertaking the most noisy activities during times of least disturbance to surrounding residents and occupants, as feasible; and selecting haul routes that avoid residential buildings inasmuch as such routes are otherwise feasible.

- Prior to the issuance of the building permit, along with the submission of construction documents, the project sponsor shall submit to the Planning Department and Department of Building Inspection (DBI) a list of measures to respond to and track complaints pertaining to construction noise. These measures shall include (1) a procedure and phone numbers for notifying DBI, the Department of Public Health, and the Police Department (during regular construction hours and off-hours); (2) a sign posted on-site describing noise complaint procedures and a complaint hotline number that shall be answered at all times during construction; (3) designation of an on-site construction complaint and enforcement manager for the project; and (4) notification of neighboring residents and non-residential building managers within 300 feet of the project construction area at least 30 days in advance of extreme noise generating activities (defined as activities generating noise levels of 90 A-weighted decibels or greater) about the estimated duration of the activity.

Construction activities such as use of jackhammers, and other high-power or vibratory tools and rolling stock equipment such as tracked vehicles may potentially generate substantial vibration in the immediate vicinity of the site. Vibration caused by construction has the potential to damage structures and to interfere with the enjoyment of life.

Human perception of vibration varies depending on the individual, physical setting, and the type of vibration. Studies have shown that the threshold of perception for average persons is in the range of 0.2 to 0.3 mm/sec (0.008 to 0.012 inches/sec), peak particle velocity (ppv).[33] However, persons exposed to elevated ambient vibration levels such as in an urban environment may tolerate a higher vibration level. There is no consensus regarding what amount of vibration would cause structural damage. Structural damage can range from cosmetic to threatening the integrity of the building.

The proposed project would not involve the types of construction activities that would produce vibration levels that could damage adjacent structures. However, due to the proximity of residential land uses some construction activities may generate groundborne vibration that may be perceptible to the nearest residential receptor. The construction activities on the project site would comply with the City's Noise Ordinance and would not occur from 8:00 p.m. and 7:00 a.m. when the nearby residents are at rest. In addition, vibration-producing activities such as pile driving are not proposed as part of the project. The impact from groundborne vibrations would be *less than significant.*

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**Impact C-NO-1: The proposed project in combination with past, present, and reasonably foreseeable future projects in the vicinity would result in less than significant cumulative noise impacts. (Less than Significant with Mitigation)**

As described in **Section E.3, Population and Housing**, on page 46, the proposed project in combination with other cumulative projects would not result in substantial population growth in the project vicinity. Because neither the proposed project nor the other cumulative impacts in the vicinity are anticipated to result in a doubling of traffic volumes along nearby streets, the project would not contribute considerably to any cumulative traffic-related increases in ambient noise. Moreover, the proposed project's mechanical equipment and occupants would be required to comply with the Noise Ordinance, and therefore would not be expected to contribute to any cumulative increases in the ambient noise as a result of the building's mechanical equipment or occupants. Similar to the proposed project, any rooftop mechanical equipment that would be a part of cumulative development would be reviewed by an acoustical specialist and the DBI to ensure that the City's Noise Ordinance standards are met. Therefore, the proposed project would not result in cumulatively considerable noise impacts, and cumulative noise impacts would be *less than significant*.

Of the four reasonably foreseeable projects described under **Cumulative Projects,** starting on page 22**,** within four blocks of the project site, one is currently under construction. The remaining three projects that may be constructed during the same timeframe as the proposed project include a hospital at 1101

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33 NCHRP Synthesis 218, Cliff J. Schexnayder and James Ernzen, Transportation Research Board, 1996.

Van Ness Avenue/1255 Post Street, a residential and commercial development at 1133 Gough Street/1481 Post Street, and a residential and commercial development at 1545 Pine Street. Construction activities in the vicinity of the project site, such as demolition, excavation, grading, or construction of these buildings in the area, would occur on a temporary and intermittent basis, similar to the project. All of these projects would also be required to comply with the Noise Ordinance, which requires each construction project not to result in noise levels that exceed 80 dB(A) at 100 feet and not to increase the ambient noise level by 5 dB(A) at the property line of the project site, and in the event that it would be exceeded, to comply with the City's Noise Ordinance by limiting construction to take place between the hours of 8:00 p.m. and 7:00 a.m. Project construction-related noise would be regulated by the Noise Ordinance and implementation of **Mitigation Measure M-NO-2**. As such, construction noise effects associated with the proposed project would be temporary and are not anticipated to combine with construction noise from other projects in the area to result in a significant cumulative impact. In addition, the period of the loudest construction activity is generally a small portion of the overall construction period, which reduces the potential for overlap during the noisiest construction. Finally, none of the reasonably foreseeable projects are located close enough to the proposed project where significant vibration impacts would occur from concurrent construction activities. The proposed project, in conjunction with other proposed projects, would result in *less than significant* cumulative construction noise and vibration impacts.

Therefore, the proposed project would result in *less than significant* cumulative effects related to operational and construction noise and vibration.

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Based on the discussion above, with implementation of **Mitigation Measures M-NO-1** and **M-NO-2**, the proposed project would have *less than significant* project-specific and cumulative effects on noise.

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| Topics: | | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|---|
| **7.** | **AIR QUALITY—Would the project:** | | | | | |
| a) | Conflict with or obstruct implementation of the applicable air quality plan? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) | Violate any air quality standard or contribute substantially to an existing or projected air quality violation? | ☐ | ☐ | ☒ | ☐ | ☐ |
| c) | Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal, state, or regional ambient air quality standard (including releasing emissions which exceed quantitative thresholds for ozone precursors)? | ☐ | ☐ | ☒ | ☐ | ☐ |
| d) | Expose sensitive receptors to substantial pollutant concentrations? | ☐ | ☒ | ☐ | ☐ | ☐ |
| e) | Create objectionable odors affecting a substantial number of people? | ☐ | ☐ | ☒ | ☐ | ☐ |

## *Setting*

The Bay Area Air Quality Management District (BAAQMD) is the regional agency with jurisdiction over the nine-county San Francisco Bay Area Air Basin (SFBAAB), which includes San Francisco, Alameda, Contra Costa, Marin, San Mateo, Santa Clara, and Napa Counties and portions of Sonoma and Solano Counties. The BAAQMD is responsible for attaining and maintaining air quality in the SFBAAB within federal and state air quality standards, as established by the federal Clean Air Act (CAA) and the California Clean Air Act (CCAA), respectively. Specifically, the BAAQMD has the responsibility to monitor ambient air pollutant levels throughout the SFBAAB and to develop and implement strategies to attain the applicable federal and state standards. The CAA and the CCAA require plans to be developed for areas that do not meet air quality standards, generally. The most recent air quality plan, the *2010 Clean Air Plan*, was adopted by the BAAQMD on September 15, 2010. The *2010 Clean Air Plan* updates the *Bay Area 2005 Ozone Strategy* in accordance with the requirements of the CCAA to implement all feasible measures to reduce ozone; provide a control strategy to reduce ozone, particulate matter, air toxics, and greenhouse gases in a single, integrated plan; and establish emission control measures to be adopted or implemented. The *2010 Clean Air Plan* contains the following primary goals:

- Attain air quality standards;
- Reduce population exposure and protect public health in the San Francisco Bay Area; and
- Reduce greenhouse gas emissions and protect the climate.

The *2010 Clean Air Plan* represents the most current applicable air quality plan for the SFBAAB. Consistency with this plan is the basis for determining whether the proposed project would conflict with or obstruct implementation of an applicable air quality plan.

## *Criteria Air Pollutants*

In accordance with the state and federal CAAs, air pollutant standards are identified for the following six criteria air pollutants: ozone, carbon monoxide (CO), particulate matter (PM), nitrogen dioxide ($NO_2$), sulfur dioxide ($SO_2$), and lead. These air pollutants are termed criteria air pollutants because they are regulated by developing specific public health- and welfare-based criteria as the basis for setting permissible levels. In general, the SFBAAB experiences low concentrations of most pollutants when compared to federal or state standards. The SFBAAB is designated as either in attainment[34] or unclassified for most criteria pollutants with the exception of ozone, $PM_{2.5}$, and $PM_{10}$, for which these pollutants are designated as non-attainment for either the state or federal standards. By its very nature, regional air pollution is largely a cumulative impact in that no single project is sufficient in size to, by itself, result in non-attainment of air quality standards. Instead, a project's individual emissions contribute to existing cumulative air quality impacts. If a project's contribution to cumulative air quality impacts is considerable, then the project's impact on air quality would be considered significant.[35]

Land use projects may contribute to regional criteria air pollutants during the construction and operational phases of a project. **Table 3, Criteria Air Pollutant Significance Thresholds** identifies air quality significance thresholds followed by a discussion of each threshold. Projects that would result in criteria air pollutant emissions below these significance thresholds would not violate an air quality standard, contribute substantially to an air quality violation, or result in a cumulatively considerable net increase in criteria air pollutants within the SFBAAB.

**Table 3**
**Criteria Air Pollutant Significance Thresholds**

| Pollutant | Construction Thresholds | Operational Thresholds | |
|---|---|---|---|
| | Average Daily Emissions (lbs./day) | Average Daily Emissions (lbs./day) | Annual Average Emissions (tons/year) |
| ROG | 54 | 54 | 10 |
| NOx | 54 | 54 | 10 |
| $PM_{10}$ | 82 (exhaust) | 82 | 15 |
| $PM_{2.5}$ | 54 (exhaust) | 54 | 10 |
| Fugitive Dust | Construction Dust Ordinance or other Best Management Practices | Not Applicable | |

*Source:* Bay Area Air Quality Management District, *Revised Draft Options and Justification Report, California Environmental Quality Act Thresholds of Significance*, October 2009, **Table 1**.

34 "Attainment" status refers to those regions that are meeting federal and/or state standards for a specified criteria pollutant. "Non-attainment" refers to regions that do not meet federal and/or state standards for a specified criteria pollutant. "Unclassified" refers to regions where there is not enough data to determine the region's attainment status.

35 Bay Area Air Quality Management District (BAAQMD), *California Environmental Quality Act Air Quality Guidelines*, May 2011, page 2-1.

**Ozone Precursors.** As discussed previously, the SFBAAB is currently designated as non-attainment for ozone and particulate matter ($PM_{10}$ and $PM_{2.5}$[36]). Ozone is a secondary air pollutant produced in the atmosphere through a complex series of photochemical reactions involving reactive organic gases (ROG) and oxides of nitrogen ($NO_x$). The criteria for a project to result in a cumulatively considerable net increase in criteria air pollutants, which may contribute to an existing or projected air quality violation, are based on the state and federal Clean Air Acts emissions limits for stationary sources. The federal New Source Review (NSR) program was created by the federal CAA to ensure that stationary sources of air pollution are constructed in a manner that is consistent with attainment of federal health-based ambient air quality standards. Similarly, to ensure that new stationary sources do not cause or contribute to a violation of an air quality standard, BAAQMD Regulation 2, Rule 2 requires that any new source that emits criteria air pollutants above a specified emissions limit must offset those emissions. For ozone precursors ROG and $NO_x$, the offset emissions level is an annual average of 10 tons per year (or 54 pounds (lbs.) per day).[37] These levels represent emissions by which new sources are not anticipated to contribute to an air quality violation or result in a considerable net increase in criteria air pollutants.

Although this regulation applies to new or modified stationary sources, land use development projects result in ROG and $NO_x$ emissions as a result of increases in vehicle trips, architectural coating, and construction activities. Therefore, the above thresholds can be applied to the construction and operational phases of land use projects, and those projects that result in emissions below these thresholds would not be considered to contribute to an existing or projected air quality violation or result in a considerable net increase in ROG and $NO_x$ emissions. Due to the temporary nature of construction activities, only the average daily thresholds are applicable to construction phase emissions.

**Particulate Matter ($PM_{10}$ and $PM_{2.5}$).** The BAAQMD has not established an offset limit for $PM_{2.5}$. However, the emissions limit in the federal NSR for stationary sources in nonattainment areas is an appropriate significance threshold. For $PM_{10}$ and $PM_{2.5}$, the emissions limit under NSR is 15 tons per year (82 lbs. per day) and 10 tons per year (54 lbs. per day), respectively. These emissions limits represent levels at which a source is not expected to have an impact on air quality.[38] Similar to ozone precursor thresholds identified above, land use development projects typically result in particulate matter emissions as a result of increases in vehicle trips, space heating and natural gas combustion, landscape maintenance, and construction activities. Therefore, the above thresholds can be applied to the construction and operational phases of a land use project. Again, because construction activities are temporary in nature, only the average daily thresholds are applicable to construction-phase emissions.

**Fugitive Dust.** Fugitive dust emissions are typically generated during construction phases. Studies have shown that the application of best management practices (BMPs) at construction sites significantly control

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36 $PM_{10}$ is often termed "coarse" particulate matter and is made of particulates that are 10 microns in diameter or smaller. $PM_{2.5}$, termed "fine" particulate matter, is composed of particles that are 2.5 microns or less in diameter.

37 BAAQMD, *Revised Draft Options and Justification Report, California Environmental Quality Act Thresholds of Significance,* October 2009, page 17.

38 BAAQMD, *Revised Draft Options and Justification Report, California Environmental Quality Act Thresholds of Significance,* October 2009, page 16.

fugitive dust.[39] Individual measures have been shown to reduce fugitive dust by anywhere from 30 to 90 percent.[40] The BAAQMD has identified a number of BMPs to control fugitive dust emissions from construction activities.[41] The City's Construction Dust Control Ordinance (Ordinance 176-08, effective July 30, 2008) requires a number of measures to control fugitive dust to ensure that construction projects do not result in visible dust. The BMPs employed in compliance with the City's Construction Dust Control Ordinance is an effective strategy for controlling construction-related fugitive dust.

### *Local Health Risks and Hazards*

In addition to criteria air pollutants, individual projects may emit toxic air contaminants (TACs). TACs collectively refer to a diverse group of air pollutants that are capable of causing chronic (i.e., of long-duration) and acute (i.e., severe but of short-term) adverse effects to human health, including carcinogenic effects. A TAC is defined in California Health and Safety Code §39655 as an air pollutant which may cause or contribute to an increase in mortality or serious illness, or which may pose a present or potential hazard to human health. Human health effects of TACs include birth defects, neurological damage, cancer, and death. There are hundreds of different types of TACs with varying degrees of toxicity. Individual TACs vary greatly in the health risk they present; at a given level of exposure, one TAC may pose a hazard that is many times greater than another.

Unlike criteria air pollutants, TACs do not have ambient air quality standards but are regulated by the BAAQMD using a risk-based approach. This approach uses a health risk assessment to determine which sources and pollutants to control as well as the degree of control. A health risk assessment is an analysis in which human health exposure to toxic substances is estimated, and considered together with information regarding the toxic potency of the substances, to provide quantitative estimates of health risks.[42]

Vehicle tailpipe emissions contain numerous TACs, including benzene, 1,3-butadiene, formaldehyde, acetaldehyde, acrolein, naphthalene, and diesel exhaust.[43] Engine exhaust, from diesel, gasoline, and other combustion engines, is a complex mixture of particles and gases, with collective and individual toxicological characteristics. While each constituent pollutant in engine exhaust may have a unique toxicological profile, health effects have been associated with proximity, or exposure, to vehicle-related

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39 Western Regional Air Partnership. *2006. WRAP Fugitive Dust Handbook.* September 7, 2006. This document is available online at *http://www.wrapair.org/forums/dejf/fdh/content/FDHandbook_Rev_06.pdf*, accessed February 16, 2012.

40 BAAQMD, *Revised Draft Options and Justification Report, California Environmental Quality Act Thresholds of Significance,* October 2009, page 27.

41 BAAQMD, *CEQA Air Quality Guidelines,* May 2011.

42 In general, a health risk assessment is required if the BAAQMD concludes that projected emissions of a specific air toxic compound from a proposed new or modified source suggest a potential public health risk. The applicant is then subject to a health risk assessment for the source in question. Such an assessment generally evaluates chronic, long-term effects, estimating the increased risk of cancer as a result of exposure to one or more TACs.

43 San Francisco Department of Public Health (DPH SAM), *Assessment and Mitigation of Air Pollutant Health Effects from Intra-Urban Roadways: Guidance for Land Use Planning and Environmental Review,* May 2008.

pollutants *collectively* as a mixture.[44] Exposures to fine particulate matter ($PM_{2.5}$) are strongly associated with mortality, respiratory diseases, and lung development in children, and other endpoints such as hospitalization for cardiopulmonary disease.[45] In addition to $PM_{2.5}$, diesel particulate matter (DPM) is also of concern. The California Air Resources Board (ARB) identified DPM as a TAC in 1998, primarily based on evidence demonstrating cancer effects in humans.[46] Mobile sources such as trucks and buses are among the primary sources of diesel emissions, and concentrations of DPM are higher near heavily traveled roadways. The estimated cancer risk from exposure to diesel exhaust is much higher than the risk associated with any other TAC routinely measured in the region.

Air pollution does not affect every individual in the population in the same way, and some groups are more sensitive to adverse health effects than others. Land uses such as residences, schools, children's day care centers, hospitals, and nursing and convalescent homes are considered to be the most sensitive to poor air quality because the population groups associated with these uses have increased susceptibility to respiratory distress or, as in the case of residential receptors, their exposure time is greater than for other land uses. Exposure assessment guidance typically assumes that residents would be exposed to air pollution 24 hours per day, 350 days per year, for 70 years. Therefore, assessments of air pollutant exposure to residents typically result in the greatest adverse health outcomes of all population groups.

In an effort to identify areas of San Francisco most adversely affected by sources of TACs, San Francisco partnered with the BAAQMD to inventory and assess air pollution and exposures from mobile, stationary, and area sources within San Francisco. Areas with poor air quality, termed "air pollution hot spots," were identified based on two health-protective criteria: (1) excess cancer risk from the contribution of emissions from all modeled sources greater than 100 per one million population, and/or (2) cumulative $PM_{2.5}$ concentrations greater than 10 micrograms per cubic meter ($\mu g/m^3$).

**Excess Cancer Risk.** The above 100 per one million persons (100 excess cancer risk) criteria is based on United States Environmental Protection Agency (USEPA) guidance for conducting air toxic analyses and making risk management decisions at the facility and community-scale level.[47] As described by the BAAQMD, the USEPA considers a cancer risk of 100 per million to be within the "acceptable" range of cancer risk. Furthermore, in the 1989 preamble to the benzene National Emissions Standards for Hazardous Air Pollutants (NESHAP) rulemaking,[48] the USEPA states that it "…strives to provide maximum feasible protection against risks to health from hazardous air pollutants by (1) protecting the greatest number of persons possible to an individual lifetime risk level no higher than approximately one in one million and (2) limiting to no higher than approximately one in ten thousand [100 in one million]

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44 Delfino RJ, 2002, "Epidemiologic evidence for asthma and exposure to air toxics: linkages between occupational, indoor, and community air pollution research," Environmental Health Perspectives, 110(S4):573-589.

45 DPH SAM, *Assessment and Mitigation of Air Pollutant Health Effects from Intra-Urban Roadways: Guidance for Land Use Planning and Environmental Review,* May 2008.

46 California Air Resources Board (ARB), Fact Sheet, "The Toxic Air Contaminant Identification Process: Toxic Air Contaminant Emissions from Diesel-fueled Engines," October 1998.

47 BAAQMD, *Revised Draft Options and Justification Report, California Environmental Quality Act Thresholds of Significance,* October 2009, page 67.

48 54 Federal Register 38044, September 14, 1989.

the estimated risk that a person living near a plant would have if he or she were exposed to the maximum pollutant concentrations for 70 years." The 100 per one million excess cancer cases is also consistent with the ambient cancer risk in the most pristine portions of the Bay Area based on BAAQMD regional modeling.[49]

**Fine Particulate Matter.** In April 2011, the USEPA published *Policy Assessment for the Particulate Matter Review of the National Ambient Air Quality Standards*, "Particulate Matter Policy Assessment." In this document, USEPA staff concludes that the current federal annual $PM_{2.5}$ standard of 15 $\mu g/m^3$ should be revised to a level within the range of 13 to 11 $\mu g/m^3$, with evidence strongly supporting a standard within the range of 12 to 11 $\mu g/m^3$. Air pollution hot spots for San Francisco are based on the health protective $PM_{2.5}$ standard of 11 $\mu g/m^3$, as supported by the USEPA's Particulate Matter Policy Assessment, although lowered to 10 $\mu g/m^3$ to account for error bounds in emissions modeling programs.

Land use projects within these air pollution hot spots require special consideration to determine whether the project's activities would expose sensitive receptors to substantial air pollutant concentrations or add emissions to areas already adversely affected by poor air quality. The project site is within an identified air pollution hot spot.

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## *Construction Air Quality Impacts*

Project-related air quality impacts fall into two categories: short-term impacts due to construction and long-term impacts due to project operation. The following addresses construction-related air quality impacts resulting from the proposed project.

**Impact AQ-1: The proposed project's construction activities would generate fugitive dust and criteria air pollutants, but would not violate an air quality standard, contribute substantially to an existing or projected air quality violation, or result in a cumulatively considerable net increase in criteria air pollutants. (Less than Significant)**

Construction activities (short-term) typically result in emissions of fugitive dust, criteria air pollutants, and DPM. Emissions of criteria pollutants and DPM are primarily a result of the combustion of fuel from on-road and off-road vehicles and equipment. However, ROGs are also emitted from activities that involve painting or other types of architectural coatings or asphalt paving activities. The proposed project includes replacing five vacant one- to two-story buildings and a parking lot with a new mixed-use building with approximately 262 residential units and approximately 5,600 gsf of commercial space. During the project's approximately 19-month construction period, construction activities would have the potential to result in fugitive dust emissions, criteria air pollutants, and DPM.

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[49] BAAQMD, *Revised Draft Options and Justification Report, California Environmental Quality Act Thresholds of Significance*, October 2009, page 67.

**Fugitive Dust**

Project-related demolition, excavation, grading, and other construction activities may cause wind-blown dust that could contribute particulate matter into the local atmosphere. Although there are federal standards for air pollutants and implementation of state and regional air quality control plans, air pollutants continue to have impacts on human health throughout the country. California has found that particulate matter exposure can cause health effects at lower levels than national standards. The current health burden of particulate matter demands that, where possible, public agencies take feasible available actions to reduce sources of particulate matter exposure. According to the California Air Resources Board, reducing ambient particulate matter from 1998-2000 levels to natural background concentrations in San Francisco would prevent over 200 premature deaths.

Dust can be an irritant causing watering eyes or irritation to the lungs, nose, and throat. Demolition, excavation, grading, and other construction activities can cause wind-blown dust to add to particulate matter in the local atmosphere. Depending on exposure, adverse health effects can occur due to this particulate matter in general and also due to specific contaminants such as lead or asbestos that may be constituents of soil.

In response, the San Francisco Board of Supervisors approved a series of amendments to the San Francisco Building and Health Codes generally referred hereto as the Construction Dust Control Ordinance (Ordinance 176-08, effective July 30, 2008) with the intent of reducing the quantity of dust generated during site preparation, demolition and construction work in order to protect the health of the general public and of on-site workers, minimize public nuisance complaints, and to avoid orders to stop work by the DBI.

The Construction Dust Control Ordinance requires that all site preparation work, demolition, or other construction activities within San Francisco that have the potential to create dust or to expose or disturb more than 10 cubic yards or 500 square feet of soil comply with specified dust control measures whether or not the activity requires a permit from DBI. The Director of DBI may waive this requirement for activities on sites less than one half-acre that are unlikely to result in any visible wind-blown dust.

In compliance with the Construction Dust Control Ordinance, the project sponsor and the contractor responsible for construction activities at the project site would be required to use the following practices to control construction dust on the site or other practices that result in equivalent dust control that are acceptable to the Director. Dust suppression activities may include watering all active construction areas sufficiently to prevent dust from becoming airborne; increased watering frequency may be necessary whenever wind speeds exceed 15 miles per hour. Reclaimed water must be used if required by Article 21, Section 1100 et seq. of the San Francisco Public Works Code. If not required, reclaimed water should be used whenever possible. Contractors shall provide as much water as necessary to control dust (without creating run-off in any area of land clearing, and/or earth movement). During excavation and dirt-moving activities, contractors shall wet sweep or vacuum the streets, sidewalks, paths, and intersections where work is in progress at the end of the workday. Inactive stockpiles (where no disturbance occurs for more than seven days) greater than 10 cubic yards or 500 square feet of excavated materials, backfill material, import material, gravel, sand, road base, and soil shall be covered with a 10

millimeter (0.01 inch) polyethylene plastic (or equivalent) tarp, braced down, or use other equivalent soil stabilization techniques.

For projects over one half-acre, such as the proposed project, the Construction Dust Control Ordinance requires that the project sponsor submit a Dust Control Plan for approval by the San Francisco Department of Public Health. DBI will not issue a building permit without written notification from the Director of Public Health that the applicant has a site-specific Dust Control Plan, unless the Director waives the requirement. Interior-only tenant improvement projects that are over one-half acre in size that will not produce exterior visible dust are exempt from the site-specific Dust Control Plan requirement.

The site-specific Dust Control Plan would require the project sponsor to: submit of a map to the Director of Public Health showing all sensitive receptors within 1,000 feet of the site; wet down areas of soil at least three times per day; provide an analysis of wind direction and install upwind and downwind particulate dust monitors; record particulate monitoring results; hire an independent, third-party to conduct inspections and keep a record of those inspections; establish shut-down conditions based on wind, soil migration, etc.; establish a hotline for surrounding community members who may be potentially affected by project-related dust; limit the area subject to construction activities at any one time; install dust curtains and windbreaks on the property lines, as necessary; limit the amount of soil in hauling trucks to the size of the truck bed and securing with a tarpaulin; enforce a 15 mph speed limit for vehicles entering and exiting construction areas; sweep affected streets with water sweepers at the end of the day; install and utilize wheel washers to clean truck tires; terminate construction activities when winds exceed 25 miles per hour; apply soil stabilizers to inactive areas; and sweep off adjacent streets to reduce particulate emissions. The project sponsor would be required to designate an individual to monitor compliance with these dust control requirements.

Compliance with these regulations and procedures set forth by the San Francisco Building Code would ensure that potential dust-related air quality impacts would be reduced to a level of insignificance.

**Criteria Air Pollutants**

Demolition, excavation, foundation installation, and construction of the new towers would involve construction activities that would temporarily affect local air quality during the anticipated 19.5-month construction schedule. This would cause temporary increases in particulate matter (fugitive dust) and other pollutant emissions. Construction dust includes $PM_{10}$ and $PM_{2.5}$, primarily from "fugitive" sources; use of construction equipment and worker vehicles results in combustion-related emissions of criteria air pollutants (ROG, $NO_x$, $PM_{10}$, and $PM_{2.5}$); and evaporative emissions (ROG) occur during application of architectural coatings for interior and exterior finishes.

Average daily emissions were quantified for the proposed project using CalEEMod modeling.[50] The estimated criteria pollutant emissions from use of construction equipment were compared to significance

50 Environ International Corp, *1634-1690 Pine Street Project Air Quality*, December 21, 2012. This study is available, as part of Case No. 2011.1306E, for review at the San Francisco Planning Department, 1650 Mission Street,4th Floor, San Francisco, CA.

thresholds (see **Table 3** on page 63), and are presented in **Table 4, Daily Emissions of Criteria Pollutants during Construction**.

**Table 4**
**Daily Emissions of Criteria Pollutants during Construction**

| Pollutant | Average Daily Emissions (lbs/day) | Criteria Threshold (Ibs/day) | Significant |
|---|---|---|---|
| ROG | 39 | 54 | No |
| $NO_X$ | 15 | 54 | No |
| $PM_{10}$ (exhaust) | 0.81 | 82 | No |
| $PM_{2.5}$ (exhaust) | 0.81 | 54 | No |

*Source:* Environ International Corp., *1634-1690 Pine Street Project Air Quality*, December 21, 2012, **Table 1**.

As indicated in **Table 4**, emissions of criteria air pollutants during construction of the proposed project would be below the applicable criteria air pollutant significance thresholds. Project construction criteria air pollutant emissions that are at levels below the applicable thresholds would not violate an existing ambient air quality standard, contribute substantially to an existing or projected air quality violation, or result in a cumulatively considerable net increase in emissions of any criteria air pollutant. Therefore, the impact of the proposed project with respect to construction criteria air pollutant emissions would be *less than significant*. No mitigation measures would be necessary.

**Impact AQ-2: The proposed project's construction activities would generate toxic air contaminants, including diesel particulate matter, which would expose sensitive receptors to substantial pollutant concentrations. (Less than Significant with Mitigation)**

Off-road equipment (which includes construction-related equipment) is a large contributor to DPM emissions in California, although since 2007, the ARB has found the emissions to be substantially lower than previously expected.[51] Newer and more refined emission inventories have substantially lowered the estimates of DPM emissions from off-road equipment such that off-road equipment is now considered the sixth largest source of DPM emissions in California.[52] For example, revised estimates of particulate matter (PM) emissions (of which DPM is a major component) for the SFBAAB for the year 2010 have

51 ARB, *Staff Report: Initial Statement of Reasons for Proposed Rulemaking, Proposed Amendments to the Regulation for In-Use Off-Road Diesel-Fueled Fleets and the Off-Road Large Spark-Ignition Fleet Requirements*, p.1 and p. 13 (Figure 4), October 2010.

52 ARB, *Staff Report: Initial Statement of Reasons for Proposed Rulemaking, Proposed Amendments to the Regulation for In-Use Off-Road Diesel-Fueled Fleets and the Off-Road Large Spark-Ignition Fleet Requirements*, October 2010.

decreased by 83 percent from estimates of 2010 emissions.[53] Approximately half of the reduction in emissions can be attributed to the economic recession and half to updated methodologies used to better assess construction emissions.[54]

Additionally, a number of federal and state regulations are requiring cleaner off-road equipment. Specifically, both the USEPA and California have set emissions standards for new off-road equipment engines, ranging from Tier 1 to Tier 4. Tier 1 emission standards were phased in between 1996 and 2000 and Tier 4 Interim and Final emission standards for all new engines would be phased in between 2008 and 2015. To meet the Tier 4 emission standards, engine manufacturers will be required to produce new engines with advanced emission-control technologies. Although the full benefits of these regulations will not be realized for several years, the USEPA estimates that by implementing the federal Tier 4 standards, $NO_x$ and PM emissions will be reduced by more than 90 percent.[55] Furthermore, California regulations limit maximum idling times to five minutes, which further reduces public exposure to DPM emissions.[56]

In addition, construction activities do not lend themselves to analysis of long-term health risks because of their temporary and variable nature. As explained in the BAAQMD's *CEQA Air Quality Guidelines*:

> *Due to the variable nature of construction activity, the generation of TAC emissions in most cases would be temporary, especially considering the short amount of time such equipment is typically within an influential distance that would result in the exposure of sensitive receptors to substantial concentrations. Concentrations of mobile-source diesel PM emissions are typically reduced by 70 percent at a distance of approximately 500 feet (ARB 2005). In addition, current models and methodologies for conducting health risk assessments are associated with longer-term exposure periods of 9, 40, and 70 years, which do not correlate well with the temporary and highly variable nature of construction activities. This results in difficulties with producing accurate estimates of health risk.*[57]

Therefore, project-level analyses of construction activities have a tendency to produce overestimated assessments of long-term health risks. However, within air pollution hot spots, as discussed above, additional construction activity may adversely affect populations that are already at a higher risk for adverse long-term health risks from existing sources of air pollution. The project site is located within an identified air pollution hot spot.

The proposed project would require construction activities for the approximate 19.5-month construction phase. Project construction activities would result in short-term emissions of diesel particulate matter and other toxic air contaminants that would add emissions to areas already adversely affected by poor air quality. This would result in a significant air quality impact to sensitive land uses. Implementation of the

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53 ARB, "In-Use Off-Road Equipment, 2011 Inventory Model," Query accessed online, April 2, 2012, http://www.arb.ca.gov/msei/categories.htm#inuse_or_category.

54 ARB, *Staff Report: Initial Statement of Reasons for Proposed Rulemaking, Proposed Amendments to the Regulation for In-Use Off-Road Diesel-Fueled Fleets and the Off-Road Large Spark-Ignition Fleet Requirements,* October 2010.

55 USEPA, "Clean Air Nonroad Diesel Rule: Fact Sheet," May 2004.

56 California Code of Regulations, Title 13, Division 3, § 2485.

57 BAAQMD, *CEQA Air Quality Guidelines,* May 2011, page 8-6.

following emissions-reducing mitigation measure would reduce this impact to a less than significant level.

**Mitigation Measure M-AQ-2 – Construction Emissions Minimization**

The project sponsor will be required to comply with the following measures to reduce potential health risks to nearby sensitive receptors during construction:

A. *Construction Emissions Minimization Plan*. Prior to construction, the project sponsor shall submit a Construction Emissions Minimization Plan (Plan) to the Environmental Review Officer (ERO) for review and approval by an Environmental Planning Air Quality Specialist prior to the commencement of construction activities. The Plan shall detail project compliance with the following requirements:

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:

(a) Where access to alternative sources of power is available, portable diesel engines shall be prohibited;

(b) All off-road equipment shall have:

(i) Engines that meet or exceed either USEPA or ARB Tier 2 off-road emission standards, and

(ii) Engines that are retrofitted with an ARB Level 3 Verified Diesel Emissions Control Strategy (VDECS). [58]

(c) Exceptions:

(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 on-site power generation.

(ii) Exceptions to A(1)(b)(ii) *may* be granted if the project sponsor has submitted information provide evidence to the satisfaction of the ERO that a particular piece of equipment or vehicle with an ARB 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 diesel vehicles or engines that are not retrofitted with an ARB Level 3

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

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 the table below.

**Off-Road Equipment Compliance Step Down Schedule***

| Compliance Alternative | Engine Emission Standard | VDECS |
|---|---|---|
| 1 | Tier 1 | Level 2 |
| 2 | Tier 2 | Level 1 |
| 3 | Tier 3 | Alternative Fuel** |

* *How to use the table: For example, 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.*

** *Alternative fuels are not a VDECS*

2. The project sponsor shall require the idling time for off-road and on-road equipment be limited to no more than two 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, and Chinese) in designated queuing areas and at the construction site to remind operators of the two-minute idling limit.

3. The project sponsor shall require that construction operator properly maintain and tune equipment in accordance with manufacturer specifications.

4. 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 is not limited to: equipment type, equipment manufacturer, equipment identification number, engine model year, engine certification (Tier rating), horsepower, engine serial number, and expected fuel usage and hours of operation. For the VDECS installed: technology type, serial number, make, model, manufacturer, ARB verification number level, and installation date and hour meter reading on installation date. For off-road equipment using alternative fuels, reporting shall indicate the type of alternative fuel being used.

5. 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 the Plan as requested.

B. *Reporting*. Monthly 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 actual amount of alternative fuel used.

Within six 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 actual amount of alternative fuel used.

C. *Certification Statement and On-site 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.

While the emissions reductions from limiting idling, educating workers and the public, and properly maintaining equipment is difficult to quantify, other measures, specifically the requirement for equipment with Tier 2 engines and Level 3 VDECSs can reduce construction emissions by 89 to 94 percent compared to equipment with engines meeting no emission standards and without a VDECS. Emissions reductions from the combination of Tier 2 equipment with Level 3 VDECS is almost equivalent to requiring only equipment with Tier 4 Final engines, which is not yet available for engine sizes subject to the mitigation. Therefore, compliance with **Mitigation Measure M-AQ-2** would reduce construction emissions impacts to nearby sensitive receptors to a *less than significant* level.

## *Operational Air Quality Impacts*

Land use projects typically result in emissions of criteria air pollutants and toxic air contaminants primarily from an increase in motor vehicle trips. However, land use projects may also result in criteria air pollutants and toxic air contaminants from combustion of natural gas, landscape maintenance, use of consumer products, and architectural coating. The following addresses air quality impacts resulting from operation of the proposed project.

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**Impact AQ-3: During project operation, the proposed project would result in emissions of criteria air pollutants, but not at levels that would violate an air quality standard, contribute to an existing or projected air quality violation, or result in a cumulatively considerable net increase in criteria air pollutants. (Less than Significant)**

The increases in emissions attributable to operation of the proposed project would be from the total of project-related stationary sources (a diesel-fueled back-up emergency generator engine and natural-gas-fired mechanical systems or boilers), operational vehicle trips generated by on-site project uses, and area sources such as use of natural gas for heating and cooking. Emissions from operation of the proposed land uses were quantified using CalEEMod modeling, which provides average daily and

annual emission rates based on the expected vehicle trip generation rates and overall land use characteristics.[59]

Total criteria pollutant emissions from the anticipated operation-related sources were compared to significance thresholds (see **Table 3** on page 63), and are presented in **Table 5, Operation-Related Daily Emissions of Criteria Air Pollutants**, and **Table 6, Operation-Related Annual Emissions of Criteria Air Pollutants**.

**Table 5**
**Operation-Related Daily Emissions of Criteria Air Pollutants**

| Pollutant | Average Daily Emissions (lbs/day)_ | Criteria Threshold (Ibs/day) | Significant |
|---|---|---|---|
| ROG | 32 | 54 | No |
| $NO_X$ | 29 | 54 | No |
| $PM_{10}$ (exhaust) | 1.0 | 82 | No |
| $PM_{2.5}$ (exhaust) | 1.0 | 54 | No |

*Source:* Environ International Corp., *1634-1690 Pine Street Project Air Quality*, December 21, 2012, **Table 2**.

**Table 6**
**Operation-Related Annual Emissions of Criteria Air Pollutants**

| Pollutant | Total Construction Emissions (tons per year)_ | Criteria Threshold (tons per year) | Significant |
|---|---|---|---|
| ROG | 5.9 | 10 | No |
| $NO_X$ | 5.3 | 10 | No |
| $PM_{10}$ (exhaust) | 0.18 | 15 | No |
| $PM_{2.5}$ (exhaust) | 0.18 | 10 | No |

*Source:* Environ International Corp., *1634-1690 Pine Street Project Air Quality*, December 21, 2012, **Table 2**.

As indicated in **Tables 5** and **6**, criteria air pollutant emissions during the project's operational phase would be below the thresholds of significance. Project operational criteria air pollutant emissions that are at levels below the applicable thresholds would not violate an existing ambient air quality standard, contribute substantially to an existing or projected air quality violation, or result in a cumulatively considerable net increase in emissions of any criteria air pollutant. Therefore, effects related to

59 Environ International Corp, *1634-1690 Pine Street Project Air Quality*, December 21, 2012. This study is available, as part of Case No. 2011.1306E, for review at the San Francisco Planning Department, 1650 Mission Street, 4th Floor, San Francisco, CA.

operational criteria air pollutant emissions would be *less than significant*, and no mitigation measures are necessary.

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**Impact AQ-4: During project operation, the proposed project would generate toxic air contaminants, including diesel particulate matter, exposing sensitive receptors to substantial air pollutant concentrations. (Less than Significant with Mitigation)**

As discussed above on page 66, San Francisco, in partnership with BAAQMD, has modeled and assessed air pollutant impacts from mobile, stationary and area sources within the City. This assessment has resulted in the identification of air pollutant hot spots, or areas within the City that deserve special attention when siting uses that either emit toxic air contaminants or uses that are considered sensitive to air pollution. The closest sensitive land uses are senior residences located across Pine Street approximately 50 feet from the project site. The project proposes a one building with two, 13-story residential towers with commercial use on the ground and second floors, which would qualify as a sensitive land use.

**Sources of Toxic Air Contaminants**

**Vehicle Trips**. Individual projects result in emissions of toxic air contaminants primarily as a result of an increase in vehicle trips. The BAAQMD considers roads with less than 10,000 vehicles per day "minor, low-impact" sources that do not pose a significant health impact even in combination with other nearby sources and recommends that these sources be excluded from the environmental analysis. The proposed project's 899 vehicle trips[60] would be well below this level, therefore an assessment of project-generated TACs resulting from vehicle trips is not required, and the proposed project's vehicle trips would not generate a substantial amount of TAC emissions that could affect nearby sensitive receptors.

**On-Site Diesel Generator**. The proposed project would also include a backup emergency generator. Emergency generators are regulated by the BAAQMD through its New Source Review (Regulation 2, Rule 5) permitting process. The project sponsor would be required to obtain a permit to operate for the emergency generator from the BAAQMD. Although emergency generators are intended only to be used in periods of power outages, monthly testing of the generator would be required. The BAAQMD limits testing to no more than 50 hours per year. Additionally, as part of the permitting process, the BAAQMD limits the excess cancer risk from any facility to no more than 10 per one million population and requires any source that would result in an excess cancer risk greater than 1 per one million population to install Best Available Control Technology for Toxics (TBACT). However, because the project site is located in an area that already experiences poor air quality, the proposed emergency back-up generator has the potential to expose sensitive receptors to substantial concentrations of diesel emissions, a known TAC,

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60 AECOM, *1634 Pine Street Screencheck Final Transportation Impact Study*, December 19, 2012. This study is available, as part of Case No. 2011.1306E, for review at the San Francisco Planning Department, 1650 Mission Street, 4th Floor, San Francisco, CA.

resulting in a significant air quality impact. Implementation of the following mitigation measure would reduce this impact to a less than significant level.

**Mitigation Measure M-AQ-4a. Best Available Control Technology for Diesel Generators**

> All diesel generators shall have engines that (1) meet Tier 4 Final or Tier 4 Interim emission standards, or (2) meet Tier 2 emission standards and are equipped with a California Air Resources Board (ARB) Level 3 Verified Diesel Emissions Control Strategy (VDECS).

Implementation of **Mitigation Measure M-AQ-4a** would reduce emissions by 89 to 94 percent compared to equipment with engines that do not meet any emission standards and without a VDECS. Therefore, although the proposed project would add a new source of TACs within an area that already experiences poor air quality, implementation of **Mitigation Measure M-AQ-4a** would reduce this impact to a *less than significant* level.

**Siting Sensitive Land Uses**

The proposed project would include development of approximately 262 residential dwelling units and is considered a sensitive land use for purposes of air quality evaluation. As discussed above, the project site is located in an area that experiences high levels of air pollution. The proposed project therefore would have the potential to expose the project site sensitive receptors to substantial concentrations of air pollutants. The following mitigation measure would be applicable to the proposed project and would require that the project sponsor install a filtered air supply system capable of removing 80 percent of outdoor particulates indoors. Implementation of **Mitigation Measure M-AQ-4b** would reduce this impact to a *less than significant* level.

**Mitigation Measure M-AQ-4b. Air Filtration Measures**

> *Air Filtration and Ventilation Requirements for Sensitive Land Uses*. Prior to receipt of any building permit, the project sponsor shall submit a ventilation plan for the proposed building(s). The ventilation plan shall show that the building ventilation system removes at least 80 percent of the outdoor $PM_{2.5}$ concentrations from habitable areas and be designed by an engineer certified by ASHRAE, who shall provide a written report documenting that the system meets the 80 percent performance standard identified in this measure and offers the best available technology to minimize outdoor to indoor transmission of air pollution.
>
> *Maintenance Plan.* Prior to receipt of any building permit, the project sponsor shall present a plan that ensures ongoing maintenance for the ventilation and filtration systems.
>
> *Disclosure to buyers and renters.* The project sponsor shall also ensure the disclosure to buyers (and renters) that the building is located in an area with existing sources of air pollution and as such, the building includes an air filtration and ventilation system designed to remove 80 percent of outdoor particulate matter and shall inform occupants of the proper use of the installed air filtration system.

With implementation of **Mitigation Measures M-AQ-4a** and **M-AQ-4b**, the proposed project would result in a *less than significant* impact with respect to exposing existing and new sensitive receptors to substantial levels of air pollution during project operation.

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**Impact AQ-5: The proposed project would not conflict with, or obstruct implementation of the 2010 Clean Air Plan. (Less than Significant)**

The most recently adopted air quality plan for the SFBAAB is the *2010 Clean Air Plan*. The *2010 Clean Air Plan* is a road map that demonstrates how the San Francisco Bay Area will achieve compliance with the state ozone standards as expeditiously as practicable and how the region will reduce the transport of ozone and ozone precursors to neighboring air basins. In determining consistency with the *2010 Clean Air Plan* (CAP), this analysis considers whether the proposed project would: (1) support the primary goals of the CAP, (2) include applicable control measures from the CAP, and (3) avoid disrupting or hindering implementation of control measures identified in the CAP.

To meet the primary goals, the CAP recommends specific control measures and actions. These control measures are grouped into various categories and include stationary and area source measures, mobile source measures, transportation control measures, land use measures, and energy and climate measures. The CAP recognizes that to a great extent, community design dictates individual travel mode, and that a key long-term control strategy to reduce emissions of criteria pollutants, air toxics, and greenhouse gases from motor vehicles is to channel future Bay Area growth into vibrant urban communities where goods and services are close at hand, and people have a range of viable transportation options. To this end, the *2010 Clean Air Plan* includes 55 control measures aimed at reducing air pollution in the SFBAAB.

The measures most applicable to the proposed project are transportation control measures and energy and climate control measures. The proposed project would be consistent with energy and climate control measures as discussed in **Section E.8, Greenhouse Gas Emissions**, which demonstrates that the proposed project would comply with the applicable provisions of the City's Greenhouse Gas Reduction Strategy.

The compact development of the proposed project and high availability of viable transportation options ensure that residents could bicycle, walk, and ride transit to and from the project site instead of making trips via private automobile. These features ensure that the project would avoid substantial growth in automobile trips and vehicle miles traveled. The proposed project would be generally consistent with the San Francisco General Plan, as discussed in **Section C, Compatibility with Existing Zoning and Plans**. Transportation control measures that are identified in the *2010 Clean Air Plan* are implemented by the San Francisco General Plan and the *Planning Code*, for example, through the City's Transit First Policy, bicycle parking requirements, and transit impact development fees applicable to the proposed project. By complying with these applicable requirements, the project would include relevant transportation control measures specified by the *2010 Clean Air Plan*.

Examples of a project that could cause the disruption or delay of Clean Air Plan control measures are projects that would preclude the extension of a transit line or bike path, or projects that propose excessive parking beyond parking requirements. The proposed project would not provide excess parking for vehicles beyond requires contained in the *Planning Code* and would add two car-share parking spaces,, and 91 bicycle spaces to a dense, walkable urban area near a concentration of regional and local transit service. It would not preclude the extension of a transit line or a bike path or any other transit improvement, and thus would avoid disrupting or hindering implementation of control measures identified in the CAP.

For the reasons described above, the proposed project would not interfere with implementation of the *2010 Clean Air Plan*, and because the proposed project would be consistent with the applicable air quality plan that demonstrates how the region will improve ambient air quality and achieve the state and federal ambient air quality standards, this impact would be *less than significant*.

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**Impact AQ-6: The proposed project would not create objectionable odors that would affect a substantial number of people. (Less than Significant)**

Typical odor sources of concern include wastewater treatment plants, sanitary landfills, transfer stations, composting facilities, petroleum refineries, asphalt batch plants, chemical manufacturing facilities, fiberglass manufacturing facilities, auto body shops, rendering plants, and coffee roasting facilities. During construction, diesel exhaust from construction equipment would generate some odors. However, construction-related odors would be temporary and would not persist upon project completion. Sources of odors near the project site observed during the site visit include a few cafes and restaurants. However, these would not result in objectionable odors to which the project site residents could be exposed. Additionally, the proposed project includes 262 residential units and 5,600 sf of commercial space, and therefore, would not create significant sources of new odors. Therefore, odor impacts would be *less than significant*.

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**Impact C-AQ-1: The proposed project, in combination with past, present, and reasonably foreseeable future development in the project area, would contribute to cumulative air quality impacts. (Less than Significant with Mitigation)**

As discussed above, regional air pollution is by its very nature largely a cumulative impact. Emissions from past, present, and future projects contribute to the region's adverse air quality on a cumulative basis. No single project by itself would be sufficient in size to result in regional nonattainment of ambient air quality standards. Instead, a project's individual emissions contribute to existing cumulative adverse air quality impacts.[61] The project-level thresholds for criteria air pollutants are based on levels below which new sources are not anticipated to contribute to an air quality violation or result in a considerable

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61 BAAQMD, *CEQA Air Quality Guidelines,* May 2011, page 2-1.

net increase in criteria air pollutants. Therefore, because the proposed project's construction (Impact AQ-1) and operational (Impact AQ-3) emissions would not exceed the project-level thresholds of significance for criteria air pollutants, the proposed project would not be considered to result in a cumulatively considerable contribution to regional air quality impacts.

Although the project would add approximately 262 new residential units and 5,600 sf of commercial space, which would result in 899 additional vehicle trips within an area of the City that is already adversely affected by poor air quality, the proposed project would include **Mitigation Measure M-AQ-2**, which could reduce construction period emissions by as much as 94 percent, **Mitigation Measure M-AQ-4a,** which requires best available control technology to limit emissions from the project's emergency back-up generator, and **Mitigation Measure M-AQ-4b**, which requires that the building be designed to reduce outdoor infiltration of fine particulate matter indoors by 80 percent. Compliance with these mitigation measures would ensure that cumulative air quality impacts would be reduced to *less than significant*.

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Based on the discussion above, the proposed project would have *less than significant* project-specific and cumulative effects on air quality.

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| Topics: | | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|---|
| **8.** | **GREENHOUSE GAS EMISSIONS— Would the project:** | | | | | |
| a) | Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) | Conflict with any applicable plan, policy, or regulation adopted for the purpose of reducing the emissions of greenhouse gases? | ☐ | ☐ | ☒ | ☐ | ☐ |

## *Environmental Setting*

Gases that trap heat in the atmosphere are referred to as greenhouse gases (GHGs) because they capture heat radiated from the sun as it is reflected back into the atmosphere, much like a greenhouse does. The accumulation of GHGs has been implicated as the driving force for global climate change. The primary GHGs are carbon dioxide, methane, nitrous oxide, ozone, and water vapor.

Individual projects contribute to the cumulative effects of climate change by emitting GHGs during demolition, construction, and operational phases. While the presence of the primary GHGs in the atmosphere is naturally occurring, carbon dioxide ($CO_2$), methane ($CH_4$), and nitrous oxide ($N_2O$) are largely emitted from human activities, accelerating the rate at which these compounds occur within earth's atmosphere. Emissions of $CO_2$ are largely by-products of fossil fuel combustion, whereas $CH_4$ results from off-gassing associated with agricultural practices and landfills. Black carbon has recently emerged as a major contributor to global climate change, possibly second only to $CO_2$. Black carbon is produced naturally and by human activities as a result of the incomplete combustion of fossil fuels, biofuels, and biomass.[62] $N_2O$ is a byproduct of various industrial processes and has a number of uses, including use as an anesthetic and as an aerosol propellant. Other GHGs include hydrofluorocarbons, perfluorocarbons, and sulfur hexafluoride, and are generated in certain industrial processes. Greenhouse gases are typically reported in "carbon dioxide-equivalent" measures ($CO_2E$).[63]

There is international scientific consensus that human-caused increases in GHGs have and will continue to contribute to global warming. Many impacts resulting from climate change, including increased fires, floods, severe storms and heat waves, are occurring already and will only become more frequent and more costly.[64] Secondary effects of climate change are likely to include a global rise in sea level, impacts to agriculture, the state's electricity system, and native freshwater fish ecosystems, an increase in the

62 Center for Climate and Energy Solutions, What is Black Carbon?, April 2010. Available online at: http://www.c2es.org/docUploads/what-is-black-carbon.pdf. Accessed September 27, 2012.

63 Because of the differential heat absorption potential of various GHGs, GHG emissions are frequently measured in "carbon dioxide-equivalents," which present a weighted average based on each gas's heat absorption (or "global warming") potential.

64 California Climate Change Portal. Available online at: *http://www.climatechange.ca.gov*. Accessed September 25, 2012.

vulnerability of levees in the Sacramento-San Joaquin Delta, changes in disease vectors, and changes in habitat and biodiversity.[65,66]

The California Air Resources Board (ARB) estimated that in 2009 California produced about 457 million gross metric tons of $CO_2E$ ($MMTCO_2E$).[67] The ARB found that transportation is the source of 38 percent of the State's GHG emissions, followed by electricity generation (both in-state generation and imported electricity) at 23 percent and industrial sources at 18 percent. Commercial and residential fuel use (primarily for heating) accounted for 9 percent of GHG emissions.[68] In the Bay Area, the transportation (on-road motor vehicles, off-highway mobile sources, and aircraft) and industrial/commercial sectors were the two largest sources of GHG emissions, each accounting for approximately 36 percent of the Bay Area's 95.8 $MMTCO_2E$ emitted in 2007.[69] Electricity generation accounts for approximately 16 percent of the Bay Area's GHG emissions followed by residential fuel usage at 7 percent, off-road equipment at 3 percent, and agriculture at 1 percent.[70]

## *Regulatory Setting*

In 2005, in recognition of California's vulnerability to the effects of climate change, then-Governor Schwarzenegger established Executive Order S-3-05, which sets forth a series of target dates by which statewide emissions of GHGs would be progressively reduced, as follows: by 2010, reduce GHG emissions to 2000 levels (approximately 457 $MMTCO_2E$); by 2020, reduce emissions to 1990 levels (estimated at 427 $MMTCO_2E$); and by 2050 reduce statewide GHG emissions to 80 percent below 1990 levels (approximately 85 $MMTCO_2E$).

In response, the California legislature passed Assembly Bill No. 32 in 2006 (California Health and Safety Code Division 25.5, Sections 38500, et seq., or AB 32), also known as the Global Warming Solutions Act. AB 32 requires ARB to design and implement emission limits, regulations, and other measures, such that

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65 California Climate Change Portal. Available online at: *http://www.climatechange.ca.gov/*. Accessed September 25, 2012.

66 California Energy Commission, California Climate Change Center, *Our Changing Climate 2012*. Available online at: *http://www.energy.ca.gov/2012publications/CEC-500-2012-007/CEC-500-2012-007.pdf*. Accessed August 21, 2012.

67 California Air Resources Board (ARB), *California Greenhouse Gas Inventory for 2000-2009— by Category as Defined in the Scoping Plan*. Available online at: http://www.arb.ca.gov/cc/inventory/data/tables/ghg_inventory_scopingplan_00-09_2011-10-26.pdf. Accessed August 21, 2012.

68 ARB, *California Greenhouse Gas Inventory for 2000-2009— by Category as Defined in the Scoping Plan*. Available online at: http://www.arb.ca.gov/cc/inventory/data/tables/ghg_inventory_scopingplan_00-09_2011-10-26.pdf. Accessed August 21, 2012.

69 Bay Area Air Quality Management District (BAAQMD), *Source Inventory of Bay Area Greenhouse Gas Emissions: Base Year 2007*, February 2010. Available online at: http://www.baaqmd.gov/~/media/Files/Planning%20and%20Research/Emission%20Inventory/regionalinventory2007_2_10.ashx. Accessed August 21, 2012.

70 BAAQMD, *Source Inventory of Bay Area Greenhouse Gas Emissions: Base Year 2007*, Updated: February 2010. Available online at: http://www.baaqmd.gov/~/media/Files/Planning%20and%20Research/Emission%20Inventory/regionalinventory2007_2_10.ashx. Accessed August 21, 2012.

feasible and cost-effective statewide GHG emissions are reduced to 1990 levels by 2020 (representing a 25 percent reduction from forecast emission levels).[71]

Pursuant to AB 32, ARB adopted a Scoping Plan in December 2008, outlining measures to meet the 2020 GHG reduction limits. The Scoping Plan is the State's overarching plan for addressing climate change. In order to meet these goals, California must reduce its GHG emissions by 30 percent below projected 2020 business as usual emissions levels, or about 15 percent from 2008 levels.[72] The Scoping Plan estimates a reduction of 174 million metric tons of $CO_2E$ ($MMTCO_2E$) (about 191 million US tons) from the transportation, energy, agriculture, forestry, and high global warming potential sectors, see **Table 7, GHG Reductions from the AB 32 Scoping Plan Sectors**, below. ARB has identified an implementation timeline for the GHG reduction strategies in the Scoping Plan.[73]

The AB 32 Scoping Plan recommendations are intended to curb projected business-as-usual growth in GHG emissions and reduce those emissions to 1990 levels. Therefore, meeting AB 32 GHG reduction goals would result in an overall annual net decrease in GHGs as compared to current levels and accounts for projected increases in emissions resulting from anticipated growth.

The Scoping Plan also relies on the requirements of Senate Bill 375 (SB 375) to implement the carbon emission reductions anticipated from land use decisions. SB 375 was enacted to align local land use and transportation planning to further achieve the State's GHG reduction goals. SB 375 requires regional transportation plans, developed by Metropolitan Planning Organizations (MPOs), to incorporate a "sustainable communities strategy" in their regional transportation plans (RTPs) that would achieve GHG emission reduction targets set by ARB. SB 375 also includes provisions for streamlined CEQA review for some infill projects such as transit-oriented development. SB 375 would be implemented over the next several years and the Bay Area Metropolitan Transportation Commission's 2013 RTP, Plan Bay Area, would be its first plan subject to SB 375.

71 Governor's Office of Planning and Research (OPR), Technical Advisory- CEQA and Climate Change: Addressing Climate Change through California Environmental Quality Act (CEQA) Review, June 19, 2008. Available online at: http://opr.ca.gov/docs/june08-ceqa.pdf. Accessed August 21, 2012.

72 ARB, California's Climate Plan: Fact Sheet. Available online at: http://www.arb.ca.gov/cc/facts/scoping_plan_fs.pdf. Accessed August 21, 2012.

73 ARB, *Assembly Bill 32*: Global Warming Solutions Act. Available online at: http://www.arb.ca.gov/cc/ab32/ab32.htm/. Accessed August 21, 2012.

**Table 7**
**GHG Reductions from the AB 32 Scoping Plan Sectors**

| GHG Reduction Measures by Sector | GHG Reductions (MMTCO2E) |
|---|---|
| Transportation Sector | 62.3 |
| Electricity and Natural Gas | 49.7 |
| Industry | 1.4 |
| Landfill Methane Control Measure (Discrete Early Action) | 1.0 |
| Forestry | 5.0 |
| High Global Warming Potential GHGs | 20.2 |
| Additional Reductions Needed to Achieve the GHG Cap | 34.4 |
| **Total** | **174.0** |
| **Other Recommended Measures** | |
| Government Operations | **1.0–2.0** |
| Methane Capture at Large Dairies | **1.0** |
| Water | **4.8** |
| Green Buildings | **26.0** |
| High Recycling/Zero Waste<br>• Commercial Recycling<br>• Composting<br>• Anaerobic Digestion<br>• Extended Producer Responsibility<br>• Environmentally Preferable Purchasing | **9.0** |
| **Total** | **41.8–42.8** |

*Source*: ARB. *Climate Change Scoping Plan*, December 2008. Available online at: http://www.arb.ca.gov/cc/scopingplan/document/adopted_scoping_plan.pdf. Accessed August 21, 2012; ARB. *California's Climate Plan*: Fact Sheet. Available online at: http://www.arb.ca.gov/cc/facts/ scoping_plan_fs.pdf. Accessed August 21, 2012

AB 32 further anticipates that local government actions will result in reduced GHG emissions. ARB has identified a GHG reduction target of 15 percent from current levels for local governments themselves and noted that successful implementation of the Scoping Plan relies on local governments' land use planning and urban growth decisions because local governments have the primary authority to plan, zone, approve, and permit land development to accommodate population growth and the changing needs of their jurisdictions.[74] The BAAQMD has conducted an analysis of the effectiveness of the region in meeting AB 32 goals from the actions outlined in the Scoping Plan and determined that in order for the Bay Area

74 ARB, *Climate Change Scoping Plan*, December 2008. Available online at: http://www.arb.ca.gov/cc/scopingplan/document/adopted_scoping_plan.pdf. Accessed August 21, 2012.

to meet AB 32 GHG reduction goals, the Bay Area would need to achieve an additional 2.3 percent reduction in GHG emissions from the land use driven sector.[75]

Senate Bill 97 (SB 97) required the Office of Planning and Research (OPR) to amend the *State CEQA Guidelines* to address the feasible mitigation of GHG emissions or the effects of GHGs. In response, OPR amended the *State CEQA Guidelines* to provide guidance for analyzing GHG emissions. Among other changes to the *State CEQA Guidelines*, the amendments added a new section to the CEQA Checklist (*State CEQA Guidelines* Appendix G) to address questions regarding the project's potential to emit GHGs.

The Bay Area Air Quality Management District (BAAQMD) is the primary agency responsible for air quality regulation in the nine county San Francisco Bay Area Air Basin (SFBAAB). The BAAQMD recommends that local agencies adopt a Greenhouse Gas Reduction Strategy consistent with AB 32 goals and that subsequent projects be reviewed to determine the significance of their GHG emissions based on the degree to which that project complies with a Greenhouse Gas Reduction Strategy.[76] As described below, this recommendation is consistent with the approach to analyzing GHG emissions outlined in the *State CEQA Guidelines*.

At a local level, the City has developed a number of plans and programs to reduce the City's contribution to global climate change. San Francisco's GHG reduction goals, as outlined in the 2008 Greenhouse Gas Reduction Ordinance are as follows: by 2008, determine the City's GHG emissions for the year 1990, the baseline level with reference to which target reductions are set; by 2017, reduce GHG emissions by 25 percent below 1990 levels; by 2025, reduce GHG emissions by 40 percent below 1990 levels; and finally by 2050, reduce GHG emissions by 80 percent below 1990 levels. San Francisco's Greenhouse Gas Reduction Strategy documents the City's actions to pursue cleaner energy, energy conservation, alternative transportation, and solid waste policies. As identified in the Greenhouse Gas Reduction Strategy, the City has implemented a number of mandatory requirements and incentives that have measurably reduced GHG emissions including, but not limited to, increasing the energy efficiency of new and existing buildings, installation of solar panels on building roofs, implementation of a green building strategy, adoption of a zero waste strategy, a construction and demolition debris recovery ordinance, a solar energy generation subsidy, incorporation of alternative fuel vehicles in the City's transportation fleet (including buses), and a mandatory recycling and composting ordinance. The strategy also identifies 42 specific regulations for new development that would reduce a project's GHG emissions.

The Greenhouse Gas Reduction Strategy concludes that San Francisco's policies and programs have resulted in a reduction in GHG emissions below 1990 levels, exceeding statewide AB 32 GHG reduction goals. As reported, San Francisco's communitywide 1990 GHG emissions were approximately 6.15 MMTCO$_2$E. A recent third-party verification of the City's 2010 communitywide and municipal

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75 BAAQMD, *California Environmental Quality Act Guidelines Update, Proposed Thresholds of Significance*, December 2009. Available online at: *http://www.baaqmd.gov/~/media/Files/Planning%20and%20Research/CEQA/Proposed%20Thresholds%20of%20Significance%20Dec%207%2009.ashx*. Accessed September 25, 2012.

76 BAAQMD, *California Environmental Quality Act Air Quality Guidelines*, May 2012. Available online at: *http://www.baaqmd.gov/~/media/Files/Planning%20and%20Research/CEQA/BAAQMD%20CEQA%20Guidelines_Final_May%202012.ashx?la=en*. Accessed September 25, 2012.

emissions inventory has confirmed that San Francisco has reduced its GHG emissions to 5.26 $MMTCO_2E$, representing a 14.5 percent reduction in GHG emissions below 1990 levels.[77,78]

## *Approach to Analysis*

In compliance with SB 97, OPR amended the *State CEQA Guidelines* to address the feasible mitigation of GHG emissions or the effects of GHGs. Among other changes to the *State CEQA Guidelines*, the amendments added a new section to the CEQA Checklist (*State CEQA Guidelines* Appendix G) to address questions regarding the project's potential to emit GHGs. The potential for a project to result in significant GHG emissions which contribute to the cumulative effects global climate change is based on the *State CEQA Guidelines* and CEQA Checklist, as amended by SB 97, and is determined by an assessment of the project's compliance with local and state plans, policies and regulations adopted for the purpose of reducing the cumulative effects of climate change. GHG emissions are analyzed in the context of their contribution to the cumulative effects of climate change because a single land use project could not generate enough GHG emissions to noticeably change the global average temperature. *State CEQA Guidelines* Sections 15064.4 and 15183.5 address the analysis and determination of significant impacts from a proposed project's GHG emissions. *State CEQA Guidelines* Section 15183.5 allows for public agencies to analyze and mitigate GHG emissions as part of a larger plan for the reduction of greenhouse gases and describes the required contents of such a plan. As discussed above, San Francisco has prepared its own Greenhouse Gas Reduction Strategy, demonstrating that San Francisco's policies and programs have collectively reduced communitywide GHG emissions to below 1990 levels, meeting GHG reduction goals outlined in AB 32. The City is also well on its way to meeting the long-term GHG reduction goal of reducing emissions 80 percent below 1990 levels by 2050. Chapter 1 of the City's *Strategies to Address Greenhouse Gas Emission* (the Greenhouse Gas Reduction Strategy) describes how the strategy meets the requirements of *State CEQA Guidelines* Section 15183.5. The BAAQMD has reviewed San Francisco's Greenhouse Gas Reduction Strategy, concluding that "Aggressive GHG reduction targets and comprehensive strategies like San Francisco's help the Bay Area move toward reaching the State's AB 32 goals, and also serve as a model from which other communities can learn."[79]

With respect to *State CEQA Guidelines* Section 15064.4(b), the factors to be considered in making a significance determination include: 1) the extent to which GHG emissions would increase or decrease as a result of the proposed project; 2) whether or not a proposed project exceeds a threshold that the lead

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77 ICF International, *"Technical Review of the 2010 Community-wide GHG Inventory for City and County of San Francisco," Memorandum from ICF International to San Francisco Department of the Environment*, April 10, 2012. Available online at: *http://www.sfenvironment.org/download/community-greenhouse-gas-inventory-3rd-party-verification-memo*. Accessed September 27, 2012.

78 ICF International, *"Technical Review of San Francisco's 2010 Municipal GHG Inventory," Memorandum from ICF International to San Francisco Department of the Environment*, May 8, 2012. Available online at: *http://www.sfenvironment.org/download/third-party-verification-of-san-franciscos-2010-municipal-ghg-inventory*. Accessed September 27, 2012.

79 BAAQMD, *Letter from J. Roggenkamp, BAAQMD, to B. Wycko, San Francisco Planning Department*, October 28, 2010. Available online at: *http://www.sf-planning.org/ftp/files/MEA/GHG-Reduction_Letter.pdf*. Accessed September 24, 2012.

agency determines applies to the project; and finally 3) demonstrating compliance with plans and regulations adopted for the purpose of reducing or mitigating GHG emissions.

The GHG analysis provided below includes a qualitative assessment of GHG emissions that would result from the proposed project, including emissions from an increase in vehicle trips, natural gas combustion, and/or electricity use among other things. Consistent with the *State CEQA Guidelines* and BAAQMD recommendations for analyzing GHG emissions, the significance standard applied to GHG emissions generated during project construction and operational phases is based on whether the project complies with a plan for the reduction of GHG emissions. The City's Greenhouse Gas Reduction Strategy is the City's overarching plan documenting the policies, programs, and regulations that the City implements towards reducing municipal and communitywide GHG emissions. In particular, San Francisco implements 42 specific regulations that reduce GHG emissions which are applied to projects within the City. Projects that comply with the Greenhouse Gas Reduction Strategy would not result in a substantial increase in GHGs, since the City has shown that overall communitywide GHGs have decreased and that the City has met AB 32 GHG reduction targets. Individual project compliance with the City's Greenhouse Gas Reduction Strategy is demonstrated by completion of the Compliance Checklist for Greenhouse Gas Analysis.

In summary, the two applicable greenhouse gas reduction plans, the AB 32 Scoping Plan and the City's Greenhouse Gas Reduction Strategy, are intended to reduce GHG emissions below current levels. Given that the City's local greenhouse gas reduction targets are more aggressive than the State's 2020 GHG reduction targets and consistent with the long-term 2050 reduction targets, the City's Greenhouse Gas Reduction Strategy is consistent with the goals of AB 32. Therefore, proposed projects that are consistent with the City's Greenhouse Gas Reduction Strategy would be consistent with the goals of AB 32, would not conflict with either plan, and therefore would not exceed San Francisco's applicable GHG threshold of significance. Furthermore, a locally compliant project would not result in a substantial increase in GHGs.

The following analysis of the proposed project's impact on climate change focuses on the project's contribution to cumulatively significant GHG emissions. Given the analysis is in a cumulative context, this section does not include an individual project-specific impact statement.

**Impact C-GG-1: The proposed project would generate greenhouse gas emissions, but not at levels that would result in a significant impact on the environment or conflict with any policy, plan, or regulation adopted for the purpose of reducing greenhouse gas emissions. (Less than Significant)**

The most common GHGs resulting from human activity associated with land use decisions are $CO_2$, black carbon, $CH_4$, and $N_2O$.[80] Individual projects contribute to the cumulative effects of climate change by directly or indirectly emitting GHGs during construction and operational phases. Direct operational emissions include GHG emissions from new vehicle trips and area sources (natural gas combustion). Indirect emissions include emissions from electricity generation, energy required to pump, treat, and convey water, and emissions associated with landfill operations.

The proposed project would increase the activity on-site by demolishing five one- to two-story buildings and constructing an approximately 262 dwelling unit, mixed use building. Therefore, the proposed project would contribute to annual long-term increases in GHGs as a result of increased vehicle trips (mobile sources) and residential and commercial operations that result in an increase in energy use, water use and wastewater treatment, and solid waste disposal. Construction activities would also result in temporary increases in GHG emissions.

As discussed above and consistent with the state *State CEQA Guidelines* and BAAQMD recommendations for analyzing GHG emissions under CEQA, projects that are consistent with San Francisco's *Strategies to Address Greenhouse Gas Emissions* would result in a less than significant GHG impact. Based on an assessment of the proposed project's compliance with San Francisco's *Strategies to Address Greenhouse Gas Emissions*, the proposed project would be required to comply with the following ordinances that reduce greenhouse gas emissions, see **Table 8, Regulations Applicable to the Proposed Project**.

80 OPR, Technical Advisory- CEQA and Climate Change: Addressing Climate Change through California Environmental Quality Act (CEQA) Review, June 19, 2008. Available at the Office of Planning and Research's website at: http://www.opr.ca.gov/ceqapdfs/june08-ceqa.pdf. Accessed March 3, 2010.

**Table 8**
**Regulations Applicable to the Proposed Project**

| Regulation | Requirements | Project Compliance | Discussion |
|---|---|---|---|
| **Transportation Sector** | | | |
| Commuter Benefits Ordinance (San Francisco Environment Code, Section 421) | All employers of 20 or more employees must provide at least one of the following benefit programs:<br>1. A Pre-Tax Election consistent with 26 USC. § 132(f), allowing employees to elect to exclude from taxable wages and compensation, employee commuting costs incurred for transit passes or vanpool charges, or<br>(2) Employer Paid Benefit whereby the employer supplies a transit pass for the public transit system requested by each Covered Employee or reimbursement for equivalent vanpool charges at least equal in value to the purchase price of the appropriate benefit, or<br>(3) Employer Provided Transit furnished by the employer at no cost to the employee in a vanpool or bus, or similar multi-passenger vehicle operated by or for the employer. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project will comply with the Commuter Benefits Ordinance (Environment Code, Section 421) by requiring that all employers of 20 or more employees provide at least one of the three benefits programs listed. |
| Emergency Ride Home Program | All persons employed in San Francisco are eligible for the emergency ride home program. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project will comply by requiring that all persons employed at the proposed project site be eligible for the emergency ride home program. |
| Transit Impact Development Fee (San Francisco Planning Code, Section 411) | Establishes the following fees for all commercial developments. Fees are paid to DBI and provided to SFMTA to improve local transit services.<br>Review Planning Code Section 411.3(a) for applicability. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project would be required to pay a TIDF fee of $10 per gross square foot. |

| Regulation | Requirements | Project Compliance | Discussion |
|---|---|---|---|
| Bicycle parking in Residential Buildings (San Francisco Planning Code, Section 155.5) | (A) For projects up to 50 dwelling units, one Class 1 space for every 2 dwelling units.<br>(B) For projects over 50 dwelling units, 25 Class 1 spaces plus one Class 1 space for every 4 dwelling units over 50. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project will comply with Planning Code Section 155.4 by providing 91 Class 1 bicycle spaces, which is 13 spaces above the required 78 spaces. |
| San Francisco Green Building Requirements (San Francisco Building Code, Chapter 13C.106.5 and 13C.5.106.5) | Requires New Large Commercial projects, New High-rise Residential projects and Commercial Interior projects to provide designated parking for low-emitting, fuel efficient, and carpool/van pool vehicles. Mark 8% of parking stalls for such vehicles. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project will comply by marking a minimum of 8% of parking stalls for low-emitting, fuel efficient, and carpool/van pool vehicles. |
| Car Sharing Requirements (San Francisco Planning Code, Section 166) | New residential projects or renovation of buildings being converted to residential uses within most of the City's mixed-use and transit-oriented residential districts are required to provide car share parking spaces. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project will comply with Planning Code Section 166 by providing 2 car share parking spaces. |
| **Energy Efficiency Sector** | | | |
| San Francisco Green Building Requirements for Energy Efficiency (San Francisco Building Code, Chapter 13C.5.201.1.1) | New construction of non-residential buildings requires the demonstration of a 15% energy reduction compared to 2008 California Energy Code, Title 24, Part 6. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The non-residential portion of the proposed project will comply by demonstrating at least a 15% energy reduction compared to 2008 California Energy Code, Title 24, Part 6. |
| San Francisco Green Building Requirements for Energy Efficiency (LEED EA3, San Francisco Building Code, Chapter 13C.5.410.2) | For New Large Commercial Buildings - Requires Enhanced Commissioning of Building Energy Systems<br>For new large buildings greater than 10,000 square feet, commissioning shall be included in the design and construction to verify that the components meet the owner's or owner representative's project requirements. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | Project sponsor shall engage a qualified consultant to conduct the commissioning in the design and construction of the project. |
| Commissioning of Building Energy Systems (LEED prerequisite, EAp1) | Requires Fundamental Commissioning for New High-rise Residential, Commercial Interior, Commercial and Residential Alteration projects | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The project sponsor shall engage a qualified consultant to conduct the commissioning in the design and construction of the project. |

| Regulation | Requirements | Project Compliance | Discussion |
|---|---|---|---|
| San Francisco Green Building Requirements for Energy Efficiency (San Francisco Building Code, Chapter 13C) | Commercial buildings greater than 5,000 sf will be required to be a minimum of 14% more energy efficient than Title 24 energy efficiency requirements. As of 2008 large commercial buildings are required to have their energy systems commissioned, and as of 2010, these large buildings are required to provide enhanced commissioning in compliance with LEED® Energy and Atmosphere Credit 3. Mid-sized commercial buildings are required to have their systems commissioned by 2009, with enhanced commissioning as of 2011. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The non-residential portion of the proposed project will comply by being a minimum of 14% more energy efficient than Title 24 energy efficiency requirements. |
| San Francisco Green Building Requirements for Energy Efficiency (San Francisco Building Code, Chapter 13C) | Under the Green Point Rated system and in compliance with the Green Building Ordinance, all new residential buildings will be required to be at a minimum 15% more energy efficient than Title 24 energy efficiency requirements. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project would be at a minimum 15% more energy efficient than Title 24 energy efficiency requirements. |
| San Francisco Green Building Requirements for Stormwater Management (San Francisco Building Code, Chapter 13C)<br>Or<br>San Francisco Stormwater Management Ordinance (Public Works Code Article 4.2) | Requires all new development or redevelopment disturbing more than 5,000 square feet of ground surface to manage stormwater on-site using low impact design. Projects subject to the Green Building Ordinance Requirements must comply with either LEED® Sustainable Sites Credits 6.1 and 6.2, or with the City's Stormwater Management Ordinance and stormwater design guidelines. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project would comply by having its civil engineer prepare a Stormwater Control Plan for review and approval by SFPUC. |
| San Francisco Green Building Requirements for water efficient landscaping (San Francisco Building Code, Chapter 13C) | All new commercial buildings greater than 5,000 square feet are required to reduce the amount of potable water used for landscaping by 50%. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The non-residential portion of the proposed project will comply by reducing the amount of potable water used for landscaping by a least 50%. |

| Regulation | Requirements | Project Compliance | Discussion |
|---|---|---|---|
| San Francisco Green Building Requirements for water use reduction (San Francisco Building Code, Chapter 13C) | All new commercial buildings greater than 5,000 sf are required to reduce the amount of potable water used by 20%. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The non-residential portion of the proposed project will comply by reducing the amount of potable water used by a least 50%. |
| Indoor Water Efficiency<br>(San Francisco Building Code, Chapter 13C sections 13C.5.103.1.2, 13C.4.103.2.2,13C.303.2.) | **If meeting a LEED Standard;**<br>Reduce overall use of potable water within the building by a specified percentage – for showerheads, lavatories, kitchen faucets, wash fountains, water closets, and urinals.<br>New large commercial and New high-rise residential buildings must achieve a 30% reduction.<br>Commercial interior, commercial alternation and residential alteration should achieve a 20% reduction below UPC/IPC 2006, et al.<br>**If meeting a GreenPoint Rated Standard:**<br>Reduce overall use of potable water within the building by 20% for showerheads, lavatories, kitchen faucets, wash fountains, water closets, and urinals. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project would comply by reducing overall use of potable water within the building by a minimum of 20% for showerheads, lavatories, kitchen faucets, wash fountains, water closets, and urinals. |
| San Francisco Water Efficient Irrigation Ordinance | Projects that include 1,000 square feet (sf) or more of new or modified landscape are subject to this ordinance, which requires that landscape projects be installed, constructed, operated, and maintained in accordance with rules adopted by the SFPUC that establish a water budget for outdoor water consumption.<br>Tier 1: 1,000 sf <= project landscape < 2,500 sf<br>Tier 2: Project landscape area is greater than or equal to 2,500 sf. Note; Tier 2 compliance requires the services of landscape professionals.<br>See the SFPUC Web site for information regarding exemptions to this requirement.<br>www.sfwater.org/landscape | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project would comply by requiring that landscaping be installed, constructed, operated, and maintained in accordance with rules adopted by the SFPUC. |

| Regulation | Requirements | Project Compliance | Discussion |
|---|---|---|---|
| Residential Water Conservation Ordinance (San Francisco Building Code, Housing Code, Chapter 12A) | Requires all residential properties (existing and new), prior to sale, to upgrade to the following minimum standards:<br>1. All showerheads have a maximum flow of 2.5 gallons per minute (gpm)<br>2. All showers have no more than one showerhead per valve<br>3. All faucets and faucet aerators have a maximum flow rate of 2.2 gpm<br>4. All Water Closets (toilets) have a maximum rated water consumption of 1.6 gallons per flush (gpf)<br>5. All urinals have a maximum flow rate of 1.0 gpf<br>6. All water leaks have been repaired.<br>Although these requirements apply to existing buildings, compliance must be completed through the DBI, for which a discretionary permit (subject to CEQA) would be issued. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project will comply by building all residential units to at least the minimum standards. |
| **Waste Reduction Sector** | | | |
| Mandatory Recycling and Composting Ordinance (San Francisco Environment Code, Chapter 19) and San Francisco Green Building Requirements for solid waste (San Francisco Building Code, Chapter 13C) | All persons in San Francisco are required to separate their refuse into recyclables, compostables, and trash, and place each type of refuse in a separate container designated for disposal of that type of refuse.<br>Pursuant to Section 1304C.0.4 of the Green Building Ordinance, all new construction, renovation, and alterations subject to the ordinance are required to provide recycling, composting and trash storage, collection, and loading that is convenient for all users of the building. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project will comply by offering separate containers designated for recycling, composting, and trash. The project shall also make the storage, collection, and loading of recycling, composting, and trash convenient for all users of the building. |
| San Francisco Green Building Requirements for construction and demolition debris recycling (San Francisco Building Code, Chapter 13C) | Projects proposing demolition are required to divert at least 75% of the project's construction and demolition debris to recycling. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project will, to the maximum extent feasible, reuse and recycle 75% of the project's construction and demolition debris. |

| Regulation | Requirements | Project Compliance | Discussion |
|---|---|---|---|
| San Francisco Construction and Demolition Debris Recovery Ordinance (San Francisco Environment Code, Chapter 14) | Requires that a person conducting full demolition of an existing structure to submit a waste diversion plan to the Director of the Environment which provides for a minimum of 65% diversion from landfill of construction and demolition debris, including materials source separated for reuse or recycling. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project will comply by submitting a waste diversion plan to the Director of the Environment which provides for a minimum of 65% diversion from landfill of construction and demolition debris, including materials source separated for reuse or recycling. |
| **Environment/Conservation Sector** | | | |
| Street Tree Planting Requirements for New Construction (San Francisco Planning Code Section 138.1) | Planning Code Section 138.1 requires new construction, significant alterations or relocation of buildings within many of San Francisco's zoning districts to plant on 24-inch box tree for every 20 feet along the property street frontage. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project will comply by planting a minimum of one tree of 24-inch box size for every 20 feet along the property street frontage. |
| Light Pollution Reduction (San Francisco Building Code, Chapter 13C5.106.8) | For nonresidential projects, comply with lighting power requirements in CA Energy Code, CCR Part 6. Requires that lighting be contained within each source. No more than .01 horizontal lumen foot-candles 15 feet beyond site, or meet LEED credit SSc8. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The non-residential portion of the proposed project will comply by requiring that lighting be contained within each light source. |
| Construction Site Runoff Pollution Prevention for New Construction<br><br>(San Francisco Building Code, Chapter 13C) | Construction Site Runoff Pollution Prevention requirements depend upon project size, occupancy, and the location in areas served by combined or separate sewer systems.<br>Projects meeting a LEED® standard must prepare an erosion and sediment control plan (LEED® prerequisite SSP1).<br>Other local requirements may apply regardless of whether or not LEED® is applied such as a stormwater soil loss prevention plan or a Stormwater Pollution Prevention Plan (SWPPP).<br>See the SFPUC Web site for more information:<br>*www.sfwater.org/CleanWater* | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The project will comply by having its civil engineer prepare a Stormwater Management plan as required by the SFPUC. |
| Low-emitting Adhesives, Sealants, and Caulks (San Francisco Building Code, Chapters 13C.5.103.1.9, 13C.5.103.4.2, 13C.5.103.3.2, 13C.5.103.2.2, 13C.504.2.1) | **If meeting a LEED Standard:**<br>Adhesives and sealants (VOCs) must meet SCAQMD Rule 1168 and aerosol adhesives must meet Green Seal standard GS-36.<br>(Not applicable for New High Rise residential)<br>**If meeting a GreenPoint Rated Standard:**<br>Adhesives and sealants (VOCs) must meet SCAQMD Rule 1168. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project will comply by meeting SCAQMD Rule 1168 for Adhesives and sealants (VOCs). |

| Regulation | Requirements | Project Compliance | Discussion |
|---|---|---|---|
| Low-emitting materials (San Francisco Building Code, Chapters 13C.4. 103.2.2, | For Small and Medium-sized Residential Buildings - Effective January 1, 2011 meet GreenPoint Rated designation with a minimum of 75 points.<br>For New High-Rise Residential Buildings - Effective January 1, 2011 meet LEED Silver Rating or GreenPoint Rated designation with a minimum of 75 points.<br>For Alterations to residential buildings submit documentation regarding the use of low-emitting materials.<br>**If meeting a LEED Standard:**<br>For adhesives and sealants (LEED credit EQ4.1), paints and coatings (LEED credit EQ4.2), and carpet systems (LEED credit EQ4.3), where applicable.<br>**If meeting a GreenPoint Rated Standard:**<br>Meet the GreenPoint Rated Multifamily New Home Measures for low-emitting adhesives and sealants, paints and coatings, and carpet systems, | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project will comply by meeting GreenPoint Rated Multifamily New Home Measures for low-emitting adhesives and sealants, paints and coatings, and carpet systems. |
| Low-emitting Paints and Coatings (San Francisco Building Code, Chapters 13C.5.103.1.9, 13C.5.103.4.2, 13C.5.103.3.2, 13C.5.103.2.2 13C.504.2.2 through 2.4) | **If meeting a LEED Standard:**<br>Architectural paints and coatings must meet Green Seal standard GS-11, anti-corrosive paints meet GC-03, and other coatings meet SCAQMD Rule 1113.<br>(Not applicable for New High Rise residential)<br>**If meeting a GreenPoint Rated Standard:**<br>Interior wall and ceiling paints must meet <50 grams per liter VOCs regardless of sheen. VOC Coatings must meet SCAQMD Rule 1113. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project will comply by requiring that requiring that Interior wall and ceiling paints meet <50 grams per liter VOCs regardless of sheen and by meeting SCAQMD Rule 1113. |
| Low-emitting Flooring, including carpet (San Francisco Building Code, Chapters 13C.5.103.1.9, 13C.5.103.4.2, 13C.5.103.3.2, 13C.5.103.2.2, 13C.504.3 and 13C.4.504.4) | **If meeting a LEED Standard:**<br>Hard surface flooring (vinyl, linoleum, laminate, wood, ceramic, and/or rubber) must be Resilient Floor Covering Institute FloorScore certified; carpet must meet the Carpet and Rug Institute (CRI) Green Label Plus; Carpet cushion must meet CRI Green Label; carpet adhesive must meet LEED EQc4.1.<br>(Not applicable for New High Rise residential)<br>**If meeting a GreenPoint Rated Standard:**<br>All carpet systems, carpet cushions, carpet adhesives, and at least 50% of resilient flooring must be low-emitting. | ☒ Project Complies<br>☐ Not Applicable<br>☐ Project Does Not Comply | The proposed project will comply by requiring that all carpet systems, carpet cushions, carpet adhesives, and at least 50% of resilient flooring be low-emitting. |

| Regulation | Requirements | Project Compliance | Discussion |
|---|---|---|---|
| Low-emitting Composite Wood (San Francisco Building Code, Chapters 13C.5.103.1.9, 13C.5.103.4.2, 13C.5.103.3.2, 13C.5.103.2.2 and 13C.4.504.5) | **If meeting a LEED Standard:** Composite wood and agrifiber must not contain added urea-formaldehyde resins and must meet applicable CARB Air Toxics Control Measure. **If meeting a GreenPoint Rated Standard:** Must meet applicable CARB Air Toxics Control Measure formaldehyde limits for composite wood. | ☒ Project Complies ☐ Not Applicable ☐ Project Does Not Comply | The proposed project will comply by meeting applicable CARB Air Toxics Control Measure formaldehyde limits for composite wood. |
| Wood Burning Fireplace Ordinance (San Francisco Building Code, Chapter 31, Section 3102.8) | Bans the installation of wood burning fire places except for the following: • Pellet-fueled wood heater • EPA approved wood heater • Wood heater approved by the Northern Sonoma Air Pollution Control District | ☒ Project Complies ☐ Not Applicable ☐ Project Does Not Comply | The proposed project will comply by not including wood burning fireplaces. |
| Regulation of Diesel Backup Generators (San Francisco Health Code, Article 30) | Requires (among other things): • All diesel generators to be registered with the Department of Public Health • All new diesel generators must be equipped with the best available air emissions control technology. | ☒ Project Complies ☐ Not Applicable ☐ Project Does Not Comply | The proposed project will comply by registering the diesel generator with the Department of Public Health and equipping it with the best available air emissions control technology. |

*Source:* San Francisco Planning Department, *Greenhouse Gas Analysis: Compliance Checklist*, January 2, 2013.

Depending on a proposed project's size, use, and location, a variety of controls are in place to ensure that a proposed project would not impair the State's ability to meet statewide GHG reduction targets outlined in AB 32, or impact the City's ability to meet San Francisco's local GHG reduction targets. Given that: (1) San Francisco has implemented regulations to reduce GHG emissions specific to new construction and renovations of private developments and municipal projects; (2) San Francisco's sustainable policies have resulted in the measured reduction of annual GHG emissions; (3) San Francisco has met and exceeds AB 32 GHG reduction goals for the year 2020 and is on track towards meeting long-term GHG reduction goals; (4) current and probable future state and local GHG reduction measures will continue to reduce a project's contribution to climate change; and (5) San Francisco's *Strategies to Address Greenhouse Gas Emissions* meet the CEQA and BAAQMD requirements for a Greenhouse Gas Reduction Strategy, projects that are consistent with San Francisco's regulations would not contribute significantly to global climate change. The proposed project would be required to comply with the requirements listed above, and was determined to be consistent with San Francisco's *Strategies to Address Greenhouse Gas Emissions.* As such, the proposed project would result in a ***less than significant impact*** with respect to GHG emissions. No mitigation measures are necessary.

Based on the discussion above, the proposed project would result in *less than significant* project-specific and cumulative impacts with respect to GHG emissions.

| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| **9. WIND AND SHADOW—Would the project:** | | | | | |
| a) Alter wind in a manner that substantially affects public areas? | ☒ | ☐ | ☐ | ☐ | ☐ |
| b) Create new shadow in a manner that substantially affects outdoor recreation facilities or other public areas? | ☐ | ☐ | ☒ | ☐ | ☐ |

**Impact WS-1: The proposed project could alter wind in a manner that would substantially affect public areas. (Potentially Significant)**

Tall buildings can greatly affect the wind environment for pedestrians at street level. Groups of structures tend to slow the winds near ground level, due to the friction and drag of the structures themselves on winds. Buildings that are much taller than their surrounding buildings intercept and redirect winds that might otherwise flow overhead and bring them down the vertical face of the building to ground level, where they create ground-level wind and turbulence. These redirected winds can be relatively strong and also relatively turbulent, and can be incompatible with the intended uses of nearby ground-level spaces. In addition, building designs that present tall flat surfaces square to strong winds can create ground-level winds that can prove to be hazardous to pedestrians in the vicinity. Generally, structures greater than 100 feet high can affect wind speeds at the pedestrian level and therefore require wind analysis. As the proposed project would exceed a height of 100 feet, it could substantially alter pedestrian-level wind speeds. Impacts related to the pedestrian-level wind environment would be *potentially significant*, and this issue will be further addressed in the EIR.

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**Impact WS-2: The proposed project would result in new shadows, but not in a manner that would substantially affect outdoor recreation facilities or other public areas. (Less than Significant)**

Section 295 of the *Planning Code* was adopted in response to Proposition K (passed in 1984) to protect certain public open spaces from shadowing by new structures from one hour after sunrise to one hour before sunset, year-round. Section 295 restricts new shadows on public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet, unless the San Francisco Planning Commission finds the impact to be insignificant.

The nearest Recreation and Park Department property to the project site is Lafayette Park, located two blocks northwest of the project site (other parks and recreation facilities are more than eight blocks from the project site). To determine whether this project would conform to Section 295, a preliminary shadow fan was prepared by the Planning Department staff. The analysis determined that the project shadow

would not shade public areas subject to Section 295, including Lafayette Park.[81] Other open space areas in the vicinity of the project site are located on the rooftop of the San Francisco Towers building located south of the project site at 1661 Pine Street. However, as the San Francisco Towers building is the same height as the proposed project (130 feet), shadows cast by the proposed project would not affect neighboring open space. The project's shadow effects would be limited in scope and would not increase the total amount of shading above levels that are commonly and generally accepted in urban areas. Based on the information presented above, the proposed project would have a *less than significant* effect related to shadowing of public open spaces.

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**Impact C-WS-1: The proposed project in combination with past, present, and reasonably foreseeable future projects in the vicinity could result in significant cumulative wind impacts. (Potentially Significant)**

The proposed project combined with cumulative projects, described under **Cumulative Projects**, starting on page 22, could alter wind in a manner that would substantially affect public areas. Therefore, cumulative impacts related to wind are considered *potentially significant*, and this issue will be further addressed in the EIR.

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**Impact C-WS-2: The proposed project in combination with past, present, and reasonably foreseeable future projects in the vicinity would result in less** than **significant cumulative shadow impacts. (Less than Significant)**

The proposed project combined with cumulative projects, described under **Cumulative Projects**, starting on page 22, could result in net new shadows in the vicinity. Over time, development of taller buildings could occur in the vicinity of the project site. These projects have the potential to alter the shadow environment in the general vicinity of the proposed project. However, because the proposed project would not shade any parks under the jurisdiction of the San Francisco Recreation and Park Department, it would not be expected to contribute considerably to adverse shadow effects under cumulative conditions, and cumulative shadow impacts would be considered *less than significant*.

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The project-specific and cumulative impacts from the proposed project related to wind would be *potentially significant.* The project-specific and cumulative impacts from the proposed project related to shadows would be *less than significant.*

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81 A copy of the shadow fan analysis is available for public review in Case File 2011.1306E at the San Francisco Planning Department, 1650 Mission Street, 4th Floor.

| Topics. | | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|---|
| **10. RECREATION—Would the project:** | | | | | | |
| a) | Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facilities would occur or be accelerated? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) | Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment? | ☐ | ☐ | ☒ | ☐ | ☐ |
| c) | Physically degrade existing recreational resources? | ☐ | ☐ | ☒ | ☐ | ☐ |

**Impact RE-1: The proposed project would not result in a substantial increase in the use of existing parks and recreational facilities such that substantial deterioration of such facilities would occur or be accelerated. The proposed project would not include recreational facilities or require the construction or expansion of recreational facilities, nor would it substantially, physically degrade existing recreational resources. (Less than Significant)**

The proposed project would provide a total of 6,100 gsf common open space for passive recreational use by project residents. A number of nearby parks would provide residents with places to participate in active or passive recreation. Open space and recreational facilities located within the project site vicinity include Lafayette Park (two blocks northwest of the project site), Alta Plaza Park (10 blocks northwest of the project site), Jefferson Square and the adjacent Hayward Playground (eight blocks southwest of the project site), and the Hamilton Recreation Center (10 blocks southwest of the project site).

According to the City's Recreational and Open Space Element (ROSE) Update, the project site is located in an area identified as being in need of new recreational and park facilities. However, as mentioned above, the project site is served by several existing recreation facilities. With the projected addition of 372 new residents to the area, the proposed project would be expected to generate a small increase in demand for local and citywide recreational facilities. The projected population increase and associated increase in demand for recreational facilities would be relatively minor compared to existing conditions. The additional use of the recreational facilities associated with the proposed project would not be expected to result in substantial physical deterioration of existing recreational resources or require the construction or expansion of recreation facilities that might have an adverse physical effect on the environment. The impact on recreational facilities and resources would be *less than significant*.

**Impact C-RE-1: The proposed project in combination with past, present, and reasonably foreseeable future projects in the vicinity would result in less than significant cumulative impacts on recreational facilities and parks. (Less than Significant)**

The proposed project combined with cumulative projects, described under **Cumulative Projects**, starting on page 22, would place additional demands on recreational facilities in the vicinity and throughout the city. Although some of these cumulative projects would result in an increase in permanent residents and visitors who may use existing and proposed recreational facilities, this increase would not be substantial enough to necessitate the expansion of existing recreational facilities or the construction of new facilities. San Francisco has approximately 4,890 acres of traditional parks and green spaces that include playing fields, natural landscapes, urban outdoor spaces (such as plazas and courtyards), and components of the public right-of-way that have been improved to enhance the pedestrian experience, such as living streets and alleys. It also includes publicly accessible private open spaces, such as community gardens and rooftops downtown. According to the City's ROSE, the City's goal is to ensure that all San Franciscans are within a reasonable walk from an open space, and that each resident has access to a full range of recreational opportunities, from passive to active recreation. Towards that end, the ROSE provides a broad outline of what the City's ideal open space network should look like, setting forth the City's long-term goals over the next 100 years. The ROSE also includes a set of short-term and long-term implementation goals that will set forth who, how, and when specific actions will be taken towards achieving the network envisioned by the Open Space Framework. As such, given the amount of traditional parks and green spaces in the City and guidance provided by the ROSE, the proposed project would not result in a cumulatively considerable effect on recreational facilities in the project site vicinity and citywide. The cumulative impact from the proposed project and other reasonably foreseeable future projects would be *less than significant.*

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The proposed project's project-specific and cumulative impacts on recreational facilities and resources would be *less than significant.*

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| Topics: | | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|---|
| **11. UTILITIES AND SERVICE SYSTEMS—** **Would the project:** | | | | | | |
| a) | Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) | Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects? | ☐ | ☐ | ☒ | ☐ | ☐ |
| c) | Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects? | ☐ | ☐ | ☒ | ☐ | ☐ |
| d) | Have sufficient water supply available to serve the project from existing entitlements and resources, or require new or expanded water supply resources or entitlements? | ☐ | ☐ | ☒ | ☐ | ☐ |
| e) | Result in a determination by the wastewater treatment provider that would serve the project that it has inadequate capacity to serve the project's projected demand in addition to the provider's existing commitments? | ☐ | ☐ | ☒ | ☐ | ☐ |
| f) | Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs? | ☐ | ☐ | ☒ | ☐ | ☐ |
| g) | Comply with federal, state, and local statutes and regulations related to solid waste? | ☐ | ☐ | ☒ | ☐ | ☐ |

The project site is located within an area that is served by existing utilities and service systems including water, wastewater and stormwater collection and treatment, solid waste disposal, power, and communication facilities.

**Impact UT-1: The proposed project would not exceed the wastewater treatment requirements of the Regional Water Quality Control Board (RWQCB), require, or result in the construction of new, or expansion of existing water, wastewater treatment facilities, or stormwater drainage facilities, and the proposed project would be adequately served by the City's wastewater treatment provider. (Less than Significant)**

The project site is currently covered entirely with impervious surfaces and the proposed project would not create any additional impervious surfaces, thus resulting in little or no effect on the total stormwater volume discharge through the combined sewer system. In addition, the San Francisco Stormwater Design Guidelines, which were adopted by the San Francisco Public Utilities Commission (SFPUC) on January 12, 2010 (Ordinance No. 83-10), require project sponsors proposing development or redevelopment projects disturbing more than 5,000 sf of ground to manage stormwater on-site. The ordinance would apply to the proposed project because the project site has an area of 35,496 sf. The project site is located within the combined sewer system area of San Francisco, and contains more than 50 percent impervious

surface area. The Stormwater Design Guidelines require that stormwater runoff volume and peak runoff rate be reduced by 25 percent from the two-year 24-hour design storm. Therefore, stormwater flows from the project site would not increase above existing conditions and would in fact be reduced by 25 percent for the design storm.

The increase in population at the project site would incrementally increase the demand for wastewater treatment. However the proposed project would not require an expansion of wastewater/stormwater treatment facilities or an extension of a sewer trunk line, as the site is currently served by existing facilities. The proposed project would use existing wastewater and storm drainage infrastructure unless the SFPUC recommends changes to the size and design of this infrastructure. Project-related wastewater and stormwater would flow to the City's combined stormwater and sewer system and would be treated to standards contained in the City's National Pollutant Discharge Elimination System (NPDES) Permit for the Southeast Water Pollution Control Plant prior to discharge into the Bay. Because the NPDES standards are set and regulated by the Bay Area Regional Water Quality Control Board (RWQCB), the project would not conflict with the RWQCB requirements. Therefore, impacts related to exceedance of wastewater treatment requirements or construction of a new water or wastewater/stormwater facility or infrastructure would be *less than significant*.

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**Impact UT-2: The proposed project would increase the amount of water used on the site, but would be adequately served by existing entitlements and water resources. (Less than Significant)**

The proposed project would include residential use (comprising approximately 262 dwelling units), and approximately 5,600 sf of commercial space that could employ up to 16 new employees and would not exceed any of the criteria established by Senate Bill 610 for a Water Supply Assessment (WSA). A WSA is therefore not required for the proposed project.

The proposed project would increase the amount of water required on site to serve the proposed uses compared to existing conditions. However, the proposed project would not result in a population increase beyond that assumed for planning purposes by the SFPUC. In June 2011, the SFPUC adopted a resolution finding that the SFPUC's *Urban Water Management Plan* (UWMP) adequately fulfills the requirements of the water assessment for water quality and wastewater treatment and capacity as long as a project is covered by the demand projections identified in the UWMP,[82] which includes all known or expected development projects and projected development in San Francisco at that time through 2020. The UWMP uses ABAG projections in determining projected growth for the area, and as discussed above in Population and Housing, the population increase associated with the project would be within the projected population growth for the City of San Francisco. Therefore, the project would not exceed the UWMP's water supply projections.

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82 City and County of San Francisco, Public Utilities Commission, Resolution No. 02-0084, May 14, 2002.

The proposed project, with an estimated 372 residents, would require approximately 18,600 gallons of water per day.[83] The project's commercial use would result in an estimated demand for 288 gallons per day.[84] In sum, the proposed project's overall estimated water demand would be about 18,888 gallons per day. Although the proposed project would incrementally increase the demand for water in San Francisco, the estimated increase would be accommodated within the City's anticipated water use and supply projections. Additionally, as required by the San Francisco Green Building Ordinance, adopted in 2008, the project would be required to implement a 20 percent reduction in potable water for other use (requiring installation of low-flow fixtures).[85] During project construction, the project sponsor would be required to comply with Ordinance 175-91, which requires the use of non-potable water for soil compaction and dust control. The use of non-potable recycled water during construction would minimize effects on water resources. Although the project would increase the amount of water required on site, the increase in water demand could be accommodated by existing and planned water supply anticipated under the SFPUC's UWMP. Therefore, the proposed project would not result in a substantial increase in water use and could be served from existing water supply entitlements and resources. Considering all of the above, the proposed project would result in *less than significant* water impacts.

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**Impact UT-3: The proposed project would increase the amount of solid waste generated on the project site, but would be adequately served by the City's landfill and would comply with federal, state, and local statutes and regulations related to solid waste. (Less than Significant)**

Solid waste generated in San Francisco is transported to and disposed of at the Altamont Landfill in Alameda County, which is required to meet federal, state, and local regulations for disposal of non-hazardous waste. This landfill has a permitted peak maximum disposal capacity of 11,500 tons per day and is operating well below that capacity, at approximately 4,000 to 5,000 tons per day. In addition, the landfill has an annual solid waste capacity of approximately 2.22 million tons from the City and County of San Francisco. However, the landfill is well below its allowed capacity, receiving approximately 1.29 million tons of solid waste in 2007, the most recent data year available. The total permitted capacity for the landfill is 62 million cubic yards; the remaining capacity is approximately 45.7 million cubic yards. San Francisco anticipates reaching the current limit of solid waste that can be disposed of at Altamont Landfill between 2013 and 2015. The City is currently reviewing alternatives for longer-term disposal capacity, which may or may not involve continuing disposal at Altamont Landfill.

The Board of Supervisors adopted a plan in 2002 to recycle 75 percent of annual wastes generated by 2010; the City has met and surpassed this goal. The proposed project would be required to comply with

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83 Based on current residential use in San Francisco of 50 gallons per capita per day (SFPUC, 2010 Urban Water Management Plan for the City and County of San Francisco, 2010, p. 34. Available for viewing at *http://sfwater.org/Modules/ShowDocument.aspx?documentID=1055*, accessed for this report on July 2, 2012.)

84 Based on current employee use in San Francisco of 18 gallons per employee-day. Ibid.

85 *City of San Francisco Building Coder, Chapter 13-C. Green Building Administrative Bulletin AB-093.* Available for viewing at http://sfdbi.org/Modules/ShowDocument.aspx?documentid=308.

the San Francisco Building Code Chapter 13 C, which requires a minimum of 75 percent of all construction and demolition debris to be recycled and diverted from landfills. Furthermore, the proposed project would be required to comply with City Ordinance 100-09, the Mandatory Recycling and Composting Ordinance which requires all San Francisco households and businesses to separate refuse into recyclables, compostables, and trash. The project's residents and commercial space occupants would be expected to participate in the City's recycling and composting programs and other efforts to reduce the volume of solid waste that requires disposal in a landfill. Given the existing and anticipated increase in solid waste recycling, the project's impacts on solid waste facilities would be *less than significant*.

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**Impact C-UT-1: The proposed project in combination with past, present, and reasonably foreseeable future projects in the vicinity would result in less than significant cumulative impacts on public utilities and service systems. (Less than Significant)**

The proposed project would not significantly affect water supply, wastewater facilities, or solid waste services. Existing service provision plans address anticipated growth in the region. The proposed project and cumulative projects would not exceed growth projections for San Francisco as discussed further under **Section E.3 Population and Housing**, page 46. In addition, the SFPUC took into account San Francisco growth projections when preparing the 2010 UWMP to ensure water demand is met. Therefore, the proposed project and cumulative development would not have a significant cumulative effect on utilities and service systems. For the reasons discussed above, utilities and service systems would not be cumulatively affected by the project, and therefore impacts on utilities and service systems would be *less than significant.*

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For the reasons stated above, the project-specific and cumulative impacts of the proposed project on utilities and service systems would be *less than significant.*

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| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporation | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| **12. PUBLIC SERVICES— Would the project:** | | | | | |
| a) Result in substantial adverse physical impacts associated with the provision of, or the need for, new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any public services such as fire protection, police protection, schools, parks, or other services? | ☐ | ☐ | ☒ | ☐ | ☐ |

The project site is served by public services, including police and fire protection, schools, and parks. Under CEQA criteria, a project would have significant impacts on public services if it were to substantially affect the service ratios or response times of any public service, and thus create a need for new or expanded governmental facilities.

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**Impact PS-1: The proposed project would not result in substantial adverse physical impacts associated with new or altered government facilities in order to maintain acceptable performance objectives for any public services such as police, fire protection, schools, and parks. (Less than Significant)**

## *Police Protection Services*

The existing buildings on the project site currently receive police protection services from the San Francisco Police Department (SFPD). The nearest police station is in the Tenderloin Station located at 301 Eddy Street, which is about one mile southeast of the project site. The proposed project would increase development intensity on the project site and would increase the demand for, and use of, police services, but the increase would represent only a small increment compared to existing conditions and would not exceed the demand expected and provided for the area. Development and the changing need for services in the police service areas are monitored annually by the SFPD, and associated staffing, equipment, and facility needs are addressed each year through the City's annual operating and capital budget process. For these reasons, the proposed project would not be expected to have a significant impact on police services, and it would not necessitate the construction of a new police station. The proposed project would have a *less than significant* effect on police protection services.

## *Fire Protection Services*

The project site currently receives fire protection services from the San Francisco Fire Department (SFFD). The nearest fire stations are Station 3 at 1067 Post Street (near Polk Street, 0.3 mile from the project site), Station 38 at 2150 California Street (near Laguna Street, 0.5 mile from the project site), and Station 41, located at 1325 Leavenworth Street (near Jackson Street, 0.6 mile from the project site). By replacing five

vacant one- to two-story buildings and a parking lot with a new mixed-use building with approximately 262 residential units and approximately 5,600 gsf of commercial space, the proposed project could potentially increase the number of calls for services from the project site. However, the increase would be incremental, funded largely through project-related increases in the City's tax base, and would not likely be substantial in light of the existing demand and capacity for fire suppression and emergency medical services in the City. Traffic delays and added call volume may result for the SFFD, due to cumulative development in the project area; however, the SFFD is able to minimize potential impacts by shifting primary response duties to other nearby fire stations. Development and the changing need for services in the police service areas are monitored annually by the SFFD, and associated staffing, equipment, and facility needs are addressed each year through the City's annual operating and capital budget process. For these reasons, the proposed project would not be expected to have a significant impact on fire protection services, and it would not necessitate the construction of a new fire station. The proposed project would have a *less than significant* effect on fire protection services.

### *Schools*

In 2009, the San Francisco Unified School District released its Capital Plan for fiscal years 2010-2019.[86] The report noted that after a period of declining enrollment, starting in the fall of 2008 kindergarten enrollments began to increase, and school enrollment was expected to continue to rise. District-wide enrollment in the fall 2008 was 55,272; however, the District maintains a property and building portfolio that has a student capacity for over 90,000 students; thus, even with increasing enrollment, facilities throughout San Francisco are underused. Capital improvements are ongoing at existing schools throughout the District, primarily funded by $1.276 million in voter-approved general obligation bonds in 2003, 2006, and 2011. In an update to its capital improvement needs, presented in November 2012, the District noted that it will provide updates on school infrastructure needs for new, growing, and planned communities such as in Mission Bay, Bayview Hunters Point, and Treasure Island.[87] As new needs emerge, the District may consider additional general obligation bond measures due to significant increases in new housing units, changing demographics, and other factors.

The relatively small increase in students associated with the proposed project would not substantially change the demand for schools, and no new facilities are expected to be needed to accommodate the students. The project would also be required to pay school impact fees in accordance with Senate Bill 50.

Therefore, the proposed project would result in less than significant impacts related to public schools.

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86 San Francisco Unified School District, Capital Plan FY 2010-2019, September 2009. Available at *http://www.sfusd.edu/en/assets/sfusd-staff/about-SFUSD/files/capital-plan-final-2010-2019.pdf*, accessed January 17, 2013.

87 San Francisco Unified School District, *Update & Summary report of SFUSD Capital Improvement Needs to the City and County of San Francisco Capital Planning Committee*, November 19, 2012. Presentation available online at *http://www.sfusd.edu/en/assets/sfusd-staff/doing-business-with-SFUSD/Reports%20&%20Presentations/City%20Capital%20Planning%20Presentation%2011-19-2012.pdf*, accessed January 17, 2013.

**Impact C-PS-1: The proposed project in combination with past, present, and reasonably foreseeable future projects in the vicinity would result in less than significant cumulative impacts on public services. (Less than Significant)**

The project would have a less than significant effect on public services. Cumulative projects discussed under **Cumulative Projects**, starting on page 22, would be required to pay school fees in accordance with Senate Bill 50. While demand for police, fire, and school services would increase as a result of cumulative development and expansion of these facilities is included under the cumulative scenario, the expansion to serve cumulative development is anticipated by the City. Therefore, the proposed project would have *less than significant* cumulative impacts on public services.

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The project-specific and cumulative impacts of the proposed project on public services would be *less than significant.*

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| Topics: | | Potentially Significant Impact | Less Than Significant with Mitigation Incorporation | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|---|
| **13. BIOLOGICAL RESOURCES— Would the project:** | | | | | | |
| a) | Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or US Fish and Wildlife Service? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) | Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the California Department of Fish and Game or US Fish and Wildlife Service? | ☐ | ☐ | ☒ | ☐ | ☐ |
| c) | Have a substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means? | ☐ | ☐ | ☒ | ☐ | ☐ |
| d) | Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites? | ☐ | ☐ | ☒ | ☐ | ☐ |
| e) | Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance? | ☐ | ☐ | ☒ | ☐ | ☐ |
| f) | Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plan? | ☐ | ☐ | ☐ | ☐ | ☒ |

The project site is not within an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plans. As such, topic 13f is not discussed below.

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**Impact BI-1: The proposed project would not modify habitats in ways that would substantially and adversely affect special status species, riparian, wetland, sensitive natural communities, or protected wetlands, or otherwise conflict with an adopted conservation plan. (Less than Significant)**

The project site is within a developed area of the City. It is currently occupied by five vacant one- to two-story buildings and a parking lot. There are a total of 14 trees located on the project site or in the public right-of-way – seven trees planted in the sidewalk along Pine Street in front of the project site and seven trees located in the existing surface parking lot located on the northeast corner of Pine and Franklin Streets. All of the street trees along Pine Street would be retained. The trees located in the existing

parking lot would be removed during project construction. Some of the trees removed would be replaced and landscaping would be added as part of the streetscape plan for the two building frontages.

There are no riparian or wetland areas on the project site. The site does not support or provide habitat for any rare or endangered wildlife or plant species. There are no special-status bird species known to nest in the area, and only common bird species are likely to nest in the area. The project would not substantially affect any rare or endangered animal or plant species or the habitat of such species, nor substantially diminish habitat for fish, wildlife, or plants, or substantially interfere with the movement of migratory fish or wildlife species. There are no adopted habitat conservation plans applicable to the project site. Therefore, the proposed project would have a *less than significant* impact on biological resources.

**Impact BI-2: The proposed project would not conflict with the City's local tree ordinance. (Less than Significant)**

The San Francisco Board of Supervisors adopted legislation that amended the City's Urban Forestry Ordinance, Public Works Code Sections 801 et seq., to require a permit from the Department of Public Works (DPW) to remove any protected trees.[88] Protected trees include landmark trees, significant trees, or street trees located on private or public property anywhere within the limits of the City and County of San Francisco.

A landmark tree must meet certain criteria for age, size, shape, species, location, historical association, visual quality, or other contribution to the City's character, and has been found worthy of landmark status after public hearings at both the Urban Forestry Council and the Board of Supervisors. A significant tree is a tree that is: a) either on private property or DPW property, b) within ten feet of a public right-of-way, and has either c) a diameter at breast height (DBH)[89] greater than 12 inches, a height greater than 20 feet, or a canopy greater than 15 feet. A street tree is a tree within the public right-of-way or on DPW's property. Removal of a landmark, significant, or a street tree requires a permit from DPW and replacement on a one-for-one basis (one tree removed, one tree planted).

There are a total of 14 trees located on the project site or in the public right-of-way – seven trees planted in the sidewalk along Pine Street in front of the project site and seven trees located in the existing surface parking lot located on the northeast corner of Pine and Franklin Streets. Of the 14 trees on the project site or in the public right-of-way, none has been designated as "Landmark" under the Board of Supervisors legislation.

The seven street trees along Pine Street include six *Eucalyptus sideroxylon* trees and one loquat tree. These seven trees range from approximately 20 to 40 feet in height and from 3.5 to 16 inches DBH. The six *Eucalyptus sideroxylon* trees would be "significant trees" and the Loquat would be a "street tree" under the Board of Supervisors legislation and all seven of them would be protected.

88 Board of Supervisors, Ordinance No. 17-06, amending Public Works Code Sections 801, et seq.

89 Breast height is 4.5 feet above the ground surface surrounding the tree.

The seven trees located in the surface parking lot include four *Magnolia grandifolia and* three *Ficus benjamina*. The *Magnolia grandifolia* trees range from 4 to 8 inches in diameter and are less than 20 feet in height, and therefore are not protected based on the criteria established by the Board of Supervisors legislation. The *Ficus benjamina* trees are within 10 feet of the public right-of-way, and are 20 feet tall or higher and 16 to 18 inches DBH. As a result, these trees are considered significant trees under the Board of Supervisors legislation.

In summary, 10 of the 14 trees are protected trees under the Board of Supervisors legislation: the six *Eucalyptus sideroxylon* trees and one loquat tree along Pine Street, and the three *Ficus benjamina* trees along Franklin Street. Under the proposed project, the seven existing trees on the parking lot portion of the site would be removed and three new trees would be planted along Pine Street and Franklin Street. Accordingly, the project sponsor would be required to obtain a tree removal permit from DPW. The proposed project would meet DPW's one-to-one replacement requirement for protected trees and would comply with the Board of Supervisors legislation regarding tree removal. As a result the proposed project would result in a *less than significant* impact with respect to preservation policies or ordinances.

**Impact BI-3: The proposed project would not significantly affect migratory species. (Less than Significant)**

The project site is currently occupied by five vacant one- to two-story buildings and a surface parking lot. No wildlife movement is expected to occur though the project site, as the site and the immediate area are almost entirely paved or otherwise developed and contain a limited number of trees. In addition, the project site is bordered by development on all four sides, thus preventing wildlife movement.

Migratory and residential birds often nest in ornamental and/or street trees in urban environments. Implementation of the proposed project would result in the removal of all trees on to the parking lot portion of the project site, and thus could disrupt nesting activities if removal occurs during breeding season. Most species of nesting birds and their nests and eggs are protected by Fish and Game Code Sections 3503 and 3503.5 and the federal Migratory Bird Treaty Act (MBTA) which makes it unlawful to harm migratory birds and their nests, including disrupting trees which may be used by migratory bird species. Compliance with the following requirements of the Fish and Game Code and MBTA would ensure that there would be no significant impact as a result of tree removal and construction disturbances:

- Vegetation removal activities for the proposed project shall be conducted during the nonbreeding season (i.e., September through February) to avoid impacts to nesting birds. If other timing restrictions make it impossible to avoid the nesting season, preconstruction surveys shall be conducted for work scheduled during the breeding season (March through August).

- Preconstruction surveys shall be conducted by a qualified ornithologist, authorized by the California Department of Fish and Wildlife (CDFW) to conduct such activities, to determine if any birds are nesting in or in the vicinity of the vegetation to be removed. The preconstruction survey shall be conducted within 15 days prior to the start of work from March through May (since there is higher potential for birds to initiate nesting during this period), and within 30 days prior to the start of work from June through August.

- If an active nest is found close enough to the construction area to be disturbed by these activities, the qualified biologist, in consultation with the CDFW, shall determine the extent of a construction-free buffer zone to be established around the nest until the young have fledged.

Compliance with federal and state regulations would result in a *less than significant* impact related to proposed removal of project site trees.

The San Francisco Planning Commission adopted Standards for Bird-Safe Buildings, and Section 139 of the *Planning Code*, to reduce risk from new structures to birds, which became effective on November 6, 2011. "Bird-hazards" are considered to be project characteristics that present the greatest risk to birds. Buildings pose a greater risk to birds if they are located within or adjacent to an Urban Bird Refuge. Urban Bird Refuges are open spaces of more than two acres, open water, or inland water bodies of more than two acres. The project is not located within a 300-foot flying distance of an Urban Bird Refuge. Another type of bird hazard is called a "bird trap," which is a particular feature of a building that creates a hazard for birds in flight. Bird traps include large unbroken glazed segments, transparent building corners, or other features that might trick a bird into thinking it could fly through the building. As currently proposed, the proposed project does not have any features that would pose as a bird trap. The project would be required to conform to the *Planning Code* and the standards for Bird-Safe Buildings and would have a *less than significant* effect on birds.

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**Impact C-BI-1: The proposed project in combination with past, present, and reasonably foreseeable future projects in the vicinity would result in less than significant cumulative impacts on biological resources. (Less than Significant)**

All development in the vicinity of the proposed project, including the proposed project, would be required to comply with the City's tree ordinance, the City's Standards for Bird-Safe buildings, the MTBA, and State Fish and Game codes. Given the urban setting and with the compliance with applicable ordinances and codes, the project and other cumulative development in the area would result in a *less than significant* effect on biological resources.

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Based on the discussion above, the proposed project would result in *less than significant* project-specific and cumulative impacts on biological resources.

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| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| **14. GEOLOGY AND SOILS— Would the project:** | | | | | |
| a) Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving: | | | | | |
| i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? (Refer to Division of Mines and Geology Special Publication 42.) | ☐ | ☐ | ☒ | ☐ | ☐ |
| ii) Strong seismic ground shaking? | ☐ | ☐ | ☒ | ☐ | ☐ |
| iii) Seismic-related ground failure, including liquefaction? | ☐ | ☐ | ☒ | ☐ | ☐ |
| iv) Landslides? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) Result in substantial soil erosion or the loss of topsoil? | ☐ | ☐ | ☒ | ☐ | ☐ |
| c) Be located on geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse? | ☐ | ☐ | ☒ | ☐ | ☐ |
| d) Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code, creating substantial risks to life or property? | ☐ | ☐ | ☐ | ☐ | ☒ |
| e) Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater? | ☐ | ☐ | ☐ | ☐ | ☒ |
| f) Change substantially the topography or any unique geologic or physical features of the site? | ☐ | ☐ | ☐ | ☒ | ☐ |

The project site is not located on expansive soil, and septic tanks or alternative wastewater disposal systems would not be required. Therefore, topics 14 d and 14e are not discussed in detail below.

A California-licensed geotechnical engineer at Treadwell & Rollo Environmental and Geotechnical Consultants prepared geotechnical investigations in 2006 and 2008 for a previously proposed project at the project site.[90,91] The 2008 investigation included a site reconnaissance, four subsurface test borings and two Cone Penetration Tests, and a geologic and seismic hazard evaluation of the site. The purpose of the 2008 study was to evaluate subsurface conditions at the site and present geotechnical conclusions and recommendations for the then-proposed project, which was similar in nature and scale to the present

90 Treadwell & Rollo Environmental and Geotechnical Consultants, *Geotechnical Investigation Pine and Franklin Streets. San Francisco, California*, prepared for A.F. Evans Development, Inc., June 5, 2008. A copy of the report is available for review in Project File No. 2011.1306E at the Planning Department, 1650 Mission Street, 4th Floor.

91 Treadwell & Rollo Environmental and Geotechnical Consultants, *Geotechnical Review, 1634 – 1690 Pine Street, San Francisco, California*, prepared for A.F. Evans Development, Inc., April 3, 2006.

proposed project (one building with two residential towers, one 11 stories in height and the other 21 stories in height, above four basement levels). As the currently proposed project is different from the previous proposal (one building with two 13-story residential towers above one basement level), a new geotechnical investigation was prepared.[92] Similar to the previous report, the new geotechnical report prepared by Treadwell & Rollo Environmental and Geotechnical Consultants concluded that the proposed structure may be supported on a mat foundation. Deep foundation such as piles would not be required.

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**Impact GE-1: The proposed project would not expose persons or structures to substantial, adverse seismic and geologic hazards. (Less than Significant)**

The project site is located in area region that is subject to seismic activity from numerous fault lines. Four major faults are located in the region: the San Andreas, San Gregorio, Hayward, and Calaveras fault lines. The San Andreas Fault, at its nearest point, is 7 miles (12 kilometers [km]) away, the San Gregorio is 10 miles (17 km) away, the Hayward Fault is 11 miles (18 km) away, and the Calaveras Fault is 22 miles (36 km) away. The US Geological Survey has determined that the San Francisco Bay Region has a 63 percent probability of a magnitude 6.7 or greater earthquake occurring in the next 30 years. There are no active faults on the project site itself and thus the potential for surface fault rupture is low.

Based on the San Andreas and Northern Hayward Faults Shaking Intensity maps in the San Francisco General Plan Community Safety Element, the project site is within an area that could be subject to strong to very strong shaking intensity.[93] According to the geotechnical analysis performed by Treadwell & Rollo, the potential for liquefaction and lateral spreading is low. However, strong ground shaking during an earthquake could result in seismically induced ground settlement. Landslides are not expected to occur on the project site or in the vicinity.

The DBI would review the geotechnical investigation report and building plans for the proposed project to verify conformance to the San Francisco Building Code and the recommendations of the geotechnical report. The potential damage to structures from geologic hazards, including strong ground shaking during an earthquake, on the project site would be mitigated by compliance with the recommendations included in the geotechnical report. Any additional requirements from DBI to reduce damage to the building from geologic hazards would be incorporated into the project. With the implementation of geotechnical investigation report recommendations and DBI requirements, the impact to the proposed project from seismic ground shaking, seismically induced ground settlement, and liquefaction would be *less than significant.*

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92 Treadwell & Rollo Environmental and Geotechnical Consultants, *Geotechnical Report, 1634-1690 Pine Street, San Francisco, California*, prepared for Oyster Development Corp, February 1, 2013. A copy of the report is available for review in Project File No. 2011.1306E at the Planning Department, 1650 Mission Street, 4th Floor.

93 San Francisco Planning Department, *San Francisco General Plan: Community Safety Element*, April 2012 Available: *http://www.sf-planning.org/ftp/General_Plan/Community_Safety_Element_2012.pdf*. Accessed: July 3, 2012.

**Impact GE-2: The proposed project would not result in substantial soil erosion or instability. (Less than Significant)**

The project site is currently fully developed, and the proposed project would not involve the exposure of previously unexposed topsoil. However, the new building would include a full basement which would require the excavation of 36,083 cubic yards of soil, to a depth of 40 to 45 feet bgs depending on location across the site and presence of stacker pits. Demolition and construction activities, including this excavation and site grading, would expose soils and create the potential for erosion.

The proposed project would be subject to the requirements of Article 4.1 of the City's Public Works Code, which incorporates and implements the City's NPDES permit and includes minimum controls described in the federal Combined Sewer Overflow (CSO) Policy. The City's Public Works Code requires the development of a Stormwater Pollution Prevention Plan, which includes an erosion and sediment control plan, and the use of best management practices during construction to decrease the potential for soil erosion and stormwater pollution. Adherence to these requirements would ensure that the construction of the proposed project would have a *less than significant* effect related to soil erosion.

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**Impact GE-3: The proposed project would not change substantially the topography or any unique geologic or physical features of the site. (No Impact)**

The project would not substantially change the topography or the geologic or physical features of the site. The site slopes moderately downward from northwest to southeast, and site grading would generally maintain the existing topography. The site is currently occupied by five vacant one- to two-story buildings and a parking lot and does not contain unique geologic or physical features. Therefore, the proposed project would have *no impact* on unique geologic features or site topography.

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**Impact C-GE-1: The proposed project in combination with past, present, and reasonably foreseeable future projects in the vicinity would result in less than significant cumulative impacts related to geology, seismicity, or soils. (Less than Significant)**

The proposed project would not impact topographical features or cause loss of topsoil or erosion, and thus would not have a cumulative effect in conjunction with other cumulative projects described under **Cumulative Projects**, starting on page 22. The building plans of future projects would be reviewed by the DBI, and potential geologic hazards would be mitigated during the DBI permit review process. Therefore, the cumulative impacts to geology and soils would be *less than significant.*

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The proposed project would have *less than significant* project-specific and cumulative impacts related to geology or soils.

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| Topics: | | Potentially Significant Impact | Less Than Significant with Mitigation Incorporation | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|---|
| **15. HYDROLOGY AND WATER QUALITY—** **Would the project:** | | | | | | |
| a) | Violate any water quality standards or waste discharge requirements? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) | Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted)? | ☐ | ☐ | ☒ | ☐ | ☐ |
| c) | Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner that would result in substantial erosion of siltation on- or off-site? | ☐ | ☐ | ☒ | ☐ | ☐ |
| d) | Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner that would result in flooding on- or off-site? | ☐ | ☐ | ☒ | ☐ | ☐ |
| e) | Create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff? | ☐ | ☐ | ☒ | ☐ | ☐ |
| f) | Otherwise substantially degrade water quality? | ☐ | ☐ | ☒ | ☐ | ☐ |
| g) | Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other authoritative flood hazard delineation map? | ☐ | ☐ | ☒ | ☐ | ☐ |
| h) | Place within a 100-year flood hazard area structures that would impede or redirect flood flows? | ☐ | ☐ | ☒ | ☐ | ☐ |
| i) | Expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam? | ☐ | ☐ | ☒ | ☐ | ☐ |
| j) | Expose people or structures to a significant risk of loss, injury, or death involving inundation by seiche, tsunami, or mudflow? | ☐ | ☐ | ☒ | ☐ | ☐ |

**Impact HY-1: The proposed project would not violate any water quality standards or waste discharge requirements and would result in less than significant impacts to water quality. (Less than Significant)**

The proposed project would replace five vacant one- to two-story buildings and a parking lot with new uses including approximately 262 residential units and 5,600 sf of commercial space. The project site is completely covered by buildings and pavement, and the proposed project's footprint thus would not result in an increase in impervious surfaces. As discussed under Impact UT-1, page 101, Stormwater

Design Guidelines would require that stormwater volume and peak runoff on site be reduced by 25 percent from the two-year 24-hour design storm. All sanitary wastewater from the proposed building and stormwater runoff from the project site would continue to flow into the City's combined stormwater and sewer system to be treated at the Southeast Water Pollution Control Plant prior to discharge into San Francisco Bay. Treatment would be provided pursuant to the effluent discharge limitations set by the 2008 Bayside Permit National Pollutant Discharge Elimination System (NPDES) permit (NPDES Permit No. CA0037664).

During project construction, the project would be required to implement construction best management practices (BMPs) listed on the Stormwater Pollution and Prevention Program "Checklist for Construction Management Requirements." The BMP erosion and sedimentation control measures in coordination with City and County of San Francisco Construction Site Water Pollution Prevention Program requirements would reduce short-term construction-related runoff. Through compliance with the requirements of the NPDES permit during construction and Stormwater Design Guidelines, stormwater runoff quality would improve and site runoff would decrease compared to existing conditions**.** Thus the project would have a *less than significant* impact on water quality.

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**Impact HY-2: The proposed project would not substantially deplete groundwater supplies or interfere with groundwater recharge, or otherwise substantially alter the existing drainage pattern of the site resulting in erosion or flooding on- or off-site. (Less than Significant)**

Groundwater is not used as a drinking water supply in the City and County of San Francisco. The proposed project's footprint would not result in an increase in impervious surfaces and, therefore, would not alter the existing drainage pattern of the site and surroundings. The project site is located within the Downtown San Francisco Groundwater Basin.[94] Groundwater was found during the boring test on the project site at depths ranging from 20 feet bgs to 30 feet bgs.[95] Excavation for the proposed project would extend to a depth of 40 to 45 feet bgs, below the elevation of the groundwater discovered under the project site, and dewatering would be required. Groundwater that is encountered during construction of the proposed project is subject to the requirements of the City's Industrial Waste Ordinance (Ordinance Number 199 77), requiring that groundwater meet specified water quality standards before it may be discharged into the sewer system. The Bureau of Systems Planning, Environment, and Compliance of the SFPUC must be notified of projects requiring dewatering, and would require water analysis before discharge. The final soils report required for the project would address the potential settlement and subsidence associated with the dewatering. The report would contain a determination as to whether or not a lateral movement and settlement survey should be prepared to monitor any movement or

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94 San Francisco Bay Regional Water Quality Control Board, *Basin Plan*, December 31, 2011. Available: *http://www.waterboards.ca.gov/sanfranciscobay/basin_planning.shtml*. Accessed: July 3, 2012.

95 Treadwell & Rollo Environmental and Geotechnical Consultants, *Geotechnical Investigation Pine and Franklin Streets. San Francisco, California*, prepared for A.F. Evans Development Inc., June 5, 2008. A copy of the report is available for review in Project File No. 2011.1306E at the Planning Department, 1650 Mission Street, 4th Floor.

settlement of surrounding buildings and adjacent streets. If monitoring is recommended, the Department of Public Works (DPW) would require that a Special Inspector (as defined in Article 3 of the Building Code) be retained by the project sponsor to perform this monitoring. Therefore, the proposed project would not substantially alter existing groundwater or surface flow conditions, and impacts on groundwater and site runoff would be *less than significant*.

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**Impact HY-3: The proposed project would not expose people, housing, or structures to substantial risk of loss due to flooding or involving inundation by seiche, tsunami, or mudflow. (Less than Significant)**

Flood risk assessment and some flood protection projects are conducted by federal agencies, including the Federal Emergency Management Agency (FEMA) and the US Army Corps of Engineers. The flood management agencies and cities implement the National Flood Insurance Program (NFIP) under the jurisdiction of FEMA and its Flood Insurance Administration.

On August 5, 2008, the San Francisco Board of Supervisors adopted legislation to enact a Floodplain Management Ordinance to govern construction and substantial improvements in flood-prone areas of San Francisco and to authorize City participation in NFIP on passage of the ordinance. On March 23, 2010, the ordinance was amended to include additional construction standards and language regarding floodplain and flood-prone area maps. The Floodplain Management Ordinance provides standards for construction in floodplains.

FEMA is preparing Flood Insurance Rate Maps (FIRMs) for the City and County of San Francisco for the first time. FIRMs identify areas that are subject to inundation during a flood having a 1 percent chance of occurrence in a given year (also known as a "base flood" or "100-year flood"). FEMA refers to the floodplain that is at risk from a flood of this magnitude as a special flood hazard area ("SFHA"). In September 2007 FEMA published Preliminary FIRMs. FEMA has tentatively identified SFHAs along the City's shoreline in and along the San Francisco Bay consisting of Zone A (in areas subject to inundation by tidal surge) and Zone V (areas of coastal flooding subject to wave hazards), as shown in the Preliminary FIRMs.[96]

In July 2008, the Department of Public Works prepared Interim Floodplain Maps to support the implementation of the Floodplain Management Ordinance. The Department of Public Works will publish flood maps for the City to replace the interim floodplain maps. Applicable City departments and agencies have begun implementing new construction and substantial improvements in areas shown on the interim floodplain map. The project site is not within a flood hazard area as indicated by the Preliminary FIRM and the City's Interim Floodplain Maps. The ground surface elevation is between 187 feet San Francisco City Datum (SFCD) at the southwest corner and 208 feet at the northwest corner. The elevation of the project site indicates a low chance for flooding. However, to ensure that flooding does not pose a hazard,

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96 City and County of San Francisco, Office of the City Administrator, National Flood Insurance Program Flood Sheet. Available at: *http://www.sfgsa.org/index.aspx?page=828*. Accessed on September 5, 2012.

the SFPUC would review the building permit application to determine the potential for flooding during wet weather. The SFPUC may require, if necessary, the inclusion of a pump station, raised elevation of entryways, and other flood control measures into the proposed project.

The project site is not within the tsunami inundation boundary, as defined on the California Emergency Management Agency Tsunami Inundation Map for Emergency Planning, San Francisco Bay Area; therefore, no identified significant tsunami hazard exists at the site. A seiche is an oscillation of a water body, such as a bay, which may cause local flooding. A seiche could occur on San Francisco Bay due to seismic or atmospheric activity. However, seiches are rare and due to the site elevation, any impacts to the proposed project from a seiche are highly unlikely. The site is not susceptible to mudslides because the site and its vicinity are fully developed and are not in an area of erosion-prone slopes or related natural hazards. In addition, the project site does not fall within a dam failure inundation area. The proposed project would not expose the residents of the building to risk of flooding. The impact would be less than significant.

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**Impact C-HY-1: The proposed project in combination with past, present, and reasonably foreseeable future projects in the vicinity would result in less than significant cumulative hydrology and water quality impacts. (Less than Significant)**

The proposed project would result in less than significant impacts to groundwater levels and existing drainage patterns, and thus would not contribute substantially to hydrology and water quality impacts. In addition, the proposed project, as well as the cumulative development projects described under **Cumulative Projects**, starting on page 22, fall outside the flood plain designated on the City's flood plain maps. Therefore, cumulative impacts related to flooding would be less than significant. In addition, the projects cumulatively could result in intensified uses and a cumulative increase in wastewater generation. The SFPUC, which provides wastewater treatment for the City, has accounted for such growth in its service projections. The cumulative development projects would be required to follow dust control and dewatering water quality regulations, if necessary, similar to the proposed project. Therefore, cumulative hydrology and water quality impacts would be *less than significant.*

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Based on the discussion above, the proposed project would have *less than significant* project-specific and cumulative water quality, groundwater, flooding, and erosion impacts; and would not be at risk from seiche, tsunami, or mudflow inundation.

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| Topics: | | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|---|
| **16.** | **HAZARDS AND HAZARDOUS MATERIALS—** **Would the project:** | | | | | |
| a) | Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) | Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment? | ☐ | ☒ | ☐ | ☐ | ☐ |
| c) | Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school? | ☐ | ☐ | ☒ | ☐ | ☐ |
| d) | Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment? | ☐ | ☐ | ☐ | ☒ | ☐ |
| e) | For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard for people residing or working in the project area? | ☐ | ☐ | ☐ | ☐ | ☒ |
| f) | For a project within the vicinity of a private airstrip, would the project result in a safety hazard for people residing or working in the project area? | ☐ | ☐ | ☐ | ☐ | ☒ |
| g) | Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan? | ☐ | ☐ | ☒ | ☐ | ☐ |
| h) | Expose people or structures to a significant risk of loss, injury, or death involving fires? | ☐ | ☐ | ☒ | ☐ | ☐ |

The project site is not located within an airport land use plan area or in the vicinity of a public or private airstrip. Topics 16e and 16f are therefore not discussed in detail below.

A Phase I Environmental Site Assessment (ESA) was conducted for the project site by Treadwell & Rollo in October 2011.[97] The Phase I ESA was conducted to identify possible environmental concerns regarding potential on-site sources of hazardous materials and potential off-site sources that might affect soil and/or groundwater quality at the site. A Limited Asbestos and Lead Survey Report was also conducted for the

97 Treadwell & Rollo, *Phase I Environmental Site Assessment, 1634-1690 Pine Street, San Francisco, California*, prepared for Oyster Development Corp., October 10, 2011. This report is available for review in Case File No. 2011.1306E at the Planning Department, Suite 400, 1650 Mission Street, San Francisco.

five vacant one- to two-story buildings on the project site by RGA Environmental, Inc. in October 2011.[98] The survey was conducted to identify suspect asbestos-containing building materials (ACBMs) contained within the project site and to determine potential lead content of the most predominant painted surfaces and other suspect materials.

The San Francisco Department of Public Health Site Assessment and Mitigation Program (DPH SAM) reviewed the Phase I ESA and the results of the lead and asbestos survey and issued a memo on July 24, 2012 setting forth remedial action requirements for the proposed project.[99] DPH SAM noted that low concentrations of petroleum hydrocarbons, as well as soluble lead concentrations exceeding State thresholds, were found in site soils during soil sampling in 2004 and 2008. DPH SAM stated that a site management plan (SMP) should be prepared for the project, addressing testing and management of contaminated soils, contingency response action, worker health and safety, a dust control plan, stormwater control, and noise control. The memo also noted that asbestos and lead-containing materials must be handled or removed in compliance with applicable federal and state regulations.

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**Impact HZ-1: The proposed project would not create a significant hazard through routine transport, use, disposal, handling, or emissions of hazardous materials. (Less than Significant)**

Although hazardous materials such as fuel, solvents, coatings, and cleaning products would be used on site during project construction, compliance with local, state, and federal regulations would minimize risks associated with the routine transport, use, or disposal of hazardous materials during project construction. The proposed project involves the development of approximately 262 residences and 5,600 sf of commercial use. These uses would require relatively small quantities of hazardous materials such as paints, cleaners, toners, solvents, and disinfectants for residential and business purposes. Residents and commercial tenants would likely handle common types of hazardous materials, such as cleaners and disinfectants. These products are labeled to inform users of potential risks and to instruct them in appropriate handling procedures. Most of these materials are consumed through use, resulting in relatively little waste. Businesses are required by law to ensure employee safety by identifying hazardous materials in the workplace, providing safety information to workers who handle hazardous materials, and adequately training workers. For these reasons, hazardous materials used during project operation would not pose any substantial public health or safety hazards related to hazardous materials. Thus, there would be less than significant impacts related to hazardous materials use, with development of the proposed project. For these reasons, construction and operation of the proposed project would not create

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98 RGA Environmental, Inc., *Limited Asbestos and Lead Survey Report, 1634-1644, 1650, 1656, 1660, 1670 Pine Street, San Francisco, California,* prepared for Treadwell & Rollo, October 21, 2011. This report is available for review in Case File No. 2011.1306E at the Planning Department, Suite 400, 1650 Mission Street, San Francisco.

99 Heilshorn, Elyse, DPH SAM, memorandum to Jeanie Poling, Environmental Planning, re: 1634-1690 Pine Street, (0647/007, 008, 009, 010, 011, and 011A) Planning Case No. 2011.1306E, SMED 711, July 24, 2012. This memorandum is available for review as part of Case No. 2011.1306E.

a significant hazard through routine transport, use, disposal, handling, or emissions of hazardous materials and this impact would be *less than significant*.

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**Impact HZ-2: The proposed residential and commercial project would create a significant hazard to the public or the environment through the release of hazardous materials into the environment due to past soil and groundwater contamination. (Less than Significant with Mitigation)**

## *Soil and Groundwater Contamination*

The project site is not included on a list of active hazardous materials sites subject to corrective action compiled pursuant to Government Code Section 65962.5 (Cortese List). The project site is currently occupied by five vacant one- to two-story buildings and a parking lot; the buildings were formerly used for automotive-related activities, including vehicle service and parts sales, and other light industrial uses, as well as office and commercial/retail uses. A building used for automotive-related businesses was formerly located on the existing parking lot at 1690 Pine Street. During site reconnaissance performed in the course of the Phase I ESA, Treadwell & Rollo observed no indication of the presence of underground storage tanks, ponds, stressed vegetation or stained soil; or mining, oil, and gas exploration, production, or distribution. However, a records search for the site indicated that a 300-gallon motor oil underground storage tank (UST) was removed in 1991 along with 62 tons of contaminated soil. The removal of the UST was granted closure by the San Francisco Department of Public Health in December 1994 with no further action required. The Phase I ESA also revealed the existence of nearby sites with known soil and groundwater contamination that could negatively affect the project site.

Additional soil testing was conducted on the project site in 2004 and 2008. The testing revealed that some soil underlying the project site contained low levels of petroleum hydrocarbons and State of California hazardous waste levels of soluble lead. In addition, groundwater sampling conducted on the project site in 2004 indicated the presence of a very low level of methyl tert-butyl ether (MTBE) and petroleum contamination in groundwater beneath the site. However, as discussed under Impact HY-2, page 116, water discharged during dewatering that would be required to meet the standards of the SFPUC. The presence of soil contamination is considered a potentially significant impact. However, with implementation of **Mitigation Measure M-HZ-1**, which requires the preparation of a soil management plan and a health and safety plan, the impact would be reduced to less than significant.

**Mitigation Measure M-HZ-1: Soil Management Plan and Health and Safety Plan**

> The project sponsor shall submit a soil management plan (SMP) and a health and safety plan to the San Francisco Department of Public Health, Site Assessment and Mitigation Program, six weeks prior to the start of site earthwork. The SMP shall provide recommended measures to mitigate the long-term environmental or health and safety risks caused by the presence of hazardous materials in the soil. The SMP shall also contain contingency plans to be implemented during soil excavation if unanticipated hazardous materials are encountered. The health and

safety plan shall outline proper soil handling procedures and health and safety requirements to minimize worker and public exposure to hazardous materials during construction.

### *Hazardous Building Materials*

**Asbestos.** Given the age of the existing buildings (constructed prior to 1980), asbestos-containing building materials (ACBM) are likely present in the buildings. According to the asbestos and lead survey report, samples taken of materials on site indicated the presence of ACBMs. In addition, roofing materials located on the rooftops of each building on the project site were assumed to contain asbestos.[100]

Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable federal regulations regarding hazardous air pollutants, including asbestos. The California Legislature has vested the BAAQMD with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement. BAAQMD is to be notified 10 days in advance of any proposed demolition or abatement work. Notification includes the names and addresses of operations and persons responsible; a description and location of the structure to be demolished or altered, including size, age, and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition or abatement; nature of planned work and methods to be used; procedures to be used to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The BAAQMD randomly inspects asbestos removal operations and would inspect any removal operation for which it has received a complaint.

The local office of the Occupational Safety and Health Administration must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow state regulations contained in 8CCR1529 and 8CCR341.6 through 341.14, where there is asbestos-related work involving 100 square feet or more of ACBM. Asbestos removal contractors must be certified as such by the Contractors State License Board. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material are required to file a hazardous waste manifest that details the hauling of the material from the project site and the disposal of it. Pursuant to California law, the San Francisco DBI would not issue the required permit until the applicant has complied with the above notice requirements. Compliance with these regulations and procedures, already established as a part of the permit review process, would ensure that potential impacts of demolition due to asbestos would be reduced to a *less than significant* level.

**Lead-Based Paint (LBP).** Based on the age of the existing buildings on the project site, lead may be present in the interior and exterior surfaces, including paint and glazing on ceramic tiles.

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100 RGA Environmental, Inc., *Limited Asbestos and Lead Survey Report, 1634-1644, 1650, 1656, 1660, 1670 Pine Street, San Francisco, California,* prepared for Treadwell & Rollo, October 21, 2011. This report is available for review in Case File No. 2011.1306E at the Planning Department, Suite 400, 1650 Mission Street, San Francisco.

Demolition of the existing structures as part of the proposed project would comply with Chapter 34, Section 3407, of the San Francisco Building Code, Work Practices for Lead-Based Paint on Pre-1979 Buildings and Steel Structures. Chapter 34 requires specific notification and work standards and identifies prohibited work methods and penalties. This would apply where there is any work that may disturb or remove lead paint on any building built on or before December 31, 1978, or on any steel structures where LBP would be disturbed or removed and where exterior work would disturb more than 100 square feet or 100 linear feet of LBP.

Section 3407 applies to buildings or steel structures built before 1979, which are assumed to have LBP on their surfaces unless a certified lead inspector assessor tests surfaces for lead and determines it is not present, according to the definitions of Section 3407. The ordinance contains performance standards, including establishment of containment barriers at least as effective at protecting human health and the environment as those in the Department of Housing and Urban Development Guidelines (the most recent guidelines for evaluation and control of lead-based paint hazards). The ordinance also identifies prohibited practices that may not be used when disturbing or removing LBP. Any person performing work subject to the ordinance shall, to the maximum extent possible, protect the ground from contamination during exterior work, shall protect floors and other horizontal surfaces from work debris during interior work, and shall make all reasonable efforts to prevent migration of lead-paint contaminants beyond containment barriers during the course of the work. Cleanup standards require the removal of visible work debris, including the use of a high efficiency particulate air filter vacuum following interior work.

Chapter 34, Section 3407, also includes notification requirements, information the notice should contain, and requirements for signs. Notification includes notifying project construction contractors of any paint-inspection reports that verify the presence or absence of LBP in the regulated area of the proposed project. Before work, the responsible party must provide written notice to the Director of the DBI of the following:

- Location of the project;
- The nature and approximate square footage of the painted surface being disturbed or removed;
- Anticipated job start and completion dates for the work;
- Whether the responsible party has reason to know or presume that LBP is present;
- Whether the building is residential or nonresidential, owner-occupied or rental property, approximate number of dwelling units, if any;
- The dates that the responsible party has or would fulfill any tenant or adjacent property notification requirements; and
- The name, address, telephone number, and pager number of the party who would perform the work.

Further noticing requirements include posting signs when containment is required, notice by the landlord to tenants of the impending work, the availability of a pamphlet about lead in the home, notice by

contractor of the early commencement of work, and notice of lead-contaminated dust or soil, if applicable. The ordinance contains provisions regarding inspection and sampling for compliance by the DBI and enforcement and describes penalties for noncompliance.

The regulations and procedures established by the San Francisco Building Code would ensure that potential impacts from LBP disturbance during demolition and construction would be reduced to a less than significant level. These regulations and procedures are already established as a part of the permit review process to further ensure their implementation. Therefore, impacts of the proposed project from LBP would be *less than significant*.

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**Impact HZ-3: The project site is located within one-quarter mile of a school but would not emit hazardous emissions or handle hazardous material within the vicinity of the school. (Less than Significant)**

The closest school to the proposed project is Redding Elementary School, located about three blocks (just under 0.25 mile) east of the project site, across Van Ness Avenue. As discussed in Impact HZ-1 above, once construction is completed, operation of the proposed project would not involve the routine transport, use, or disposal of hazardous materials and would not therefore result in hazardous emissions or require the handling of hazardous waste. There would be no long-term impact associated with the proposed project. The limited use of hazardous materials (paints, paving media, vehicle fuels and lubricants, etc.) required to construct the project would take place in strict compliance with all applicable local, state, and federal regulations. The proposed project would have a *less than significant* effect on the public and schools in the area related to the routine transport, use, disposal, handling, or emissions of hazardous materials.

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**Impact HZ-4: The proposed project would not impair or interfere with an adopted emergency response or evacuation plan. (Less than Significant)**

The project is not expected to interfere with the City and County of San Francisco Emergency Response Plan. Although occupants of the proposed building would contribute to congestion if an emergency evacuation of the area was required, the project sponsor would develop an evacuation and emergency response plan in consultation with the Mayor's Office of Emergency Services to ensure coordination between San Francisco's emergency planning activities and the project sponsor's plan to provide for building occupants in the event of an emergency. The project sponsor's plan would be reviewed by the Office of Emergency Services and implemented before the DBI issued final building permits. The project would have a *less than significant* effect related to emergency response.

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**Impact HZ-5: The proposed project would not expose people or structures to a significant risk of loss, injury, or death involving fires. (Less than Significant)**

The proposed project does not contain any features that would result in additional exposure of people or structures to a significant risk of loss, injury, or death involving fires. San Francisco ensures fire safety primarily through provisions of the Building Code and the Fire Code. The project sponsor is required to submit the final building plans to the San Francisco Fire Department (as well as the DBI) for review, to ensure conformance with the provisions. The proposed project would conform to these standards, including development of an emergency procedure manual and an exit drill plan. In this way potential fire hazards (including those associated with hydrant water pressure and emergency access) would be addressed during the permit review process. The proposed project would have a *less than significant* impact related to fire safety.

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**Impact C-HZ-1: The proposed project in combination with past, present, and reasonably foreseeable future projects in the vicinity would result in less than significant cumulative hazards and hazardous materials impacts. (Less than Significant)**

In general, impacts from hazardous materials are site-specific and are unlikely to result in cumulative impacts. Cumulative development projects detailed under **Cumulative Projects**, starting on page 22, would be required to follow applicable regulations for hazardous materials disposal during demolition and construction, and implement site remediation mitigations where appropriate. Furthermore, with the exception of the proposed Cathedral Hill hospital, the occupancy and operations of a majority of the cumulative projects would involve substantially similar amounts and types of hazardous materials as the proposed project. The hospital would be required to follow applicable regulations with regards to the disposal of medical and radiological waste. In addition, cumulative development would be required to submit evacuation and emergency response plans and thus avoid interference with City's Emergency Response Plan. Finally, cumulative development would be required to adhere to the provisions of the Building Code and the Fire Code to avoid fire hazards. Therefore, cumulative development would result in a *less than significant* hazards and hazardous materials impact.

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Based on the analysis above, project-specific and cumulative impacts related to hazards from or on the proposed project would be *less than significant*.

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| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| **17. MINERAL AND ENERGY RESOURCES—Would the project:** | | | | | |
| a) Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state? | ☐ | ☐ | ☐ | ☐ | ☒ |
| b) Result in the loss of availability of a locally-important mineral resource recovery site delineated on a local general plan, specific plan, or other land use plan? | ☐ | ☐ | ☐ | ☐ | ☒ |
| c) Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner? | ☐ | ☐ | ☒ | ☐ | ☐ |

All land in San Francisco, including the project site, is designated Mineral Resource Zone 4 (MRZ-4) by the California Division of Mines and Geology (CDMG) under the Surface Mining and Reclamation Act of 1975 (CDMG, Open File Report 96-03 and Special Report 146 Parts I and II). This designation indicates that there is inadequate information available for assignment to any other MRZ and thus the site is not a designated area of significant mineral deposits. Since the project site is already developed, future evaluation or designation of the site would not affect or be affected by the proposed project. There are no operational mineral resource recovery sites in the project area whose operations or accessibility would be affected by the construction or operation of the proposed project. Therefore, topics 17a and 17b are not applicable to the proposed project.

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**Impact ME-1: The proposed project would consume additional energy, but not in large amounts or in a wasteful manner. (Less than Significant)**

The proposed project's commercial and residential uses would not consume large amounts of fuel, water, or energy. Electricity generation would consume additional natural gas and coal fuel. New buildings in San Francisco are required to conform to energy conservation standards specified by the San Francisco Green Building Ordinance (SFGBO), which would require the project to exceed energy and water efficiency standards above and beyond Title 24 of the California Building Code. Documentation showing compliance with these standards would be submitted with the application for the building permit. The SFGBO and Title 24 are enforced by the DBI. Therefore, the proposed project would not cause a wasteful use of energy and water, and the effects related to energy consumption would be *less than significant.*

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**Impact C-ME-1: The proposed project in combination with past, present, and reasonably foreseeable future projects in the vicinity would result in less than significant cumulative impacts to mineral and energy resources. (Less than Significant)**

There are no known mineral resources at the project site or in the surrounding area, and the proposed project would not entail excavating or grading that could result in the loss of known mineral resources. Therefore, the proposed project would not contribute to any cumulative impact on mineral resources. The project-generated demand for electricity would be negligible in the context of overall demand within San Francisco, the greater Bay Area, and the State, and would not in and of itself require any expansion of power facilities. The City plans to reduce greenhouse gas emissions (GHGs) to 25 percent below 1990 levels by the year 2017 and ultimately reduce GHGs to 80 percent below 1990 levels by 2050, which would be achieved by implementation of energy efficiency strategies.[101] As indicated in **Table 8**, on starting on page 89, the proposed project would comply with current state and local energy conservation requirements and standards. Therefore, the energy demand associated with the project would result in a less than significant impact and would not substantially contribute to a cumulative impact on existing or proposed energy supplies or resources. Overall, the proposed project would result in *less than significant* cumulative impacts on minerals and energy resources.

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For the reasons discussed above, the proposed project would result in *less than significant* project-specific and cumulative impacts on mineral and energy resources.

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101 San Francisco Environment Code, 2008. Chapter 9 Greenhouse Gas Emissions Targets and Departmental Action Plans. 13 May.

| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| **18. AGRICULTURE AND FOREST RESOURCES:** In determining whether impacts to agricultural resources are significant environmental effects, lead agencies may refer to the California Agricultural Land Evaluation and Site Assessment Model (1997) prepared by the California Dept. of Conservation as an optional model to use in assessing impacts on agriculture and farmland. In determining whether impacts to forest resources, including timberland, are significant environmental effects, lead agencies may refer to information compiled by the California Department of Forestry and Fire Protection regarding the state's inventory of forest land, including the Forest and Range Assessment Project and the Forest Legacy Assessment project; and forest carbon measurement methodology provided in Forest Protocols adopted by the California Air Resources Board. **—Would the project** | | | | | |
| a) Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance, as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use? | ☐ | ☐ | ☐ | ☐ | ☒ |
| b) Conflict with existing zoning for agricultural use, or a Williamson Act contract? | ☐ | ☐ | ☐ | ☐ | ☒ |
| c) Conflict with existing zoning for, or cause rezoning of, forest land (as defined in Public Resources Code Section 12220(g)) or timberland (as defined by Public Resources Code Section 4526)? | ☐ | ☐ | ☐ | ☐ | ☒ |
| d) Result in the loss of forest land or conversion of forest land to non-forest use? | ☐ | ☐ | ☐ | ☐ | ☒ |
| e) Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland to non-agricultural use or forest land to non-forest use? | ☐ | ☐ | ☐ | ☐ | ☒ |

The project site is located in San Francisco, an urban area, and therefore not agricultural in nature. The California Department of Conservation's Farmland Mapping and Monitoring Program identifies the site as Urban and Built-Up Land. The site is not under a Williamson Act contract or zoned as forest land or timberland. Therefore, the proposed project would not convert any prime farmland, unique farmland, or Farmland of Statewide Importance to non-agricultural use, would not conflict with agricultural zoning or Williamson Act contracts, and would not lead to loss or conversion of forest land. As the project would not result in the loss of forest land or conversion of forest land to non-forest use, it would not conflict with any of the policies of the San Francisco Urban Forestry Ordinance.[102] Therefore, topics 18a through 18e are not applicable to the proposed project.

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[102] San Francisco Public Works Code, Article 16.

| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporation | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| **19. MANDATORY FINDINGS OF SIGNIFICANCE—Would the project:** | | | | | |
| a) Have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory? | ☒ | ☐ | ☐ | ☐ | ☐ |
| b) Have impacts that would be individually limited, but cumulatively considerable? ("Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.) | ☐ | ☒ | ☐ | ☐ | ☐ |
| c) Have environmental effects that would cause substantial adverse effects on human beings, either directly or indirectly? | ☐ | ☒ | ☐ | ☐ | ☐ |

The proposed project could result in adverse impacts to the environment with respect to cultural resources, transportation, and wind. These topics will be addressed in the EIR. Mitigation measures have been included in the project to reduce potential impacts related to construction noise, air emissions during construction and operation, and potential soil contamination on the project site to a less than significant level.

The proposed project would not have cumulatively considerable impacts on topics that are fully analyzed in this Initial Study, as discussed under each applicable environmental topic.

Potential adverse effects on human beings have been considered as part of the analysis of individual environmental topics in this Initial Study. The proposed project would not result in environmental impacts that would cause substantial adverse effects on humans.

## F. MITIGATION MEASURES

Although the following mitigation measures relate to topics that will not receive additional analysis in the EIR, the EIR will contain a Mitigation Measures chapter that describes all mitigation measures for the proposed project, including those listed below. The project sponsor has agreed to implement the mitigation measures listed below, which are necessary to reduce potential noise, air quality, and hazardous waste impacts to less than significant levels.

**Mitigation Measure M-NO-1: Exterior Noise**

As part of project review, Planning Department shall require that open space required under the *Planning Code* be protected, to the maximum feasible extent, from existing ambient noise levels that could prove annoying or disruptive to users of the open space. Implementation of this measure could involve, among other things, site design that uses the building itself to shield on-site open space from the greatest noise sources, construction of noise barriers between noise sources and open space, and appropriate use of both common and private open space in multi-family dwellings.

**Mitigation Measure M-NO-2: Reduction of Construction Noise**

The project sponsor shall require the general contractor to comply with the following measures to minimize construction noise impacts on sensitive receptors:

- Construction equipment shall be properly maintained in accordance with manufacturers' specifications and shall be fitted with the best available noise suppression devices (e.g., mufflers, silencers, wraps). All impact tools shall be shrouded or shielded, and all intake and exhaust ports on power equipment shall be muffled or shielded.

- Construction equipment shall not idle for extended periods of time near noise-sensitive receptors.

- Stationary equipment (compressors, generators, and cement mixers) shall be located as far from sensitive receptors as feasible. Sound enclosures shall be used during noisy operations on-site.

- Temporary barriers (noise blankets or wood paneling) shall be placed around the construction site parcels and, to the extent feasible, they should break the line of sight from noise sensitive receptors to construction activities. For temporary sound blankets, the material shall be weather and abuse resistant, and shall exhibit superior hanging and tear strength with a surface weight of at least 1 pound per square foot. Placement, orientation, size, and density of acoustical barriers shall be reviewed and approved by a qualified acoustical consultant.

- Impact tools (e.g., jack hammers, pavement breakers, and rock drills) used for project construction shall be hydraulically or electrically powered wherever possible to avoid noise associated with compressed air exhaust from pneumatically powered tools. However, where

use of pneumatic tools is unavoidable, an exhaust muffler on the compressed air shall be used, along with external noise jackets on the tools.

- Noise control requirements shall be included in specifications provided to construction contractors. Such requirements could include, but not be limited to, performing all work in a manner that minimizes noise to the extent feasible; use of equipment with effective mufflers; undertaking the most noisy activities during times of least disturbance to surrounding residents and occupants, as feasible; and selecting haul routes that avoid residential buildings inasmuch as such routes are otherwise feasible.

- Prior to the issuance of the building permit, along with the submission of construction documents, the project sponsor shall submit to the Planning Department and Department of Building Inspection (DBI) a list of measures to respond to and track complaints pertaining to construction noise. These measures shall include (1) a procedure and phone numbers for notifying DBI, the Department of Public Health, and the Police Department (during regular construction hours and off-hours); (2) a sign posted on-site describing noise complaint procedures and a complaint hotline number that shall be answered at all times during construction; (3) designation of an on-site construction complaint and enforcement manager for the project; and (4) notification of neighboring residents and non-residential building managers within 300 feet of the project construction area at least 30 days in advance of extreme noise generating activities (defined as activities generating noise levels of 90 A-weighted decibels or greater) about the estimated duration of the activity.

**Mitigation Measure M-AQ-2 – Construction Emissions Minimization**

The project sponsor will be required to comply with the following measures to reduce potential health risks to nearby sensitive receptors during construction:

A. *Construction Emissions Minimization Plan*. Prior to construction, the project sponsor shall submit a Construction Emissions Minimization Plan (Plan) to the Environmental Review Officer (ERO) for review and approval by an Environmental Planning Air Quality Specialist prior to the commencement of construction activities. The Plan shall detail project compliance with the following requirements:

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:

   (a) Where access to alternative sources of power is available, portable diesel engines shall be prohibited;

   (b) All off-road equipment shall have:

      (i) Engines that meet or exceed either USEPA or ARB Tier 2 off-road emission standards, and

(ii) Engines that are retrofitted with an ARB Level 3 Verified Diesel Emissions Control Strategy (VDECS). [103]

(c) Exceptions:

(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 on-site power generation.

(ii) Exceptions to A(1)(b)(ii) *may* be granted if the project sponsor has submitted information provide evidence to the satisfaction of the ERO that a particular piece of equipment or vehicle with an ARB 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 diesel vehicles or engines that are not retrofitted with an ARB 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 the table below.

**Off-Road Equipment Compliance Step Down Schedule***

| Compliance Alternative | Engine Emission Standard | VDECS |
|---|---|---|
| 1 | Tier 1 | Level 2 |
| 2 | Tier 2 | Level 1 |
| 3 | Tier 3 | Alternative Fuel** |

* *How to use the table: For example, 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.*

** *Alternative fuels are not a VDECS*

2. The project sponsor shall require the idling time for off-road and on-road equipment be limited to no more than *two* minutes, except as provided in exceptions to the applicable

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

state regulations regarding idling for off-road and on-road equipment. Legible and visible signs shall be posted in multiple languages (English, Spanish, and Chinese) in designated queuing areas and at the construction site to remind operators of the two-minute idling limit.

3. The project sponsor shall require that construction operator properly maintain and tune equipment in accordance with manufacturer specifications.

4. 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 is not limited to: equipment type, equipment manufacturer, equipment identification number, engine model year, engine certification (Tier rating), horsepower, engine serial number, and expected fuel usage and hours of operation. For the VDECS installed: technology type, serial number, make, model, manufacturer, ARB verification number level, and installation date and hour meter reading on installation date. For off-road equipment using alternative fuels, reporting shall indicate the type of alternative fuel being used.

5. 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 the Plan as requested.

B. *Reporting*. Monthly 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 actual amount of alternative fuel used.

Within six 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 actual amount of alternative fuel used.

C. *Certification Statement and On-site 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.

**Mitigation Measure M-AQ-4a. Best Available Control Technology for Diesel Generators.**

All diesel generators shall have engines that (1) meet Tier 4 Final or Tier 4 Interim emission standards, or (2) meet Tier 2 emission standards and are equipped with a California Air Resources Board (ARB) Level 3 Verified Diesel Emissions Control Strategy (VDECS).

**Mitigation Measure M-AQ- 4b. Air Filtration Measures.**

*Air Filtration and Ventilation Requirements for Sensitive Land Uses*. Prior to receipt of any building permit, the project sponsor shall submit a ventilation plan for the proposed building(s). The ventilation plan shall show that the building ventilation system removes at least 80 percent of the outdoor $PM_{2.5}$ concentrations from habitable areas and be designed by an engineer certified by ASHRAE, who shall provide a written report documenting that the system meets the 80 percent performance standard identified in this measure and offers the best available technology to minimize outdoor to indoor transmission of air pollution.

*Maintenance Plan.* Prior to receipt of any building permit, the project sponsor shall present a plan that ensures ongoing maintenance for the ventilation and filtration systems.

*Disclosure to buyers and renters.* The project sponsor shall also ensure the disclosure to buyers (and renters) that the building is located in an area with existing sources of air pollution and as such, the building includes an air filtration and ventilation system designed to remove 80 percent of outdoor particulate matter and shall inform occupants of the proper use of the installed air filtration system.

**Mitigation Measure M-HZ-1: Soil Management Plan and Health and Safety Plan.**

The project sponsor shall submit a soil management plan (SMP) and a health and safety plan to the San Francisco Department of Public Health, Site Assessment and Mitigation Program, six weeks prior to the start of site earthwork. The SMP shall provide recommended measures to mitigate the long-term environmental or health and safety risks caused by the presence of hazardous materials in the soil. The SMP shall also contain contingency plans to be implemented during soil excavation if unanticipated hazardous materials are encountered. The health and safety plan shall outline proper soil handling procedures and health and safety requirements to minimize worker and public exposure to hazardous materials during construction.

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## G. ALTERNATIVES

Alternatives to the proposed project that could reduce or eliminate significant environmental effects will be defined further and analyzed in the EIR. The EIR will also include a discussion of alternatives that were considered but eliminated from detailed evaluation and the basis for their elimination.

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## H. DETERMINATION

On the basis of this Initial Study:

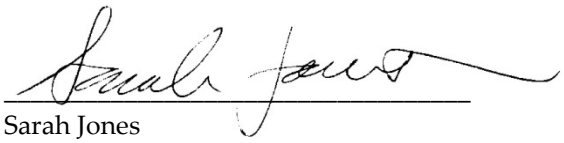
☐ I find that the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

☐ I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because revisions in the project have been made by or agreed to by the project proponent. A MITIGATED NEGATIVE DECLARATION will be prepared.

☒ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

☐ I find that the proposed project MAY have a "potentially significant impact" or "potentially significant unless mitigated" impact on the environment, but at least one effect 1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and 2) has been addressed by mitigation measures based on the earlier analysis as described on attached sheets. An ENVIRONMENTAL IMPACT REPORT is required, but it must analyze only the effects that remain to be addressed.

☐ I find that although the proposed project could have a significant effect on the environment, because all potentially significant effects (a) have been analyzed adequately in an earlier EIR or NEGATIVE DECLARATION pursuant to applicable standards, and (b) have been avoided or mitigated pursuant to that earlier EIR or NEGATIVE DECLARATION, including revisions or mitigation measures that are imposed upon the proposed project, no further environmental documentation is required.



Sarah Jones
Acting Environmental Review Officer
for
John Rahaim
Director of Planning

DATE March 18, 2013

# I. INITIAL STUDY PREPARERS

**INITIAL STUDY AUTHORS**

Planning Department, City and County of San Francisco
Environmental Planning Division
165 Mission Street, Suite 400
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- Preservation Planner: Shelley Caltagirone
- Air Quality Analyst: Jessica Range

San Francisco Department of Public Health

- Director, Occupational and Environmental Health: Rajiv Bhatia

San Francisco Public Utilities Commission

- Manager, Bureau of Environmental Management: Irina Torrey

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- Project Manager: Paul Stephenson, AICP

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- Jeffrey Chan, PTP

Environ

- Elizabeth Meisner
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- Eric Broadhurst, PE
- Valerie Smith

Treadwell & Rollo

- Richard D. Rogers

**PROJECT SPONSOR**

Oyster Development Corp.
355 1st Street, #809
San Francisco, California 94105
Dean D. Givas

*PLACE POSTAGE HERE*

*Jeanie Poling*
*San Francisco Planning Department*
*Environmental Planning Division*
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*San Francisco, CA 94103*

*PLEASE CUT ALONG DOTTED LINES*

*PLEASE RETURN THIS POSTCARD TO REQUEST A COPY OF THE FINAL ENVIRONMENTAL IMPACT REPORT*

*(NOTE THAT THE DRAFT EIR PLUS THE RESPONSES TO COMMENTS DOCUMENT CONSTITUTE THE FINAL EIR)*

*REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT*
*1634-1690 Pine Street, Planning Department Case No. 2011.1306E*

*Check one box:* ☐ *Please send me a copy of the Final EIR on CD.*
☐ *Please send me a paper copy of the Final EIR.*

*Signed:* _____

*Name:* _____

*Street:* _____

*City:* _____ *State:* _____ *Zip:* _____

SAN FRANCISCO
**PLANNING DEPARTMENT**

# Historic Resource Evaluation Response

1650 Mission St.
Suite 400
San Francisco,
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| | |
|---|---|
| *Date* | May 10, 2013 |
| *Case No.:* | **2011.1306E** |
| *Project Address:* | **1634-1690 Pine Street** |
| *Zoning:* | NC-3 (Neighborhood, Commercial, Moderate-Scale)<br>130E Height and Bulk District |
| *Block/Lot:* | 0647/007, 008, 009, 010, 011, and 011A |
| *Date of Review:* | May 7, 2013 (Part 1 & Part II) |
| *Staff Contacts:* | Shelley Caltagirone (Preservation Planner)<br>(415) 558-6625<br>shelley.caltagirone@sfgov.org<br>Jeanie Poling (Environmental Planner)<br>(415) 575-9072<br>jeanie.poling@sfgov.org |

## PART I: HISTORIC RESOURCE EVALUATION

### Buildings and Property Description

The project site includes six parcels on the 1600 block of Pine Street between Van Ness Avenue and Franklin Street. 1960 Pine Street is currently vacant and used for a parking lot. The remaining five lots contain five auto-related, one-and two-story buildings. From east to west, the buildings are 1634-44 Pine Street, 1650 Pine Street, 1656 Pine Street, 1660 Pine Street, and 1670 Pine Street.

### Pre-Existing Historic Rating / Survey

The five existing buildings on the project site comprise the Pine Street Auto Shops Historic District, which was found eligible for listing on the California Register of Historic Resources under Criteria 1 and 3 through survey in 2010. This was the only historic district identified as part of the Van Ness Auto Row Support Structures survey. In addition, 1634-44 Pine Street and 1670 Pine Street were found to be individually eligible for listing in the CRHR under Criteria 1 and 3. Four of the buildings in the Pine Street Auto Shops Historic District – 1650 Pine, 1656 Pine, 1660 Pine, and 1670 Pine Street – were also included in the San Francisco Architectural Heritage Surveys (Rating C) and the Unreinforced Masonry Buildings (UMB) Survey. On July 21, 2010 the San Francisco Planning Department's Historic Preservation Commission passed Motion No. 0077, adopting the survey and context statement prepared by William Kostura and adopting the accompanying DPR 523 forms including forms for each of the five buildings on Pine Street addressed here and a district form for the Pine Street Auto Shops Historic District. These five properties are therefore considered "Category A" properties (Known Historical Resources) for the purposes of the Planning Department's California Environmental Quality Act (CEQA) review procedures.

### Neighborhood Context and Description

The project site is surrounded by commercial and residential land uses. The area is characterized by large commercial structures located along Van Ness Avenue with smaller commercial and residential buildings

located on the side streets and Polk Street. There are several apartment buildings along Bush Street to the south. Building styles and ornamentation are in a variety of architectural types from commercial Renaissance Revival, Edwardian, Art Deco/eclectic, post-war Modern, and contemporary.

## CEQA Historical Resource(s) Evaluation

### Step A: Significance

*Under CEQA section 21084.1, a property qualifies as a historic resource if it is "listed in, or determined to be eligible for listing in, the California Register of Historical Resources." The fact that a resource is not listed in, or determined to be eligible for listing in, the California Register of Historical Resources or not included in a local register of historical resources, shall not preclude a lead agency from determining whether the resource may qualify as a historical resource under CEQA.*

The information below is copied at times verbatim from the Historical Resource Evaluation for Pine & Franklin Project prepared by JRP Historical Consulting and dated February 2013. The Planning Department fully concurs with JRP's evaluation of the project site's historical significance.

| Historical Resource | California Historical Resources Status Code | Applicable CRHR Criteria: Historic District | Applicable CRHR Criteria: Individually | Period of Significance | SF Planning Dept. Status Code |
|---|---|---|---|---|---|
| Pine Street Auto Shops Historic District | 3CD | 1, 3 | | 1912-1933 | A |
| 1634-44 Pine Street | 3CB | 1, 3 | 1 | 1912-1964 | A |
| 1650 Pine Street | 3CD | 1, 3 | n/a | 1917-1927 | A |
| 1656 Pine Street | 3CD | 1 | n/a | 1917-1927 | A |
| 1660 Pine Street | 3CD | 1, 3 | n/a | 1917-1927 | A |
| 1670 Pine Street | 3CB | 1, 3 | 1, 3 | 1917-1940, 1951-1964 | A |

### Historic District Eligibility

The Pine Street Auto Shops Historic District is significant under CRHR Criterion 1 because, as Kostura concluded "this row of five is quite remarkable for its early date and high integrity, and evokes the early history of the automobile industry in San Francisco as no other group of buildings can." As such, it is eligible under this criterion at the local level for its "collective automobile-uses." Each of the five buildings is a contributor to the district. The period of significance is 1917–1933, the years that all buildings concurrently had auto-related uses.

Kostura concluded that the district also appears eligible under CRHR Criterion 3, because four of the five buildings (1634-44 Pine, 1650 Pine, 1660 Pine, and 1670 Pine Street) "possess fine details or ornament, were clearly designed with care, and retain good to high integrity." The period of significance for the district under this criterion is 1912-1913 and 1917, the years the buildings were constructed. Four of the buildings are contributors to the historic district under this criterion; the building at 1656 Pine Street is not.

**Individual Eligibility**

The buildings at 1634-44 Pine Street and 1670 Pine Street are individually eligible in addition to being contributors to the historic district.

The building at 1634-44 Pine Street was first briefly used as a Michelin Tire shop, then used long-term as an auto repair shop. Kostura concluded that the property is eligible under CRHR Criterion 1 at the local level "for its overall auto-related uses as a tire shop and auto repair shop." The period of significance is 1912-1964, the years the building had uses associated with the automotive industry.

The building at 1670 Pine Street is individually eligible under CRHR Criteria 1 and 3. Under CRHR Criterion 1, Kostura concluded that the building appears eligible at the local level of significance because it has "excellent longevity of overall auto-related use (31 years)...and is the last surviving auto showroom in the study area [for the Van Ness Auto Row Support Structures survey] where Ford autos were sold during the late 1910s and early 1920s." The period of significance is 1917-1940 and 1951-1964, the years when the building was used for auto-related purposes. Kostura also concluded that the building appears individually eligible at the local level under CRHR Criterion 3 because it is "notable for its textured façade, the conception of its parapet and cornice area, and its large, arched first story windows with scroll keys. It is also a fine example of the work of Samuel Heiman, an architect of some importance in San Francisco's history." Under Criterion 3, the period of significance is 1917, the year it was constructed.

Kostura did not conclude that the buildings at 1650, 1656 and 1660 Pine Street met any of the CRHR significance criteria for individual eligibility. These buildings had comparatively short spans of auto-related use that does not rise to the threshold of significance for eligibility under CRHR Criterion 1 and the modest architecture of the buildings was not found significant under CRHR Criterion 3. No associations were identified between the buildings and any individuals important to history at the local, state or national level that would merit significance under CRHR Criterion 2.

**Step B: Integrity**

*To be a resource for the purposes of CEQA, a property must not only be shown to be significant under the California Register of Historical Resources criteria, but it also must have integrity. Integrity is defined as "the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's period of significance." Historic integrity enables a property to illustrate significant aspects of its past. All seven qualities do not need to be present as long the overall sense of past time and place is evident.*

Overall, Kostura reported that the historic district retains good to high historic integrity from the periods of significance. Alterations to the buildings are noted under the character-defining features discussion below to distinguish non-historic features from historic features.

**Step C: Character Defining Features**

*If the subject property has been determined to have significance and retains integrity, please list the character-defining features of the building(s) and/or property. A property must retain the essential physical features that enable it to convey its historic identity in order to avoid significant adverse impacts to the resource. These essential features are those that define both why a property is significant and when it was significant, and without which a property can no longer be identified as being associated with its significance.*

**1634-44 Pine Street**
The character-defining features of 1634-44 Pine Street are concentrated at the building's façade and east side. They are:

- height and width of the building
- stucco surface
- profiled cornices and modillions
- courses of egg-and-dart and dentils
- blank frieze
- transom windows and transom bars
- paneled pilasters
- glazed storefront

Both the garage doors and storefront door appear to be replacements that are not character-defining features. The east facing openings along the adjacent alley were not identified as character-defining features.

**1650 Pine Street**
The character-defining features of 1650 Pine Street are:

- height and width of the building
- red brick walls
- cornice and belt course
- transom windows with their wooden muntins and frames
- storefront window and vehicle entrance openings

The replacement vehicle doors and the boards that fill the window opening are not character-defining features of this building. It is not clear whether the window(s) behind the boards are from the building's period of significance.

**1656 Pine Street**
The character-defining features of 1656 Pine Street are:

- height and width of the building
- brick façade
- parapet with panel and cornice

The storefront windows and doors are not character-defining features because they appear to be the result of remodeling done after the period of significance.[1]

**1660 Pine Street**
The character-defining features of 1660 Pine Street are:

- height and width of the building

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[1] JRP reviewed all building permits and plans on file with the San Francisco Planning Department for 1656 Pine Street, but the permits did not indicate a definitive date of construction/installation of the doors and windows.

- tan and buff-colored brick façade
- main and secondary cornices
- bands of ornament in the frieze area of the second story
- wooden second-story windows
- herringbone glazed tile beneath wooden second-story windows
- transom bar in each of the first story bays
- window openings (see discussion in paragraph below)

Kostura stated that the framing and sash of the storefront windows in the outer bays of this building may or may not be contributing, depending on a further examination of the building's permit history and the materials themselves. JRP reviewed building permit records, which did not indicate when the storefront windows may have been altered. The central entrance doors appear to be from a time after the building's period of significance and are not considered character-defining features. Because the flanking windows are fully covered, it cannot be determined if they date to the building's period of significance. Based on the history of the building presented in the DPR 523 forms, it appears that large window openings would be characteristic with the significant uses of the building. Thus, even if the windows themselves are not from the period of significance, the openings should be considered character-defining features.

The DPR 523 form prepared for 1660 Pine Street notes that the signage "has not been considered for possible significance, as developing a context statement on such signage was beyond the scope of this project." The sign is not a character-defining feature of the historic district because it was added to the building after the period of significance for the historic district and it is not automotive related. It was added by B.P. Deovlet Brothers in 1938 when they moved their furniture store to the building.[2]

**1670 Pine Street**

The character-defining features of 1670 Pine Street are:

- height and width of the building
- white brick façade
- stepped and gabled parapet with its cap of concrete of cast stone
- plaster shield-and-swag ornament in the parapet
- profiled cornice with supporting brackets
- band of ornament beneath profiled cornice with supporting brackets
- rectangular windows in the second story with their sills and wooden frames
- secondary cornice at the second floor level
- arched window openings in the first story with their brick surrounds and scroll keys
- the shape of the central entrance opening

Kostura stated that if the spandrels and mullions in the upper part of the first story windows were original, they should count as character-defining features. JRP further examined these windows and those at the second story, as well as reviewed available building permits. The building permits for 1670 Pine Street did not indicate whether the windows had been replaced, but based on field inspection this report concludes that the upper portions of the first floor windows that are currently visible and the second floor windows are replacement sashes and are not among this building's character-defining features, as

[2] 1660 Pine Street, Permit No. 33863, March 25, 1938. San Francisco Building Department.

they appear to be anodized metal frames with contemporary glazing.[3] The replacement sashes appear to have been inserted in original openings, and thus the window openings are character-defining. The façade entry is partially obscured by cover boards, but it appears to be modified and is unlikely to be character defining.

**Pine Street Auto Shops Historic District**

The character-defining features of the Pine Street Auto Shops Historic District are not explicitly stated in the DPR 523D form adopted by the Historic Preservation Commission. Contributors to the district are clearly delineated on separate DPR 523 forms, and their individual character-defining features are stated on each form. Based on the survey and evaluation adopted by the Historic Preservation Commission,[4] as well as fieldwork conducted for this report, the Pine Street Auto Shops Historic District's character-defining features are the:

- Elements identified as character-defining features of the individual contributors, (presented above). Most of the noted character-defining features are the architectural detail at the buildings' façades, highlighting the historic district's significance under CRHR Criterion 3.
- Continuity and contiguous nature of the five buildings that are united by their one to two-story scale, form, and historical association.

This concentration of buildings has a combined width of about 190 feet along Pine Street. The form and scale of the district help convey its historic association under CRHR Criterion 1, with its multi-business automotive-support functions that were identified as historically important.

## CEQA Historic Resource Determination

☒ Historical Resource Present
- ☒ Individually-eligible Resource
- ☒ Contributor to an eligible Historic District
- ☐ Non-contributor to an eligible Historic District

☐ No Historical Resource Present

## PART I: SENIOR PRESERVATION PLANNER REVIEW

Signature: _____ Date: 5-20-2013

Tina Tam, *Senior Preservation Planner*

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[3] JRP reviewed all building permits and plans on file with the San Francisco Planning Department for 1670 Pine Street, but the permits did not indicate a definitive date of construction/installation of the doors and windows.

[4] San Francisco Planning Department, Historic Preservation Commission, Motion 0077, "Adoption of: *Automotive Support Structures Historic Survey and Context Statement*," hearing date, July 21, 2010; DPR 523 forms are in Appendix B.

## PART II: PROJECT EVALUATION

**Proposed Project** ☒ **Demolition** ☐ **Alteration**

**Per Drawings Dated:** August 15, 2012

### Project Description

The proposed project would (1) merge the six exiting lots, (2) demolish the existing five buildings on the site and incorporate some of the existing building's facades into the new project, and (3) construct a residential building with commercial use on the ground floor.

### Project Evaluation

*If the property has been determined to be a historical resource in Part I, please check whether the proposed project would materially impair the resource and identify any modifications to the proposed project that may reduce or avoid impacts.*

**California Register-eligible Historic District or Context:**

☐ The project would not cause a significant adverse impact to a California Register-eligible historic district or context as proposed.

☒ The project would cause a significant adverse impact to a California Register-eligible historic district or context as proposed.

***Project Specific Impact Assessment***

The Department fully concurs with the project specific impact assessment from the Historical Resource Evaluation for Pine & Franklin Project prepared by JRP Historical Consulting and dated February 2013. The proposed project would cause significant adverse impacts to the historic resources, as summarized below:

1. **De facto demolition of 1634-44 Pine Street.** The project would greatly diminish the historic integrity of 1634-44 Pine Street, which is both a contributor to the Pine Street Auto Shops Historic District and individually eligible for the CRHR under Criterion 1.

2. **Demolition of 1650 Pine Street.** The project would demolish 1650 Pine Street, a contributor to the Pine Street Auto Shops Historic District. Thus, the building would no longer retain historic integrity and it would no longer be a contributor to the historic district.

3. **Demolition of 1656 Pine Street.** The project would demolish 1656 Pine Street, a contributor to the Pine Street Auto Shops Historic District. Thus, the building would no longer retain historic integrity and it would no longer be a contributor to the historic district.

4. **De facto demolition of 1660 Pine Street.** The project would greatly diminish the historic integrity of 1660 Pine Street, which is a contributor to the Pine Street Auto Shops Historic District.

5. **De facto demolition of 1670 Pine Street.** The project would greatly diminish the historic integrity of 1670 Pine Street, which is both a contributor to the Pine Street Auto Shops Historic District and individually eligible for the CRHR under Criteria 1 and 3.

6. **De facto demolition of the Pine Street Auto Shops Historic District.** The Pine Street Auto Shops Historic District is a singular historical resource composed of multiple contributing buildings that would be impacted by the project by de facto demolition, including full demolition of two of the district's contributing buildings (1650 and 1656 Pine Street) and demolition of all but the façades of the other three contributing buildings (1634-44, 1660, and 1670 Pine Street). In effect, the project demolishes the Pine Street Auto Shop Historic District. The project would eliminate this last surviving example of more than two intact auto-related buildings in a row from the early era of the Van Ness auto row. Thus, the historic district would largely lose its ability to convey its historic significance reflecting this historical resource's importance as a row of auto-related shops from the early twentieth century.

7. **Construction of an incompatible building within boundary of the Pine Street Auto Shops Historic District.** The new construction would not preserve the district's continuous and contiguous quality, nor would the project be compatible with the historic features, size, scale, and proportion of the remaining façades. The project would not construct a compatible use within the Pine Street Auto Shops Historic District that preserves the district's historical, cultural, or architectural values, and thus it would not be a rehabilitation project as defined by the SOI Standards.

***Cumulative Impact Assessment***

The Department fully concurs with the cumulative impact assessment from the Historical Resource Evaluation for Pine & Franklin Project prepared by JRP Historical Consulting and dated February 2013. The proposed project, in combination with past or foreseeably future projects, would cause significant adverse impacts to historic resources, as summarized below:

1. **The project would have a cumulative impact on a rare type of historical resource, Van Ness Auto Row support structures.** In 2010 Kostura concluded that 64 structures within the study area for the Van Ness Auto Row Support Structures survey were individually eligible or contributors to an historic district. Another current project, located at 1545 Pine Street, one block west of the Pine Street Auto Shops Historic District, involves demolition of five buildings, one of which is a Van Ness Auto Row support structure identified as eligible for the CRHR. This single demolition, combined with the proposed demolitions of this project will eliminate entirely three Van Ness Auto Row support structures and cause de facto demolition of three more. Taken together, these projects have a cumulative impact on the support structures identified by Kostura in 2010. The de facto demolition of the Pine Street Auto Shops Historic District and construction in its place of two 13-story towers also has a spatial impact on the relationship between these automotive support structures and the grander auto-showrooms along Van Ness Avenue that are historical resources with a shared context. The project greatly diminishes the ability of the historic district to demonstrate the smaller size and scale of support buildings in relation to the showrooms left standing along Van Ness Avenue, which contributes to the cumulative impact of the project.

***Potential Mitigation Measures***

The project would impact historical resources. The following mitigation measures could help to reduce the project impacts, but not to a less-than-significant level.

1. **Historic Preservation Plan and Protective Measures.** A historic preservation plan could be produced and implemented that aids in preserving those portions of the historic district and individual historical resources that will be incorporated into the project. The plan would establish measures to protect the remaining elements of the historical resources during construction, particularly the unreinforced masonry building façades from vibration effects. If deemed necessary upon further condition assessment of the buildings, the plan may include the preliminary stabilization of deteriorated or damaged masonry prior to construction. The historic preservation plan would also further investigate and incorporate preservation recommendation regarding the potential historic materials that comprise the façades and other elements of the historical resources to be retained.

2. **Historic Documentation**. At minimum the Pine Street Auto Shops Historic District, including the two individually eligible historical resources, could be documented in accordance with Historic American Building Survey (HABS) Level II standards. This documentation would include a written description and photographs made from large-format, black and white film of the buildings' exteriors.

3. **Permanent Interpretive Exhibits**. The project applicant could install permanent interpretive exhibits on the property that provide information to visitors and occupants regarding the history of the Pine Street Auto Shops Historic District and the development of Van Ness Auto Row. The interpretive exhibit would utilize images, narrative history, drawings, or other archival resources. The interpretive exhibits may be in the form of, but are not necessarily limited to: plaques or markers, interpretive display panels, and or printed material for dissemination to the public. The interpretive exhibits should be installed at a pedestrian-friendly location, and be of adequate size to attract the interested pedestrian.

***Project Alternatives***

The Department fully concurs with the analysis of the full and partial preservation alternatives presented by JRP Historical Consulting in May 2013 and summarized below:

**Full Preservation.** The full preservation alternative would merge six parcels on the 1600 block of Pine Street between Van Ness Avenue and Franklin Street into one parcel, demolish portions of the existing five buildings on the project site, and construct one eight-story residential tower with commercial use on the ground and second floors. All of the existing building façades and portions of the extant buildings would be incorporated into this alternative. The full preservation alternative would impact the integrity of setting, design, materials and workmanship of the Pine Street Auto Shops Historic District, its contributors, and individual historical resources therein, through alteration, but to a much lesser degree than in the Project. This alternative is generally consistent with the SOI Standards because it avoids demolition and de facto demolition and plans for the massing of new additions that generally comply with the SOI Standards by setting back new construction from the facades of historical resources and retaining sufficient aspects of the historical resources massing and scale. The cumulative impact of the full preservation alternative is less than the impact of the Project because it retains the contiguous nature of all five façades and does not entirely eliminate this last surviving example of more than two contiguous auto-related support buildings in the Van Ness Auto Row study area. These conclusions assume that other measures to reduce impacts discussed herein would be conducted in combination with the changes in design presented in this alternative in order to sufficiently reduce impacts to historical resources.

**Partial Preservation.** The partial preservation alternative would merge six parcels on the 1600 block of Pine Street between Van Ness Avenue and Franklin Street into one parcel, demolish rear portions of the existing five buildings on the project site, and construct one building with a 13-story residential tower and six-story residential element with commercial use on the ground and second floors. All of the existing building façades and portions of the front 20 to 30 feet of the existing buildings would be incorporated into this alternative. The Pine & Franklin Project Partial Preservation Alternative would diminish the historic integrity of historical resources and is inconsistent with the SOI Standards because it demolishes historical resources. This alternative reduces impacts to historical resources in comparison to the Project by retaining the five facades of the Pine Street Auto Shops Historic District, along with a portion of the sidewalls of historic district's contributors. The impacts are also reduced, in comparison to the Project, by increasing the setback and decreasing the overall height of the new building towers. Thus, the specific impacts of the Partial Preservation Alternative are less than the Project. The cumulative impact of the partial preservation alternative is less than the impact of the Project because it retains the contiguous nature of all five façades and does not entirely eliminate this last surviving example of more than two contiguous auto-related support buildings in the Van Ness Auto Row study area.

## PART II: SENIOR PRESERVATION PLANNER REVIEW

Signature: _____ Date: 5-20-2013

Tina Tam, *Senior Preservation Planner*

cc: Virnaliza Byrd, Environmental Division/ Historic Resource Impact Review File
Jeanie Poling, Environmental Planning

*FINAL*

# HISTORICAL RESOURCE EVALUATION

Pine & Franklin Project
San Francisco, California


*Prepared for:*
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## 1. INTRODUCTION

JRP Historical Consulting, LLC (JRP) prepared this Historical Resource Evaluation (HRE) for the San Francisco Planning Department's review of the Pine & Franklin Project (project) proposed by 1634 Pine Street, LLC (Oyster Development Corp.) (Planning Department Case No. 2011.1306U). The purpose of this report is to assist with project compliance under the California Environmental Quality Act (CEQA) by identifying historical resources, analyzing project impacts to historical resources, assessing project conformance to the *Secretary of the Interior Standards for Rehabilitation* (*SOI Standards*), and proposing measures to reduce project impacts to historical resources.

The project will merge six parcels on the 1600 block of Pine Street between Van Ness Avenue and Franklin Street into one parcel, demolish most of the existing five buildings on the project site, and construct one building with two 13-story residential towers with commercial use on the ground and second floors. The map in Appendix A illustrates the project location. Some of the existing building façades will be incorporated into the project. The project will have a total area of 352,640 gross square feet and will include 260 new for-sale residential units totaling approximately 218,505 square feet; 6,000 square feet of commercial space, and 34,600 square feet of subterranean parking with 245 parking spaces on one level. The proposed towers will be approximately 130 feet tall.

The 1600 block of Pine Street is the site of the Pine Street Auto Shops Historic District, which is eligible for listing in the California Register of Historical Resources (CRHR) and is a historical resource for the purposes of CEQA compliance. The historic district's contributors are five auto-related one- and two-story buildings located in a row at (east to west) 1634-44, 1650, 1656, 1660, and 1670 Pine Street.[1] The historic district's contributors include two buildings that are also individually eligible as historical resources (1634-44 and 1670 Pine Street). Five of the six parcels included in the project compose the Pine Street Auto Shops Historic District; the sixth parcel, 1690 Pine Street, is vacant and used for a parking lot. The project will include full demolition of two of the contributors (1650 and 1656 Pine Street) to the historic district and *de facto* demolition of the remaining three contributors (1633-44, 1660, and 1670 Pine Street) as defined by Planning Code Section 1005f.[2] The project will retain and incorporate the façades of three contributors (two of which are also individually eligible for listing on the CRHR). Two

[1] Previous documentation prepared by William Kostura refers to the building at 1634-44 as 1644 Pine Street.

[2] San Francisco Planning Code, Article 10, Section 1005f defines demolition as any one of: 1) Removal of more than 25 percent of the surface of all external walls facing a public street(s); or 2) Removal of more than 50 percent of all external walls from their function as all external walls; or 3) Removal of more than 25 percent of external walls from function as either external or internal walls; or 4) Removal of more than 75 percent of the building's existing internal structural framework or floor plates unless the City determines that such removal is the only feasible means to meet the standards for seismic load and forces of the latest adopted version of the San Francisco Building Code and the State Historical Building Code. This HRE uses the term "*de facto* demolition" to refer to these definitions of demolition.

multi-component high-rise towers rising 13 stories above street level will be built behind, above, and around the retained façades.[3]

This HRE summarizes past historic evaluations of Pine Street Auto Shops Historic District and its contributors, discusses the historic context in which they are eligible for listing in the CRHR, presents the character-defining features of the historical resources, assesses the impact of the project on these historical resources, and makes recommendations for measures to reduce project impacts.

## 2. SUMMARY OF FINDINGS

This HRE concludes that the project diminishes the historic integrity of historical resources and is inconsistent with the *SOI Standards*. The project will impact the Pine Street Auto Shops Historic District and will have various specific impacts on the district's contributors, some of which are also individually eligible as historical resources. Thus, this report specifically identifies that the project will:

- Impact by *de facto* demolition 1634-44 Pine Street, an individually eligible historical resource and a contributor to the Pine Street Auto Shops Historic District
- Impact by *de facto* demolition 1670 Pine Street, an individually eligible historical resource and a contributor to the Pine Street Auto Shops Historic District
- Demolish 1650 Pine Street, a contributor to the Pine Street Auto Shops Historic District
- Demolish 1656 Pine Street, a contributor to the Pine Street Auto Shops Historic District
- Impact by *de facto* demolition 1660 Pine Street, a contributor to the Pine Street Auto Shops Historic District
- Impact by *de facto* demolition the Pine Street Auto Shops Historic District.

Project demolition and *de facto* demolition will diminish the historic integrity of the affected historical resources in such a manner that it is likely that the Pine Street Auto Shops Historic District, district contributors, and individually eligible historical resources therein will no longer be eligible for listing in the CRHR as a result of the project.

This HRE recommends measures that could reduce the project impacts to historical resources.

## 3. METHODOLOGY AND PREPARERS' QUALIFICATIONS

To prepare this HRE, JRP conducted a field survey, reviewed previous documentation, performed research, and followed guidance provided by *San Francisco Preservation Bulletin No.*

[3] See Appendix C: Kwan Henmi Architecture/Planning, Inc. Pine & Franklin - Perspective Views, August 15, 2012; Kwan Henmi Architecture / Planning Inc., Pine & Franklin conceptual design, August 6, 2012; Impact Sciences, Inc., Pine & Franklin Initial Study, 1634-1690 Pine Street, Planning Department Case No. 2011.1306U.

*16* (Bulletin 16) and the San Francisco Planning Department Environmental Review Guidelines. In May 2012, JRP conducted field survey of the six parcels on Pine Street within the project area. Digital photographs were taken of the historic district, each of its contributors, and of the surrounding setting. JRP reviewed previous documentation related to the Pine Street Auto Shops Historic District, including DPR 523 forms prepared for the historic district and each of the contributors and the historic context provided in the *Van Ness Auto Row Support Structures: A Survey of Automobile-Related Buildings Along the Van Ness Avenue Corridor*, prepared for the Department of City Planning, San Francisco, California, 2010 (Van Ness Auto Row Support Structures).[4] To address outstanding questions remaining from the DPR 523 forms regarding the character-defining features of three of the buildings (1656, 1660, and 1670 Pine Street), JRP conducted research at the San Francisco Building Department. Plans and permits for these buildings did not provide definitive answers to the outstanding questions. Subsequently, JRP also searched the San Francisco Assessor's Office Negative Collection, available through the San Francisco Public Library's website, but found no coverage for the 1600 block of Pine Street. JRP used professional judgment to clarify the character-defining features of these buildings. See Section 6 for further discussion of these features.

Christopher McMorris (M.S., Historic Preservation, Columbia University) conducted fieldwork and contributed to the preparation of this HRE. Mr. McMorris is a partner at JRP and has 15 years of experience conducting a wide variety of historical research, public history, and historic preservation projects. Heather Norby (M.A., History, University of California, Berkeley) conducted research and contributed to the preparation of this HRE. Ms. Norby, a staff Historian at JRP, has four years of experience as a consulting historian on a variety of historical research and cultural resource management projects and has conducted research and field evaluation for historic architectural surveys throughout California. Because of their education and experience, both Mr. McMorris and Ms. Norby qualify as architectural historians under the Secretary of Interior's Professional Qualification Standards (as defined in 36 CFR Part 61).

## 4. DISTRICT CONTEXT AND RELATIONSHIP ANALYSIS

The following is a summary of the historic context of the Pine Street Auto Shops Historic District based on the history presented in the *Van Ness Auto Row Support Structures* survey prepared in 2010 by William Kostura. The Pine Street Auto Shops Historic District was found eligible under CRHR Criteria 1 and 3, and given California Historical Resource Status Code (also referred to as National Register of Historic Places Status Code) 3CD. (See Sections 5.1 and 5.2 for further discussion of the significance of the historical resources affected by the project.) The historic district's period of significance is 1912-1933, with varying periods of significance for individual buildings therein. William Kostura, who evaluated the buildings, concluded that the district was

[4]William Kostura, "Van Ness Auto Row Support Structures: A Survey of Automobile-Related Buildings along the Van Ness Avenue Corridor," prepared for the Department of City Planning, San Francisco, California, 2010; DPR 523 forms for the historic district and each contributor can be found in the appendix of this report.

eligible within the context of Van Ness Auto Row support structures. In the introduction to the *Van Ness Auto Row Support Structures* report, Kostura stated that buildings eligible for the CRHR in the study were those that "best represent important aspects of the automobile industry."[5] Identifying buildings that best represent various aspects of the early automobile history in the *Van Ness Auto Row Support Structures* study area was the primary goal of Kostura's survey. Kostura concluded that the Pine Street Auto Shops Historic District was CRHR eligible because the "row of five is quite remarkable for its early date and high integrity, and evokes the early history of the automobile industry in San Francisco as no other group of buildings can."[6]

Van Ness Auto Row, as it was colloquially known from its inception around 1911, refers to the cluster of automotive-related buildings constructed along Van Ness Avenue and its parallel and perpendicular streets, like Pine Street. These buildings were the reincarnation of San Francisco's automotive-related industry that had begun around 1900, but whose buildings were decimated by the 1906 earthquake. After the earthquake, the first phase of rebuilding auto showrooms and related buildings occurred on Golden Gate Avenue, between Larkin and Gough streets. After 1911, the industry moved to Van Ness Avenue. Substantially built, and often with high-style architecture, showrooms were the central focus of the new Van Ness Auto Row and the corridor quickly became one of the centers of the auto industry in the western United States.

Although the magnificent showrooms were the focus of the Van Ness Auto Row, they did not exist in isolation from other facets of the automotive industry. Other automotive-related businesses quickly moved to position themselves near the showrooms that would provide them customers seeking tires, supplies and parts, repair, paint, parking, and other automotive-specific services or products. Some of these businesses were located on Van Ness Avenue; however, more of them were located off-Van Ness on nearby side-streets and parallel streets. A concentrated period of construction of these support buildings occurred between 1911, when the big showrooms arrived, and 1920 when construction dropped off as automobile-related businesses dispersed with the expanding city. During the 1910s, over 200 auto-related buildings were constructed on or near the Van-Ness Auto Row between Market Street to the south and Pacific Avenue to the north. As of 2010, only about half of the automotive-related buildings built on or near the Van Ness Avenue corridor remained and many survivors have very low historic integrity of materials, design, and workmanship because of heavy alterations over the years.

[6] Kostura, DPR 523 form for Pine Street Auto Shops Historic District, 6, found in appendix of "Van Ness Auto Row Support Structures."

The Pine Street Auto Shops Historic District is the only example that encompasses more than two auto-related buildings from the 1910s standing adjacent to one another in or near the Van Ness Avenue Auto Row Corridor. All five of the buildings in the historic district were built in the 1910s and used in the automotive industry. **Table 1** indicates the time-span that each contributor was used for auto-related purposes. The building at 1670 Pine Street had brief commercial use as an auto showroom and as a used car sales room. All of the other buildings were used for auto-support purposes like repair and specialty services, including a battery shop, tire shop, auto tops and trimming shop, and a wheel alignment shop.

Architecturally, three of the buildings in the Pine Street Auto Shops Historic District are unified by date of construction and the architectural team who designed them, as shown on **Table 1**.

**Table 1:** Year built, architect/s, architectural style, description of auto-related use, and period of auto-related uses for each contributor to the Pine Street Auto Shops Historic District as reported by William Kostura.

| **Address** | **Year Built** | **Architects** | **Architectural Style** | **Auto-related uses** | **Period of auto-related uses** |
|---|---|---|---|---|---|
| 1634-44 Pine | 1912-1913 | Albert J. Bain | Classical Revival | tire shop (Michelin), auto repair | 1913-1964+ |
| 1650 Pine | 1917 | Heiman & Schwartz | Classical Revival | tire, maintenance, repair | 1917-1942 |
| 1656 Pine | 1917 | unknown or none | Early 20th Century Industrial | repair, fender and radiator, tops and trimming | 1917-1933 |
| 1660 Pine | 1917 | Heiman & Schwartz | Classical Revival | battery, piston rings, tire, used car sales | 1917-1936 |
| 1670 Pine | 1917 | Heiman & Schwartz | Classical Revival | showroom (Ford), repair, tire, wheel alignment | 1917-1940, 1951-1964 |

Each of the buildings designed by Heiman and Schwartz were designed in the Classical Revival style, which became widely popular following the 1893 Columbian Exposition that showcased and generated a broad renewed interest in classical forms. The architectural firm, Heiman and Schwartz designed 1650, 1660, and 1670 Pine Street for owner L.A. Myers, who constructed the buildings in 1917. The partnership of Samuel Heiman and Mel I. Schwartz was in effect from

1914 until 1919, during which time they designed a series of small commercial buildings and Mediterranean-styled houses in Forest Hill and St. Francis Wood. After ending their partnership in 1919, they each continued to work independently, with Heiman having the more prominent career. He designed many commercial and industrial buildings, institutional buildings, residences, and apartment buildings. Although Schwartz designed few buildings on his own, two of the residences he designed are considered exceptional examples of English Renaissance and Baroque-style architecture.

The other buildings in the historic district are 1634-44 and 1656 Pine Street. The building at 1634-44 Pine Street, the first building constructed in the historic district (1912-1913), was designed by obscure architect Albert J. Bain, in the Classical Revival style. The building at 1656 Pine Street, built contemporaneously in 1917 with the three Heiman and Schwartz-designed buildings, does not appear to have been architect-designed. It is a simple masonry structure with little ornament that is stylistically classified as Early Twentieth Century Industrial.

## 5. SUMMARY OF PAST HISTORIC EVALUATIONS / SUMMARY OF STATUS OF HISTORICAL RESOURCES

Currently, the City of San Francisco categorizes the Pine Street Auto Shops Historic District and each of the five buildings that compose the district, as Category A properties, as defined in Bulletin 16, meaning they are known historical resources under CEQA.

The buildings that are now in the Pine Street Auto Shops Historic District were previously studied and included in historic resource inventories. Four of the buildings in the Pine Street Auto Shops Historic District – 1650, 1656, 1660, and 1670 Pine Street – were included in the San Francisco Architectural Heritage Surveys (Rating C) and the Unreinforced Masonry Buildings (UMB) Survey.[7] Properties included in these surveys require further consultation and review to determine if they are historical resources. In June 2005, as a result of their inclusion in these surveys and because of a proposed development project that intended to demolish all five of these buildings along Pine Street, Patrick McGrew of McGrew / Architecture prepared an HRE for the 1600 block of Pine Street and concluded that no historical resources were present in the study area. The San Francisco Planning Department disagreed with the findings, citing that the automotive support system has been recognized in the city's Planning Code since 1978 as a Special Use District, and that several studies (including Environmental Impact Reports, National Historic Preservation Act Section 106 compliance reports, and HREs) had identified a potential

[7] Olmstead, Roger and T.H. Watkins, *Here Today: San Francisco's Architectural Heritage*, 1968; Landmarks Preservation Advisory Board, San Francisco Department of City Planning, "Context Statement and Architectural/Historical Survey of Unreinforced Masonry Building (UMB Construction) in San Francisco from 1850-1940," 1990; City and County of San Francisco Planning Department, "San Francisco Preservation Bulletin No. 16: CEQA Review Procedures for Historic Resources,"; The San Francisco Architectural Heritage survey Rating C indicates "contextual importance."

automotive-themed district along Van Ness Avenue from Civic Center to Jackson Street including parallel and perpendicular streets, like Pine Street.[8]

William Kostura evaluated the five buildings on the 1600 block of Pine Street in 2010 for CRHR-eligibility as part of the *Van Ness Auto Row Support Structures* survey. He identified the Pine Street Auto Shops Historic District and concluded that the historic district and two of the individual buildings therein were eligible for listing in the CRHR. This was the only historic district identified as part of the *Van Ness Auto Row Support Structures* survey. On July 21, 2010 the San Francisco Planning Department's Historic Preservation Commission passed Motion 0077, adopting the survey and context statement prepared by Kostura and adopting the accompanying DPR 523 forms including forms for each of the five buildings on Pine Street addressed in this HRE and a district form for the Pine Street Auto Shops Historic District.[9] **Table 2** indicates the current California Historical Resources Status Codes of the district and each of its contributors, applicable CRHR criteria and periods of significance identified by Kostura, along with the San Francisco Planning Department's Historic Resource Status Code. The historic district and each of its contributors has a status code "3," meaning that they "appear eligible" for listing in the CRHR. Per Bulletin 16, properties with status code 3 are presumed to be historical resources and are therefore considered Category A Historical Resources. Neither the district nor any of the individually eligible contributors are adopted historic resources under Article 10 or Article 11 of the Planning Code.

San Francisco Planning Department considers the Pine Street Auto Shops Historic District a historical resource for the purposes of CEQA compliance because it appears eligible for the CRHR under Criteria 1 and 3. All five of the buildings in the 1600 block are considered contributors to the district. All of the buildings are eligible contributors under CRHR Criteria 1 and 3 with the exception of 1656 Pine Street, which is only an eligible contributor under CRHR Criterion 1. In addition, 1634-44 and 1670 Pine Street appear individually eligible for listing in the CRHR under Criteria 1 and 3**.**

[8] Planning Department, City and County of San Francisco, "Memorandum: Historic Resource Evaluation Response," for Case No. 2004-0764E, August 2, 2006.
[9] San Francisco Planning Department, Historic Preservation Commission, Motion 0077, "Adoption of: *Automotive Support Structures Historic Survey and Context Statement*," hearing date, July 21, 2010; DPR 523 forms attached as Appendix B.

**Table 2:** California Historical Resources Status Codes, applicable CRHR criteria, and period of significance for Pine Street Auto Shops Historic District and its contributing buildings.[10]

| Known Historical Resource | California Historical Resources Status Code | Applicable CRHR Criteria: Historic District | Applicable CRHR Criteria: Individual Eligibility | Period of Significance | SF Planning Dept. Status Code |
|---|---|---|---|---|---|
| Pine Street Auto Shops Historic District | 3CD | 1, 3 | | 1912-1933 | A |
| 1634-44 Pine Street | 3CB | 1, 3 | 1 | 1912-1964 | A |
| 1650 Pine Street | 3CD | 1, 3 | n/a | 1917-1927 | A |
| 1656 Pine Street | 3CD | 1 | n/a | 1917-1927 | A |
| 1660 Pine Street | 3CD | 1, 3 | n/a | 1917-1927 | A |
| 1670 Pine Street | 3CB | 1, 3 | 1, 3 | 1917-1940, 1951-1964 | A |

Historical resources may be listed in the California Register of Historical Resources (CRHR) if they meet any of the following criteria (Pub. Res. Code SS5024.1, Title 14 CCR, Section 4852):

- 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 value.
- Criterion 4: Has yielded, or may be likely to yield, information important in prehistory of history.

To be CRHR eligible, resources must also retain historic integrity, i.e. "the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance," which is "evaluated with regard to the retention of location, design, setting, materials, workmanship, feeling, and association."[11]

## 5.1. District Eligibility

The Pine Street Auto Shops Historic District (**Photographs 1** and **2**) is significant under CRHR Criterion 1 because, as Kostura concluded "this row of five is quite remarkable for its early date

[10] City and County of San Francisco Planning Department, "San Francisco Preservation Bulletin No. 16: CEQA Review Procedures for Historic Resources," 22-23.

[11] City and County of San Francisco Planning Department, "San Francisco Preservation Bulletin No. 16: CEQA Review Procedures for Historic Resources," 22.

and high integrity, and evokes the early history of the automobile industry in San Francisco as no other group of buildings can."[12] As such, it is eligible under this criterion at the local level for its "collective automobile-uses." Each of the five buildings is a contributor to the district. The period of significance is 1917 – 1933, the years that all buildings concurrently had auto-related uses.[13]

Kostura concluded that the district also appears eligible under CRHR Criterion 3, because four of the five buildings (1634-44, 1650, 1660, and 1670 Pine Street) "possess fine details or ornament, were clearly designed with care, and retain good to high integrity." The period of significance for the district under this criterion is 1912-1913 and 1917, the years the buildings were constructed. Four of the buildings are contributors to the historic district under this criterion; the building at 1656 Pine Street is not.[14]

## 5.2. Individual Eligibility

The buildings at 1634-44 and 1670 are individually eligible in addition to being contributors to the historic district.

The building at 1634-44 Pine Street was first briefly used as a Michelin Tire shop, then used long-term as an auto repair shop. Kostura concluded that the property is eligible under CRHR Criterion 1 at the local level "for its overall auto-related uses as a tire shop and auto repair shop." The period of significance is 1912-1964, the years the building had uses associated with the automotive industry.[15]

The building at 1670 Pine Street is individually eligible under CRHR Criteria 1 and 3. Under CRHR Criterion 1, Kostura concluded that the building appears eligible at the local level of significance because it has "excellent longevity of overall auto-related use (31 years)…and is the last surviving auto showroom in the study area [for the *Van Ness Auto Row Support Structures* survey] where Ford autos were sold during the late 1910s and early 1920s." The period of significance is 1917-1940 and 1951-1964, the years when the building was used for auto-related purposes. Kostura also concluded that the building appears individually eligible at the local level under CRHR Criterion 3 because it is "notable for its textured façade, the conception of its parapet and cornice area, and its large, arched first story windows with scroll keys. It is also a

[12] Kostura, DPR 523 form for Pine Street Auto Shops Historic District, 6, found in appendix of "Van Ness Auto Row Support Structures."
[13] Kostura, DPR 523 form for Pine Street Auto Shops Historic District, 6, found in appendix of "Van Ness Auto Row Support Structures."
[14] Kostura, DPR 523 form for Pine Street Auto Shops Historic District, 6, found in appendix of "Van Ness Auto Row Support Structures."
[15] Kostura, DPR 523 form for 1634-44 Pine Street, 8, found in appendix of "Van Ness Auto Row Support Structures."

fine example of the work of Samuel Heiman, an architect of some importance in San Francisco's history." Under Criterion 3, the period of significance is 1917, the year it was constructed.

Kostura did not conclude that the buildings at 1650, 1656 and 1660 Pine Street met any of the CRHR significance criteria for individual eligibility. These buildings had comparatively short spans of auto-related use that does not rise to the threshold of significance for eligibility under CRHR Criterion 1 and the modest architecture of the buildings was not found significant under CRHR Criterion 3. No associations were identified between the buildings and any individuals important to history at the local, state or national level that would merit significance under CRHR Criterion 2.

## 6. CHARACTER-DEFINING FEATURES

Character-defining features are the physical features that allow a property to convey its association with its historic period of significance. The following sections recapitulate the character-defining features of the historic district, its contributors, and the two individually eligible buildings within the historic district based on the DPR 523D form for the Pine Street Auto Shops Historic District and the DPR 523 forms prepared for each of the contributors and adopted by San Francisco's Historic Preservation Commission.[16] JRP took all photographs herein on May 17, 2012.

### 6.1. 1634-44 Pine Street

The character-defining features of 1634-44 Pine Street (**Photographs 3** and **4**) are concentrated at the building's façade and east side. They are:

- height and width of the building
- stucco surface
- profiled cornices and modillions
- courses of egg-and-dart and dentils
- blank frieze
- transom windows and transom bars
- paneled pilasters
- glazed storefront

Both the garage doors and storefront door appear to be replacements that are not character-defining features. The east facing openings along the adjacent alley were not identified as character-defining features.

[16] San Francisco Planning Department, Historic Preservation Commission, Motion 0077, "Adoption of: *Automotive Support Structures Historic Survey and Context Statement*," hearing date, July 21, 2010; DPR 523 forms are in Appendix B.

## 6.2. 1650 Pine Street

The character-defining features of 1650 Pine Street (**Photographs 5** and **6**) are:

- height and width of the building
- red brick walls
- cornice and belt course
- transom windows with their wooden muntins and frames
- storefront window and vehicle entrance openings

The replacement vehicle doors and the boards that fill the window opening are not character-defining features of this building. It is not clear whether the window(s) behind the boards are from the building's period of significance.

## 6.3. 1656 Pine Street

The character-defining features of 1656 Pine Street (**Photographs 7** and **8**) are:

- height and width of the building
- brick façade
- parapet with panel and cornice

The storefront windows and doors are not character-defining features because they appear to be the result of remodeling done after the period of significance.[17]

## 6.4. 1660 Pine Street

The character-defining features of 1660 Pine Street (**Photographs 9** and **10**) are:

- height and width of the building
- tan and buff-colored brick façade
- main and secondary cornices
- bands of ornament in the frieze area of the second story
- wooden second-story windows
- herringbone glazed tile beneath wooden second-story windows
- transom bar in each of the first story bays
- window openings (see discussion in paragraph below)

Kostura stated that the framing and sash of the storefront windows in the outer bays of this building may or may not be contributing, depending on a further examination of the building's permit history and the materials themselves. JRP reviewed building permit records, which did not indicate when the storefront windows may have been altered. The central entrance doors

[17] JRP reviewed all building permits and plans on file with the San Francisco Planning Department for 1656 Pine Street, but the permits did not indicate a definitive date of construction/installation of the doors and windows.

appear to be from a time after the building's period of significance and are not considered character-defining features. Because the flanking windows are fully covered, it cannot be determined if they date to the building's period of significance. Based on the history of the building presented in the DPR 523 forms, it appears that large window openings would be characteristic with the significant uses of the building. Thus, even if the windows themselves are not from the period of significance, the openings should be considered character-defining features.

The DPR 523 form prepared for 1660 Pine Street notes that the signage "has not been considered for possible significance, as developing a context statement on such signage was beyond the scope of this project." The sign is not a character-defining feature of the historic district because it was added to the building after the period of significance for the historic district and it is not automotive related. It was added by B.P. Deovlet Brothers in 1938 when they moved their furniture store to the building.[18] While the sign is not character defining, it does add architectural interest to the building.

## 6.5. 1670 Pine Street

The character-defining features of 1670 Pine Street (**Photographs 11** and **12**) are:

- height and width of the building
- white brick façade
- stepped and gabled parapet with its cap of concrete of cast stone
- plaster shield-and-swag ornament in the parapet
- profiled cornice with supporting brackets
- band of ornament beneath profiled cornice with supporting brackets
- rectangular windows in the second story with their sills and wooden frames
- secondary cornice at the second floor level
- arched window openings in the first story with their brick surrounds and scroll keys
- the shape of the central entrance opening

Kostura stated that if the spandrels and mullions in the upper part of the first story windows were original, they should count as character-defining features. JRP further examined these windows and those at the second story, as well as reviewed available building permits. The building permits for 1670 Pine Street did not indicate whether the windows had been replaced, but based on field inspection this report concludes that the upper portions of the first floor windows that are currently visible and the second floor windows are replacement sashes and are not among this building's character-defining features, as they appear to be anodized metal

[18] 1660 Pine Street, Permit No. 33863, March 25, 1938. San Francisco Building Department.

frames with contemporary glazing.[19] The replacement sashes appear to have been inserted in original openings, and thus the window openings are character-defining. The façade entry is partially obscured by cover boards, but it appears to be modified and is unlikely to be character defining.

## 6.6. Pine Street Auto Shops Historic District

The character-defining features of the Pine Street Auto Shops Historic District are not explicitly stated in the DPR 523D form adopted by the Historic Preservation Commission. Contributors to the district are clearly delineated on separate DPR 523 forms, and their individual character-defining features are stated on each form. Based on the survey and evaluation adopted by the Historic Preservation Commission,[20] as well as fieldwork conducted for this report, the Pine Street Auto Shops Historic District's character-defining features are the:

- Elements identified as character-defining features of the individual contributors, (presented above). Most of the noted character-defining features are the architectural detail at the buildings' façades, highlighting the historic district's significance under CRHR Criterion 3.
- Continuity and contiguous nature of the five buildings that are united by their one to two-story scale, form, and historical association.

This concentration of buildings has a combined width of about 190 feet along Pine Street. The form and scale of the district help convey its historic association under CRHR Criterion 1, with its multi-business automotive-support functions that were identified as historically important. The Pine Auto Shops Historic District is illustrated in **Photograph 1** and **Photograph 2**.

[19] JRP reviewed all building permits and plans on file with the San Francisco Planning Department for 1670 Pine Street, but the permits did not indicate a definitive date of construction/installation of the doors and windows.
[20] San Francisco Planning Department, Historic Preservation Commission, Motion 0077, "Adoption of: *Automotive Support Structures Historic Survey and Context Statement*," hearing date, July 21, 2010; DPR 523 forms are in Appendix B.

**Photograph 1:** Pine Street Auto Shops Historic District, camera facing northeast.


**Photograph 2:** Pine Street Auto Shops Historic District, camera facing northwest.

**Photograph 3:** 1634-44 Pine Street, camera facing north.

**Photograph 4:** 1634-44 Pine Street. Detail of profiled cornices, courses of egg-and-dart, dentils, blank frieze.


**Photograph 5:** 1650 Pine Street, camera facing northeast.

**Photograph 6:** 1650 Pine Street. Detail of cornice and belt course.


**Photograph 7:** 1656 Pine Street, camera facing north.

**Photograph 8:** 1656 Pine Street. Detail of brick façade, parapet, panel, and cornice.


**Photograph 9:** 1660 Pine Street, camera facing northwest.


**Photograph 10:** 1660 Pine Street. Detail of signage.


**Photograph 11:** 1670 Pine Street, camera facing northeast.

**Photograph 12:** 1670 Pine Street. Detail of parapet and cornices.

# 7. IMPACTS ANALYSIS

This Section provides analysis regarding project-specific and cumulative impacts the project may have on historical resources. The analysis in this section is intended to assist the San Francisco Planning Department in its determination of whether the project will have a significant impact to historical resource under CEQA.

## 7.1. Project-Specific Impacts Analysis

This section analyzes the project-specific impacts on the historical resources identified and discussed in Section 6, which includes the Pine Street Auto Shops Historic District, the five buildings that are contributors to the historic district, and the two contributing buildings that are also individually eligible historical resources. This analysis is based on project data provided to JRP, including a written project description prepared by Impact Sciences, Inc., along with plans, elevations, and perspective drawings prepared by Kwan Henmi Architecture/Planning Inc., dated August 15, 2012, the latter of which are provided in Appendix C. The analysis provided below addresses project effects to the historic integrity of historical resources and the project's consistency with the *SOI Standards*.

As noted in Section 5, historic integrity is assessed with regard to the retention of the following aspects of the historical resources' characteristics:

- Location
- Setting
- Design
- Materials
- Workmanship
- Feeling
- Association

The *Secretary of the Interior's Standards for the Treatment of Historic Properties* provides guidance on the preservation and protection for cultural resources listed in or eligible for listing in the National Register of Historic Places. Four types of treatments, Preservation, Rehabilitation, Restoration, and Reconstruction, comprise the *Standards for the Treatment of Historic Properties*. Rehabilitation is the most relevant treatment to assess this project. Rehabilitation is defined as "the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features

which convey its historical, cultural, or architectural values."[21] The *Standards for Rehabilitation* are:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.[22]
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

[21] Kay D. Weeks and Anne E. Grimmer, *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* (National Park Service, Heritage Preservation Services: Washington D.C., 1995) 61.
[22] This HRE does not address archeological resources; therefore, this standard is not addressed.

10. New additions and adjacent or related new construction will be undertaken in a such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

For this project there are two categories of impacts that have the potential to effect historical resources: demolition and *de facto* demolition (See Section 1 above for a definition of *de facto* demolition as it relates to the definition of demolition in Article 10 of the San Francisco Planning Code), the latter term used to describe the removal of all but the façades of buildings within the historic district. Project demolition and *de facto* demolition will greatly diminish the historic integrity of historical resources identified in Section 6. The project also will be inconsistent with the *SOI Standards* because it is not constructing a compatible use within the Pine Street Auto Shops Historic District that preserves the historic district's historical, cultural, or architectural values (see below). The following provides project-specific analysis for each of the historic district's five contributing properties (two of which are also individually eligible for listing in the CRHR) and the Pine Street Auto Shops Historic District as a whole.

#### 7.1.1. **the s**1634-44 Pine Street: *De facto* Demolition

The project will greatly diminish the historic integrity of 1634-44 Pine Street, which is both a contributor to the Pine Street Auto Shops Historic District and individually eligible for the CRHR under Criterion 1 (see Section 7.1.6 for a discussion of project impacts to the historic district). The project leaves the building's façade in place, including a portion of its east wall, but demolishes the remainder of the building. This *de facto* demolition alters the building's character-defining features of height and width, which diminishes its integrity of design, material, workmanship, and feeling. Although the effect of the project on this building is *de facto* demolition, retention of the façade preserves character-defining features that are the architectural details concentrated on the façade. Project plans for the new tower above the historic façade at 1634-44 Pine Street will add large massing immediately above the remaining portion of this historical resource, with only modest setback and glazing to separate the new from the old. This new tower above the 1634-44 Pine Street façade will have design elements that present few features that provide architectural context, transition, or connection with the remaining historic façade below it, and its geometry and design will not readily correspond with the character-defining features of the adjacent historic façade. The new tower affects the historic façade and diminishes its historic integrity of design and setting by abstracting the former one story building into a visually unincorporated base of a new 13 story tower. Although the addition clearly delineates between old and new as recommended in the *SOI Standards*, the addition impedes the ability of an observer to understand the historic form of the building, thus diminishing the individually eligible historical resource's integrity of design, setting, feeling, and association by reducing its ability to convey its significance as a historically significant auto-related support building. The project is also inconsistent with the *SOI*

*Standards* because it alters by way of *de facto* demolition and with the new construction the spatial relationships that characterize the historical resource. The loss of integrity caused by the project reduces its ability to convey its individual significance as a historically important auto-related support building and its significance as a contributor to an historic district. Use of the large garage door at 1634-44 Pine Street for the entrance to the project's underground parking does not cause an impact and is an appropriate reuse of the building's historic design. However, it is unclear from project plans how the remaining portions of the historic façade will be used and whether the character-defining storefront windows will be retained, for example.

#### 7.1.2. 1650 Pine Street: Demolition

The project will demolish 1650 Pine Street, a contributor to the Pine Street Auto Shops Historic District. Thus, the building would no longer retain historic integrity and it would no longer be a contributor to the historic district. The demolition and construction of a portion of a new building in its place is inconsistent with the *SOI Standards*, which emphasize that the historic character of a property be retained by preserving distinctive elements of the property, including materials and features, along with compatible new construction (see Section 7.1.6 for a discussion of project construction to the historic district).

#### 7.1.3. 1656 Pine Street: Demolition

The project will demolish 1656 Pine Street, a contributor to the Pine Street Auto Shops Historic District. Thus, the building would no longer retain historic integrity and it would no longer be a contributor to the historic district. The building demolition and construction of a portion of a new building in its place is inconsistent with the *SOI Standards*, which emphasize that the historic character of a property be retained by preserving distinctive elements of the property, including materials and features, along with compatible new construction (see Section 7.1.6 for a discussion of project construction to the historic district).

#### 7.1.4. 1660 Pine Street: *De Facto* Demolition

The project will greatly diminish the historic integrity of 1660 Pine Street, which is a contributor to the Pine Street Auto Shops Historic District (see Section 7.1.6 for a discussion of project impacts to the historic district). The project leaves the building's façade in place, but demolishes the remainder of the building. This *de facto* demolition alters the building's character-defining features of height and width, which diminishes its integrity of design, material, workmanship, and feeling. This loss of integrity reduces the building's ability to convey its significance as a historically important auto-related support building that contributes to an historic district. There is also potential impact from construction, vibration for example, that could damage the historic façade, which was categorized as an unreinforced masonry

structure. Extant reinforcement alterations that are not visible from the exterior and/or protection measures provided during construction could reduce this potential impact.

Although the effect of the project on this building is *de facto* demolition, many of the character-defining features are preserved and aspects of the new construction are consistent with the *SOI Standards*. *De facto* demolition is not consistent with the *SOI Standards* that state that removal and alterations of materials, features, spaces, and spatial relationships that characterize the property will be avoided. Retention of the façade preserves most – but not all – of the building's character-defining features because architectural detail is concentrated on the façade. The project does not include new construction rising above the height of the façade. From the sidewalk the remaining façade will continue to be understood as an element of a historically important two-story auto-related support building. The use of the façade at 1670 Pine Street as the part of the entrance to the project's residential area does not itself cause an impact to the historical resource, as it continues the historic use as storefront entrances.

### 7.1.5. 1670 Pine Street: *De facto* Demolition

The project will greatly diminish the historic integrity of 1670 Pine Street, which is both a contributor to the Pine Street Auto Shops Historic District and individually eligible for the CRHR under Criteria 1 and 3 (see Section 7.1.6 for a discussion of project impacts to the historic district). The project leaves the building's façade in place, but demolishes the remainder of the building. This *de facto* demolition alters the building's character-defining features of height and width, which diminishes its integrity of design, material, workmanship, and feeling. This loss of integrity reduces the building's ability to convey its significance as a historically important auto-related support building, both individually and as a contributor to an historic district. *De facto* demolition is not consistent with the *SOI Standards*. There is also potential impact from construction, vibration for example, that could damage the historic façade, which was categorized as an unreinforced masonry structure. Extant reinforcement alterations that are not visible from the exterior and/or protection measures provided during construction could reduce this potential impact.

Although the effect of the project on this building is *de facto* demolition, many of the character-defining features are preserved and aspects of the new construction are consistent with the *SOI Standards*. Retention of the façade preserves most – but not all – of the building's character-defining features because architectural detail is concentrated on the façade. The project proposes to construct a 13-story tower set back 16 feet from the front façade of 1670 Pine Street. This setback aids in the ability of the remaining façade to convey the historic significance of the building and its original scale and form. The remaining façade can be understood as an element of a historically important auto-related support building. The use of the façade at 1670 Pine Street as the part of the entrance to the project's residential area does

not itself cause an impact to the historical resource, as it continues the historic use as storefront entrances. The project intends to incorporate the façade's character-defining openings and install new windows (replacing the replacement windows) that would be historically appropriate with the building's period of significance.

### 7.1.6. Pine Street Auto Shops Historic District: *De facto* Demolition

The Pine Street Auto Shops Historic District is a singular historical resource composed of multiple contributing buildings that will be impacted by the project by *de facto* demolition, including full demolition of two of the district's contributing buildings (1650 and 1656 Pine Street) and demolition of all but the façades of the other three contributing buildings (1634-44, 1660, and 1670 Pine Street). In effect, taking into account the Article 10 Planning Code definition of demolition, the project demolishes the Pine Street Auto Shop Historic District. While retention of the façades preserves a modicum of the historical resources' integrity of location, design, material, and workmanship, the project's *de facto* demolition greatly diminishes the district's integrity of setting, feeling, and association, as well as much of the district's integrity of design, material, and workmanship. In addition to removal of the historic district's buildings, except for three façades, the project will also lead to a loss of the overall collective quality of the five auto-related one- to- two story properties grouped together that is an important character of the historical resource's significance. The project will eliminate this last surviving example of more than two intact auto-related buildings in a row from the early era of the Van Ness auto row. Thus, the historic district will largely lose its ability to convey its historic significance reflecting this historical resource's importance as a row of auto-related shops from the early twentieth century.

Incorporation of the three façades (1634-44, 1660, and 1670 Pine Street) into the project's design preserves prominent and visible portions of the Pine Street Auto Shops Historic District that contain a concentration of the historic district's character-defining features. The project will retain the integrity of location for the façades and preserve character-defining features of the Pine Street Auto Shops Historic District that are part of those three façades. Project construction activities have the potential, through construction vibration for example, to damage the unreinforced masonry façades – 1660 and 1670 Pine Street – which will further cause the destruction of historic materials. JRP understands that the project intends to preserve the façades that are being retained, including preservation of historic materials such as original windows. The plan for such actions, however, has not been completed. The project's proposed *de facto* demolition of the Pine Street Auto Shops Historic District is not consistent with the *SOI Standards*, which emphasize retention of a property's historic use and character, minimal change to its distinctive features, materials, and spatial relationship, and alterations that are reversible. Furthermore, construction of the lower floors of the new buildings does not constitute replacement of deteriorated historic features as described in Standards.

The design of the new project, as it relates to the historic district's remaining three façades, has elements that conform to portions of the *SOI Standards*, as well as elements that are inconsistent with the *SOI Standards*. This is particularly evident in review of Standard 9, as it relates to this project. The new construction clearly delineates between old and new, as recommended in the *SOI Standards*, and the location of the new towers are situated to allow for a sense of scale and design of the original buildings. The new construction, however, does not preserve the district's continuous and contiguous quality, nor is the project compatible with the historic features, size, scale, and proportion of the remaining façades. As noted, the project is not constructing a compatible use within the Pine Street Auto Shops Historic District that preserves the district's historical, cultural, or architectural values, and thus it is not a rehabilitation project as defined by the *SOI Standards*. The following provides review of the project as it relates generally to the *SOI Standards*.

Of the five buildings that compose the historic district, the project incorporates three building façades at 1634-44, 1660, and 1670 Pine Street, and the upper-story new construction is setback from two of the three façades. New construction adjacent to the historic façades includes pre-cast concrete framing, glazing panels, orange tile accents, and stacks of projecting balconies, with varying designs throughout the project. The project includes new towers in vertical plane with the historic façades in the now vacant parcel to the west of 1670 Pine Street (at 1690 Pine Street) and where the buildings at 1650 and 1656 Pine Street are now located. Project plans include preservation of the historic façades, however the details of these efforts have not been fleshed out. Thus, it is unclear at this point how door and window openings and their historic material will be handled as the historic façades are integrated into the project.

The remaining façade at 1634-44 Pine Street will be separated from the other historic façades by a new tower that rises directly from the ground with its street side in vertical plane with the adjacent historic façades. The new tower above 1634-44 Pine Street, which incorporates different design elements than other portions of the project, rises directly above the historic façade with a three-foot setback and glazing immediately above the existing façade's cornice. The large garage door at 1634-44 Pine Street will serve as vehicle access to underground parking. The new tower above the historic façade at 1634-44 Pine Street is incompatible with the *SOI Standards* because it adds large massing immediately above the historic façade, with only modest setback and glazing to separate the new from the old. Like the new tower that will replace the buildings at 1650 and 1656 Pine Street, the new tower above 1634-44 Pine Street presents a design that does not provide architectural context, transition, or connection with the remaining historic façade below it. Furthermore, the geometry and design of the tower do not readily correspond with the character-defining features of the adjacent historic façade. The new tower affects the historic façade and diminishes its historic integrity of design and setting by abstracting the former one story building into a visually unincorporated base of a new 13 story tower. While use of the large garage door at 1634-44 Pine Street for the entrance to the

project's underground parking does not cause an impact and is an appropriate reuse of the building's historic design, it is unclear from project plans how the remaining portions historic façade will be used and whether the character-defining storefront windows will be retained, for example.

No tower will rise above and behind the façade at 1660 Pine Street and a new tower will be setback 16 feet from the historic façade of adjacent 1670 Pine Street. The entrance to the project's residential towers will be through these façades. The portion of the project at 1660 Pine Street remains the same height as the current building. This part of the project helps preserve a portion of the historic district's character-defining features of scale and form, as well as integrity of design, feeling, and association, wherein the these buildings can be understood as elements of former modest-scale commercial buildings. The use of the façades at 1660 and 1670 Pine Street as the entrance to the project's residential area does not itself cause an impact to the historical resource, as it continues their use as storefront entrances. However, proposed interior design immediately behind the façades is open and does not include any original sidewalls (or portions thereof), which could indicate the separate businesses that once stood at these locations. This openness abstracts the façades in a manner that does not provide recognition of the multiple component design of the historic district's contributors, along with reducing the ability of the historic district contributors to illustrate their association to one another and to the district's historical significance.

The new tower constructed in place of the buildings at 1650 and 1656 Pine Street obscures the continuous and contiguous nature of the historic district's multi-building streetscape by inserting new construction between the remaining façades. This new tower's design injects design elements that present few features that provide architectural context, transition, or connection with the historic buildings it replaces, or to the remaining historic façades. The new tower has tall divided glazed panel storefront windows beneath coffer-like precast concrete and tile framed glass panels. The geometry of the new tower's framing does not readily correspond with the character-defining features of adjacent historic façades at 1660 or 1634-44 Pine Street. The placement and design of this tower diminishes the historic façade's integrity of design as a row of five one to two story commercial buildings, modifies the setting of the remaining historic façades and their previous connection with one another, and reduces the ability for the district to convey the feeling and association of the historical resource's significance as an important grouping of auto-related support buildings.

Of less impact to the historic façades than other elements of the project is the new tower to be constructed in the now vacant parcel west of and adjacent to 1670 Pine Street (at 1690 Pine Street). This new construction impacts the remaining historic façades similarly to the new tower that will be constructed in place of 1650 and 1656 Pine Street, injecting new design elements immediately adjacent to the historic district that present few features that provide

architectural context, transition, or connection to the remaining historic façades. The new tower will have tall divided glazed panel storefront windows beneath precast concrete frame with large glazing. Integration of the new tower's design with the adjacent historic façade is limited to projecting hoods above new commercial store fronts that align with the secondary cornice line of 1670 Pine Street. Otherwise, the geometry of the new tower's framing and its design features do not readily correspond with the character-defining features of the adjacent historic façade. While this portion of the project is outside the historic district boundaries, it has the potential to affect the remaining façades because it somewhat diminishes the original historic district's integrity of design as a row of five one to two story commercial buildings, modifies the setting of the remaining historic façades, and reduces the ability for the district to convey the feeling and association of the historical resource's significance as an important grouping of auto-related support buildings. Further contextual integration of the lower portions of the new tower would reduce these impacts.

## 7.2. Cumulative Impacts

There are two categories of potential cumulative impacts this project may have on historical resources. The first is the potential impact this project may have taken together with other projects from the past or foreseeable future.[23] The second is impacts this project may have on this type of historical resource city-wide. The project does not have a cumulative impact in combination with other projects that have specifically affected the historic district, because since its recognition as a historic district in 2010, the Pine Street Auto Shops Historic District has not been subject to other projects that have impacted the historical resource or any of its contributors.

Other current major projects and proposed projects in the area include 1101 Van Ness Avenue / 1255 Post Street, 1800 Van Ness Avenue / 1749 Clay Street, and 1333 Gough Street / 1481 Post Street. Also, the Van Ness Bus Rapid Transit program and San Francisco Metropolitan Transit Authority Transit Effectiveness program will have components constructed in the general vicinity of the Pine & Franklin project. The projects listed above involve demolition of existing buildings and construction of new buildings or facilities. The projects are all at least three blocks from the Pine Street Auto Shops Historic District and do not have any potential to impact the historic district, either directly or indirectly. These other projects, along with the programs noted above, will not demolish, destroy, or alter the historic district and its contributors. The other projects and programs will also not diminish the historic district's setting in a manner that would impair its CRHR eligibility. From the information provided to JRP, it appears these projects and programs also do not involve the demolition or alteration of any buildings or structures related to the Van Ness Auto Row context.

[23] The Planning Department provided JRP a list of projects and programs to be included in this section's analysis.

The project has a cumulative impact on a rare type of historical resource, Van Ness Auto Row support structures. In 2010 Kostura concluded that 64 structures within the study area for the Van Ness Auto Row Support Structures survey were individually eligible or contributors to an historic district.[24] Another current project, located at 1545 Pine Street, one block west of the Pine Street Auto Shops Historic District, involves demolition of five buildings, one of which is a Van Ness Auto Row support structure identified as eligible for the CRHR. This single demolition, combined with the proposed demolitions of this project will eliminate entirely three Van Ness Auto Row support structures and cause *de facto* demolition of three more. Taken together, these projects have a cumulative impact on the support structures identified by Kostura in 2010.

Furthermore, the five buildings along Pine Street that are the subject of this HRE are the only buildings Kostura found to be part of an historic district associated with the Van Ness Auto Row support buildings. They are a rare surviving example of their type – a row of more than two auto-related support buildings – located in the greater Van Ness Auto Row. Not merely rare, the Pine Street Auto Shops Historic District is the only example in the Van Ness Auto Row Support Structures study area where more than two support structures were found remaining in a contiguous row. The DPR 523 form prepared for the Pine Street Auto Shops Historic District notes that many auto-related buildings have been demolished since the 1950s and that survivors are mostly scattered.[25] The current project reduces the number of adjacent building façades in this historic district to two, which is a significant loss of integrity to this historic district and a loss of a historical resource type within the broader Van Ness Auto Row and within the City and County of San Francisco.

The *de facto* demolition of the Pine Street Auto Shops Historic District and construction in its place of two 13-story towers has a spatial impact on the relationship between these automotive support structures and the grander auto-showrooms along Van Ness Avenue that are historical resources with a shared context. Two dedicated auto-showrooms and two multi-purpose auto industry buildings that have been determined eligible for the CRHR are located in the 1500 and 1600 block of Van Ness, near the Pine Street Auto Shops Historic District.[26] The project greatly diminishes the ability of the historic district to demonstrate the smaller size and scale of support buildings in relation to the showrooms left standing along Van Ness Avenue, which contributes to the cumulative impact of the project.

[24] Kostura, "Van Ness Auto Row Support Structures," 5.
[25] Kostura, DPR 523 form for Pine Street Auto Shops Historic District, pg. 3, found in appendix of "Van Ness Auto Row Support Structures."
[26] Kostura, "Van Ness Auto Row Support Structures," 68-69.

## 8. MEASURES TO REDUCE PROJECT IMPACTS

The project will impact historical resources. This section provides assessment of measures to reduce project impacts on historical resources. The potential to reduce the impacts addressed in Section 7 depends on the design of an alternative that more closely conforms with the *SOI Standards*, along with completion of various measure proposed herein in response to project impacts.

Following the *SOI Standards*, the project design could (paraphrasing the standards):[27]

- Work to further minimize change to the historical resources' distinctive materials, features, spaces, and spatial relationships.
- Improve integration of historical resource's character-defining features such that more of their historic character will be retained and preserved, working to remove less of the historical resources' distinctive materials or alter fewer features, spaces, and spatial relationships that characterize the historical resources.
- Avoid creating a false sense of historical development, by not adding conjectural features or elements from other historic resources / properties.
- Take into account and preserving, where possible, changes to the historical resource that have acquired historic significance in their own right.
- Ensure preservation of distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize the historical resources.
- Repair rather than replace deteriorated historic features. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
- Undertake chemical or physical treatments, if appropriate, using the gentlest means possible. Treatments that cause damage to historic materials should not be used.
- Construct new additions, exterior alterations, or related new construction that will destroy less historic materials, features, and spatial relationships that characterize the historical resources. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
- Construct new additions and adjacent or related new construction in a such a manner that, if removed in the future, more of the essential form and integrity of the historical resources would be unimpaired.

[27] Weeks and Grimmer, *Secretary of the Interior's Standards for the Treatment of Historic Properties*, 62.

Recommended changes to the project that would better conform with the *SOI Standards for Rehabilitation* include:

- Further setting back the façade of the tower above 1634-44 Pine Street to better illustrate the building's original scale and form, reducing impacts to integrity of design, feeling, and association. This would also serve to decrease the abstraction of the historic façade as a visually unincorporated base of a new 13-story building.
- Retaining the façades of 1650 and 1656 Pine Street and setting new construction back from the façades. Retention of these façades would increase retention of historic materials and more character-defining features of the historic district, including the overall collective quality of the five auto-related one- to- two story properties grouped together that is an important character of the historical resource's significance. Retention of these façades would also lessen the cumulative impact to this type of rare historical resource, a row of more than two contiguous Van Ness auto row support structures, by preserving the historic character of the façade of the historic district. Setting new construction back from the façades would help preserve the character-defining height, scale, and form of the historic district, reducing impacts to integrity of design, feeling, and association.
- Better contextual integration of new construction that is adjacent to historic façades, including the areas behind and immediately above the historic façades. This would increase the new construction's compatibility and architectural integration with the historic materials and features of the historic façades, as well as the spatial relationships of the former row of auto support buildings. It would also decrease the impact to integrity of design, feeling, and association. Contextual integration could be achieved by providing greater transition and connection of the new construction's design geometry and details with the retained façades. This would better integrate the new and old and decrease abstraction of the old façades as a visually unincorporated base of new 13 story towers. These suggested changes in design do not require alteration of the project's choice of materials, but rather these adjustments could be accomplished through refinements to the detailing of the new construction, particularly in areas adjacent to the historic façades. Contextual integration could also include retention of portions of the interior sidewalls perpendicular to the façades, such as at the proposed residential entrance at 1660 and 1670 Pine Street, which would serve to indicate the separate businesses that once stood at these locations and provide recognition of the multiple component design of the historic district's contributors. This effort to increase contextual integration could extend to the new tower constructed at 1690 Pine Street, adjacent to 1670 Pine Street, which could also be partially set back from the third floor up on the Pine Street side to better maintain single and two-story heights along Pine Street and decrease impacts to the historic district's integrity of design, feeling, and association.

Other measures to reduce project impacts could include:

*Historic Preservation Plan and Protective Measures:* A historic preservation plan could be produced and implemented that aids in preserving those portions of the historic district and individual historical resources that will be incorporated into the project. The plan would establish measures to protect the remaining elements of the historical resources during construction, particularly the unreinforced masonry building façades from vibration effects. If deemed necessary upon further condition assessment of the buildings, the plan may include the preliminary stabilization of deteriorated or damaged masonry prior to construction. The historic preservation plan would also further investigate and incorporate preservation recommendation regarding the potential historic materials that comprise the façades and other elements of the historical resources to be retained.

*Historic Documentation:* At minimum the Pine Street Auto Shops Historic District, including the two individually eligible historical resources, could be documented in accordance with Historic American Building Survey (HABS) Level II standards. This documentation would include a written description and photographs made from large-format, black and white film of the buildings' exteriors.

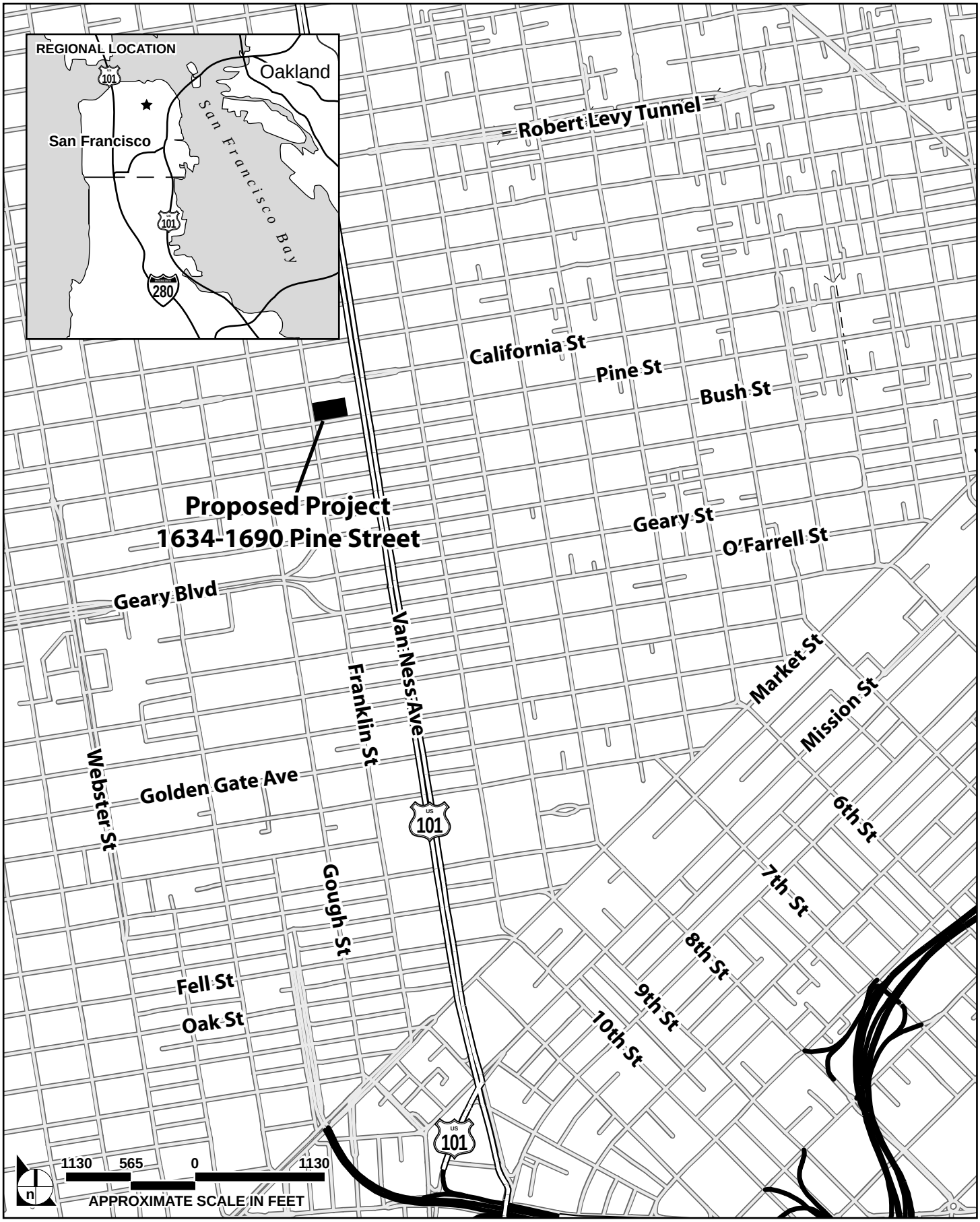
*Permanent Interpretive Exhibits:* The project applicant could install permanent interpretive exhibits on the property that provide information to visitors and occupants regarding the history of the Pine Street Auto Shops Historic District and the development of Van Ness Auto Row. The interpretive exhibit would utilize images, narrative history, drawings, or other archival resources. The interpretive exhibits may be in the form of, but are not necessarily limited to: plaques or markers, interpretive display panels, and or printed material for dissemination to the public. The interpretive exhibits should be installed at a pedestrian-friendly location, and be of adequate size to attract the interested pedestrian.

## 9. CONCLUSIONS

The project diminishes the historic integrity of historical resources and is inconsistent with the *SOI Standards*. Project demolition and *de facto* demolition will diminish the historic integrity of the affected historical resources in such a manner that it is likely that the Pine Street Auto Shops Historic District, district contributors, and individually eligible historical resources therein will no longer be eligible for listing in the CRHR as a result of the project. Possible measures to reduce project impacts include altering the project so that it better conforms to the *SOI Standards*, implementing a historic preservation plan that includes protective measures for the retained portions of the historic district, preparation of historic documentation prepared to HABS standards, and installation of permanent interpretive exhibits.

# Appendix A

Maps




**SOURCE:** Impact Sciences, Inc., September 2012

FIGURE **1**

Project Location

1147.001•09/12

# Appendix B

DPR 523 Forms

*NRHP Status Code: 3CD
*Resource Name or # (Assigned by recorder): 1644-1670 Pine Street

D1. Historic Name: Pine Street Auto Shops Historic District D2. Common Name: same

***D3. Detailed Description** (Discuss overall coherence of the district, its setting, visual characteristics, and minor features. List all elements of district.):

This potential historic district consists of five small light industrial buildings at 1644-1670 Pine Street, each of which was built during the 1910s for purposes of automobiles service and sales. The five buildings are adjacent to each other and have a combined width of about 190 feet along Pine Street; the depth of each building is 137'-6". The narrowest building is 27 feet in width and the widest is about 50 feet. All of the buildings are one or two stories in height. Four are brick masonry in construction and are faced in brick, while the fifth (#1644) is made of reinforced concrete and has a coating of stucco. (continued, p.2)

***D4. Boundary Description** (Describe limits of district and attach map showing boundary and district elements.):

This district comprises five adjacent buildings in city block #647, on lots numbered 7 through 11. The buildings are located on the north side of Pine Street, 125'6" west of Van Ness Avenue and 55' east of Franklin Street. Except for a minor notch in the rear, the five lots each run to a depth of 137'-6". (See sketch map on page 7.)

***D5. Boundary Justification:**

These boundaries were selected because the five buildings are contiguous; all were built during the same decade (within five years of each other during the 1910s); all have similar, automobile-related histories; and they are separated by a substantial distance from other buildings of similar type, history, and age. The closest auto-related building on Pine Street to these five, at #1700-1710, is separated from this group by an empty lot and by Franklin Street; is much larger than any of these five; and was built a decade later (1920s). For purposes of coherence, it seemed best to exclude it from this district, and to evaluate it separately.

Another auto-related building, at 1765 California, is adjacent to these five in that it shares a rear lot line with them. It was built in the 1920s and is much larger in scale. It also seemed best to exclude this building and to evaluate it separately.

***D6. Significance: Theme:** automobile industry **Area:** San Francisco
**Period of Significance:** 1912-1933 **Applicable Criteria:** 1, 3
(Discuss district's importance in terms of its historical context as defined by theme, period of significance, and geographic scope. Also address the integrity of the district as a whole.)

**History of automobile-related buildings in the study area**

The automobile industry in San Francisco began in about 1900, when the first businesses specializing in the sale of automobiles were founded. By 1906 numerous auto showrooms, and a few garages and repair shops, had been established in the city; all but a few of these, however, were destroyed in the earthquake and fire of 1906. (continued, p. 2)

***D7. References** (Give full citations including the names and addresses of any informants, where possible.):

Original building permits for each of these five buildings.
Crocker-Langley and Polk's city directory, and PT&T reverse directory listings for occupants of these buildings, 1913-1964.
Please see DPR 523 forms the individual buildings for further references.

***D8. Evaluator:** William Kostura **Date:** April 2010
**Address:** P. O. Box 60211, Palo Alto, CA 94306

***D3. Detailed Description** (continued)

In style, four of the buildings are Classical Revival in their ornament and detailing. Each of these four employs a classical cornice, horizontal moldings, and a frieze that stretches across the façade. One (#1660) possesses decorative brickwork; one (#1670) has decorative brackets supporting the cornice; two (#1660 and #1670) have classically-styled ornament of plaster or terra cotta; one (#1644) has supporting piers that are expressed as classical pilasters; and one (#1670) has large, arched windows with classical keys. Two or three of the buildings (#1644, #1650, and perhaps #1670) have original windows with multiple lights that are divided by muntins or mullions, while another (#1660) retains windows with original wooden sash.

The other building in this row (#1656) is virtually bare of ornament, and is essentially industrial in character. It has a stepped parapet, a recessed panel in the frieze area, and a minimalist cornice or belt course composed of two courses of brick.

Only two of the five buildings (#1644 and #1650) still have vehicle entrances. A third building (#1670) has a large central opening that is now devoted to pedestrian entrance but was undoubtedly originally devoted to vehicles. The other two buildings (#1656 and #1660) appear to have had their vehicle entrances remodeled in the 1930s, after they passed from automotive to other uses.


View of 1644-1670 Pine Street, looking northwest. #1644 is at far right.

***D6. Significance: (continued)**
The industry quickly rebounded after the fire. During the years 1906-1911 auto showrooms and related buildings were concentrated on Golden Gate Avenue, between Larkin and Gough streets. After 1911, however, new auto showrooms were built principally on Van Ness Avenue, replacing the temporary wooden commercial buildings that had lined the Avenue during the first few years after the earthquake and fire.

These new showrooms were often rather large or imposing. Besides containing rooms for the display of cars, they typically held shops for auto repair, service, and painting; parts stores; auto storerooms; and offices for the sales managers. In addition, a large percentage of auto dealerships on Van Ness also served as distributorships for northern California, and sometimes as distributorships for the entire state plus other western states. San Francisco's "Auto Row," as it was called from the beginning, was one of the centers of the auto industry for the western United States.

The showrooms that were built on Van Ness became a magnet for numerous ancilliary or supporting buildings, such as public garages, auto repair shops, auto supplies and parts stores, tire shops, battery shops, and related specialty services. A few of these were also built on Van Ness, but the great majority were

located on side streets and parallel streets within a block or two of Van Ness. Construction of such buildings began almost simultaneously with the arrival of the big auto showrooms, and continued through the 1920s. By the end of that decade well over two hundred auto-related buildings could be found on or near Van Ness Avenue, from Market Street on the south to Pacific Avenue on the north.

Today, only about one-half of all of the automobile-related buildings that were ever built in the Van Ness Avenue corridor still stand, and many of these have been altered so that their integrity is now poor. The survivors with good integrity represent the early years of the auto industry in the city.

**History of the buildings at 1644-1670 Pine Street**

Each of these five buildings has been recorded separately on State of California DPR 523 A and B forms. Their shared history is summarized here, and some particulars of each building's history are also listed.

Because so many auto-related buildings have been demolished since the 1950s, the surviving auto-related buildings are, for the most part, scattered. The only place where more than two auto-related buildings from the 1910s still stand adjacent to each other is at 1644-1670 Pine Street, where five such buildings still stand in a row.

One of them (#1670) was an auto showroom for five years; another was, very briefly, a used car sales room. Aside from these two commercial uses, all of these buildings were occupied by light industrial shops devoted to the repair and service of automobiles from the 1910s into at least the 1930s. Tire shops and auto repair shops were the most frequent occupants. Others included a battery shop, a fender and radiator shop, an auto tops and trimming shop, a wheel alignment shop, and a shop for light auto maintenance.

Individually, some of these five buildings represent the history of the auto industry better than others do. One of them had auto-related uses for only 16 years before converting to other uses; another, for 19 years. The others had auto-related uses for 25, 31, and 51 years (counting only through 1964, the end year of this study). The average number of years of auto-related use (through 1964) was 28.

The history of each of these buildings is summarized below:

1644 Pine
Year built: 1912-1913
Architect: Albert J. Bain
Style: Classical Revival
Construction type: reinforced concrete
Façade cladding: stucco

Auto-related uses: tire shop (Michelin) and auto repair shops
Period of auto-related uses: 1913-1964+
Total number of years of auto-related use: 51
Integrity: high

1650 Pine
Year built: 1917
Architects: Heiman and Schwartz
Style: Classical Revival
Construction type: brick masonry
Façade cladding: brick
Auto-related uses: tire, light auto maintenance, and auto repair shops
Period of auto-related uses: 1917-1942
Total number of years of auto-related use: 25
Integrity: good to high

1656 Pine
Year built: 1917
Architect: unknown or none
Style: Early 20th century industrial
Construction type: brick masonry
Façade cladding: brick
Auto-related uses: auto repair, fender and radiator, and auto tops and trimming shops
Period of auto-related uses: 1917-1933
Total number of years of auto-related use: 16
Integrity: fair to good

1660 Pine
Year built: 1917
Architects: Heiman and Schwartz
Style: Classical Revival
Construction type: brick masonry
Façade cladding: brick
Auto-related uses: battery, piston rings, and tire shops; used car sales
Subsequent auto-related uses: 1917-1936
Total number of years of auto-related use: 19
Integrity: good

1670 Pine
Year built: 1917
Architects: Heiman and Schwartz
Style: Classical Revival
Construction type: brick masonry
Façade cladding: brick
Auto-related uses: auto showroom (Ford); auto repair, tire, and wheel alignment shops
Period of auto-related uses: 1917-1940, 1951-1964
Total number of years of auto-related use: 31
Integrity: good

In their time, these must have been considered to be unremarkable buildings, just five of many such utilitarian structures in the vicinity. Although care of composition and fine detailing were devoted to most of these five, the same could be said of most buildings of their class during the 1910s. Their principle use as auto repair and service shops was probably little noticed compared to the large auto showrooms, where national brands of automobiles were sold.

Nevertheless, auto-related buildings that date to the 1910s and retain good integrity have become somewhat scarce, and nowhere else in the study area can one find more than two intact auto-related buildings of this age in a row.

**Architects at 1644-1670 Pine Street**

Three of these buildings, #1650, #1660, and #1670, were built in 1917 for the same owner, L. A. Myers, and were designed for him by the same architectural firm, that of Heiman and Schwartz.

After each had worked as draftsmen, Samuel Heiman and Mel I. Schwartz formed a partnership that lasted from 1914-1919. Together they designed small commercial buildings, such as these three on Pine Street, and Mediterranean-styled houses in Forest Hill and St. Francis Wood. After 1919 they each worked independently, Heiman into the 1940s and Schwartz to 1930. Heiman had the more prominent career, designing many commercial and industrial buildings, some of which were large; institutional buildings; fine residences; apartment buildings; and the Health Department building at 101 Grove Street (1930-1931). Schwartz designed little on his own, but two of his houses are exceptional. They are an English

Renaissance house at 2112 Lake (1929) and a more ornate Baroque house at 2151 Sacramento (1921), built for Dr. Albert Abrams. It is one of the finest small houses in the city.

Their buildings at 1650, 1660, and 1670 Pine are all in the Classical Revival style, but they differ somewhat from each other in general treatment. At #1650 the cornice is the single bold architectural element; the rest of this modest building, though possessing some fine detailing, is subordinate to this feature. #1660 also has a prominent cornice, but has, as well, a belt of ornament in the frieze area and decorative brickwork in a herringbone pattern. #1670 is the most elaborate of the three. It has a gabled, squeezed parapet, a cornice supported by brackets, tall arched window openings, and classical ornament made of terra cotta or plaster.

The architect of 1644 Pine, Albert J. Bain, was quite obscure; no other building by him is known. 1656 Pine, as far as is known, had no architect.

**Integrity**

1656 Pine has only fair to good integrity for the period through 1933, when it was devoted to auto uses. If further permit history research shows that its interior zone was remodeled in the 1930s for other uses (as seems likely), then the building could be considered to have good integrity for the period 1930s-1964. Each of the other buildings in this row has, individually, good to high integrity.

The row as a whole has good to high integrity, for there are few places in San Francisco, and none in the Van Ness Avenue corridor, where as many commercial or industrial buildings of this age still stand with as few alterations as this row has undergone. In sum, this row of five buildings, considered as a potential historic district, retains integrity of location, design, materials, workmanship, setting, feeling, and association.

**Evaluation**

Criterion 1

This row of five is quite remarkable for its early date and high integrity, and evokes the early history of the automobile industry in San Francisco as no other group of buildings can. For these reasons, this group of buildings appears to form a potential historic district, one that is eligible for the California Register at the local level under Criterion 1, for its collective automobile-related uses. Each of the five buildings is a contributor to this district. The Period of Significance for this potential district is 1917-1933, the years that all five of the buildings in this district had auto-related uses at the same time.

Criterion 2

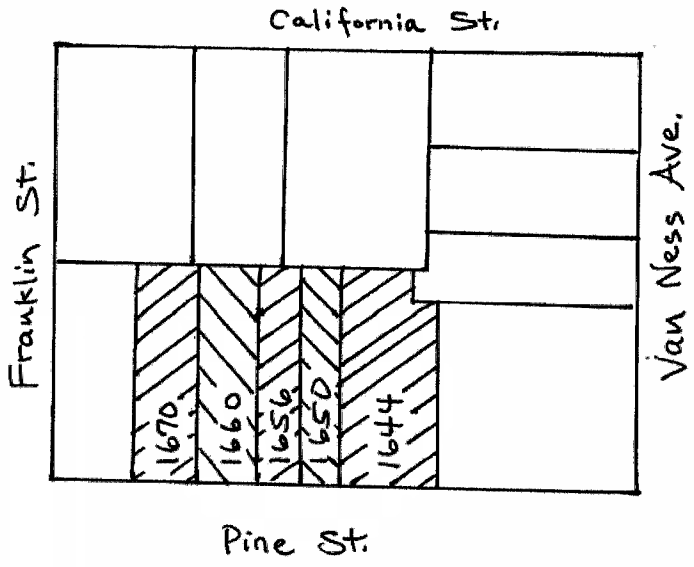
No individual person of historical importance was associated with this group of buildings. L. A. Myers comes closest, but the most that can be said of him is that he was a moderately prolific developer in San Francisco. He seems to have had little to do with this row besides building three of its buildings. Thus, this potential historic district does not appear to be eligible for the California Register under Criterion 2.

Criterion 3

Four of these five buildings possess fine details or ornament, were clearly designed with care, and retain good to high integrity. These include 1644, 1650, 1660, and 1670 Pine Street. Three of them, #s 1650, 1660, and 1670, were designed by the firm of Heiman and Schwartz, whose principles, Samuel Heiman and Mel I Schwartz (especially fhe former), designed many fine buildings in San Francisco. Because of the pleasing features in these four buildings, this row appears to be eligible for the California Register at the local level as a potential historic district under Criterion 3, for their design. The Period of Significance for this district is 1912-1913 and 1917, the years of design and construction. All four of these buildings are contributors to this district. The fifth building, 1656 Pine, is not a contributor to the district.


formation

Detail of 1670 Pine Street




Sketch map showing the buildings in this potential historic district

State of California — The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
# PRIMARY RECORD

Primary # _____
HRI # _____
Trinomial _____
NRHP Status Code 3CB
Other Listings _____
Review Code _____ Reviewer _____ Date _____



*Resource Name or #: (Assigned by recorder) 1644 Pine Street

P1. Historic name of building (if any): Michelin Tire Co./Pete Boatman auto repair shop
P2. Location: *a: County San Francisco ☐ Not for Publication ■ Unrestricted
*b. USGS 7.5' Quad _____ Date _____ T ___; R ___; ___¼ of ___¼ of Sec ___; _____B.M.
c. Address 1644 Pine Street City San Francisco Zip 94109
d. UTM: Zone _____; _____mE/ _____ mN *e. Assessor's parcel #: Block 647, lot 7

*P3a. Description: (Describe resource and its major elements. Include design, materials, condition, alterations, size, setting, and boundaries)

This one-story building occupies a 67'-6" by 137'-6" lot. The building itself is somewhat over fifty feet in width, and the balance of the lot is devoted to a driveway along the east side of the building. According to a published building notice the building is reinforced concrete in construction and clad in stucco. The front of the building is devoted almost entirely to window display and vehicle entry, and thus gives little evidence of this construction type.

At the top of the façade are, from the top, a low parapet, a profiled cornice supported by block modillions, courses of egg-and-dart and dentil moldings, a blank frieze, and a secondary cornice, also profiled. This latter cornice is supported by three pilasters that define a two-bay composition. These pilasters have profiled capitals and paneled shafts. The bay at right (to the east) has a transom

*(See Continuation Sheet, page 2.)*

*P3b Resource Attributes: HP8 – industrial building

*P4. Resources Present: ■ Building ☐ Structure ☐ Object ☐ Site ☐ District ☐ Element of District ☐ Other


P5b. Description of Photo: (View, date, accession #)
View looking north
June 2009
*P6. Date Constructed/Age and Source: ■ Historic ☐ Prehistoric ☐ Both
1912-1913; building permit
*P7. Owner and Address:
PINE & FRANKLIN-CA LLC
P.O.BOX 4900
SCOTTSDALE AZ 85261
*P8. Recorded by: (Name, affiliation, and address)
William Kostura
P. O. Box 60211
Palo Alto, CA 94306
*P9. Date Recorded:
January 2010
*P10. Survey Type: (Describe)
intensive
P11. Report Citation*: (Cite survey report.) William Kostura. *Van Ness Auto Row Support Structures*. San Francisco Department of City Planning, 2009.

*Attachments: ☐ NONE ☐ Location Map ☐ Sketch Map ■ Continuation Sheet ■ Building, Structure and Object Record
☐ Archaeological Record ☐ District Record ☐ Linear Feature Record ☐ Milling Station Record ☐ Rock Art Record
☐ Artifact Record ☐ Photograph Record ☐ Other (List)

**Description (continued):**

of seven painted lights over a large vehicle entrance. The bay at left has a transom of twelve clear lights over a storefront display, pedestrian entrance, and vehicle entrance. The vehicle entrance has a roll-up door. The mullions or framing that hold the storefront windows appear to be original, or early. A low bulkhead at the base of the storefront is clad in stucco.

The treatment described above – classical cornices, frieze, and pilasters framing a transom and storefront window – is replicated in the adjacent bay around the corner on the east-facing façade.

This building is the easternmost in a row of five one and two-story buildings at 1644-1670 Pine Street, all of which date to the 1910s and have histories related to the automobile industry. Collectively, these buildings have a frontage on Pine of 204 feet.


Five buildings at 1644-1670 Pine Street, all of which have automobile-related histories.

B1. Historic Name: Michelin Tire Co./Boatman auto repair shop
B2. Common Name:
B3. Original Use: automobile tires shop B4. Present Use: auto rental
***B5. Architectural Style:** Classical Revival
***B6. Construction History:** (Construction date, alterations, and date of alterations)
Built in 1912-1913. The transom in the eastern bay seems to have an altered pattern of muntins and lights.

***B7. Moved?** ■ **No** ☐ **Yes** ☐ **Unknown** **Date:** _____ **Original Location:** _____
***B8. Related Features:**
none

B9a. Architect: Albert J. Bain b. Builder: Mutual Construction Co.
***B10. Significance: Theme** automobile industry **Area** San Francisco
**Period of Significance** 1912-1964 **Property Type** tires and auto repair shop **Applicable Criteria** 1, 3
(Discuss importance in terms of historical or architectural context as defined by theme, period, and geographic scope. Also address integrity.)

**History -- Construction**

This building was built in 1912-1913 as an investment for owners Charles A. Stanton and William D. O'Donnell, each of whom dealt in real estate. The designer of the building was Albert J. Bain, a very obscure San Francisco architect.

**History -- Occupants**

This building was occupied continuously from 1913 through 1964 as shops for automobile-related businesses. They included a tire shop, auto repair shops, an automobile springs shop, a body repair and auto metal working shop, and a radiator shop. At times two businesses occupied this building simultaneously, and at other times one business occupied the entire building.

*(See Continuation Sheet, page 3.)*

B11. Additional Resource Attributes: (List attributes and codes) _____

***B12. References:**
Building permit #46476 (Dec. 17, 1912)
*Building and Industrial News*, Dec. 10, 1912, 8:1, and Dec. 17, 1912, 18:3)
Crocker-Langley and Polk's city directory, and PT&T reverse directory listings for occupants of this building, 1914-1964
1915, 1936 and 1948 Sanborn insurance maps (1634-1644 Pine)

B13. Remarks:

***B14. Evaluator:** William Kostura
**Date of Evaluation:** January 2010

(This space reserved for official comments.)

(Sketch map with north arrow required)

**History – Occupants (continued)**

Michelin Tire Company

The first occupant, from 1913 through 1919, was the Michelin Tire Company. This is not certain, but it appears this business was a factory branch rather than a local dealer that purchased and sold Michelin tires. Whichever it was, it is clear from a building notice in *Building and Industrial News* (December 10, 1912, p. 8, col. 1) that this tire firm had arranged to lease the building from the owners before the construction began.

This building was not the only place in San Francisco one could buy Michelin tires during these years. In 1915 and 1916 another tire shop, that of George P. Wells at 543 Van Ness, also sold Michelin tires, as did another shop in the Mission district. It may be that these shops competed with the one at 1644 Pine, or that 1644 Pine was a factory branch that supplied these other shops.

Auto repair shops

A portion of this building was devoted to auto repair in 1918. A display ad in the San Francisco *Chronicle* (May 19, 1918) reveals that the Phillips Distributing Company, seller of the Daniels brand of autos on post Street, had their "service station" in this building then. It seems that this shop was in the eastern half of the building (then numbered 1634 Pine), while Michelin had the western half (#1644).

During 1919-1936 this building was occupied by the Boatman auto repair shop, owned variously by Pete Boatman (most years) and Thomas F. Boatman (1919-1920, 1932). In 1920-1922 the Boatmans shared this building with another shop, the Westinghouse Air Spring Company, an auto springs firm, and in 1923-1924 with J. Bruce Gibson's auto supplies store.

The auto repair shop of Jack Ranis occupied this building from 1938 through at least 1964. His city directory listings state that he performed auto metal work, body repair, radiator and fender repair, and acetylene welding. He shared the building during at least 1946-1953 with Dabney Radiator.

To recapitulate, this building was occupied by a tire shop for six years in the 1910s; and by auto repair shops for 46 years, beginning in 1918; for a total of 51 years of automobile-related uses (through 1964, the end year of the period being studied for this report).

**History – Context**

Tire shops in the study area

For purposes of comparison, the more notable surviving buildings in the study area that held tire shops are listed below. This list excludes buildings that have largely lost integrity and auto showrooms whose dealers also sold tires. Except as noted, all retain good to high integrity.

Seven surviving buildings in the study area held tire stores beginning in the 1910s. They include:

*(Continued next page.)*

**History -- Context (continued)**

1301-1305 Van Ness Avenue. This was Goodyear Tire and Rubber Company's factory branch for five years, from 1912-1917. Goodyear occupied about three quarters of this large building, which became devoted to auto showroom use after 1917.

1412-1420 Van Ness Avenue. This was Firestone's factory branch for ten years, 1913-1923. Firestone occupied half of this two-story-plus-basement building, the rest of which was occupied by an auto showroom.

**1644 Pine Street (the building being evaluated here). This one-story building was occupied by Michelin Tire Company for six years, during 1913-1919.**

1233-1237 Van Ness Avenue. This two-story building originally had three storefronts, two of which were occupied by tire companies for ten and eight years, respectively, during 1914-1924. One storefront held the Tansey-Crowe Company, a local business that acted as a tires distributor for the Pennsylvania Rubber Company, of Pennsylvania and Wisconsin. The other tire company in this building was a factory branch, that of the Federal Rubber Manufacturing Company, of Milwaukee, Wisconsin.

1430-1480 Van Ness Avenue. Among this building's three storefronts, tire shops were present for about ten years, from 1915-1924 and in 1927. Integrity is fair.

1650 Pine Street. This small building was occupied for ten years, 1917-1927, by the Superior Tire and Repair Company, which sold tires and performed vulcanizing.

1563-1565 Mission Street. This large building was occupied by Goodyear Tire and Rubber Company for five years, during 1917-1923, perhaps as a warehouse from which to supply local tire shops.

Of the above group, the best example (based on early initial dates, the size of the tire shop, longevity of use, and major brands sold) is 1412-1420 Van Ness. The next best examples should probably be considered to be 1233-1237 Van Ness, 1301-1305 Van Ness, and 1644 Pine.

The best examples of buildings in the study area that held tire shops beginning in the 1920s and 1930s include:

1441 Bush Street. Tire shops performed vulcanizing and retread work in this small building for almost thirty years, from 1922-1951.

1501-1517 Mission Street. A tire shop occupied this building from 1928 through at least 1964. The building was built in two parts, one of brick (#1517, in 1927), and the other in Art Deco style, and faced in stucco (#1501, probably in 1930). Gurley-Lord is known to have sold Goodyear tires in 1940.

500 Turk Street. This building has been occupied by Kahn and Keville from its construction in 1935 to the present. They have always sold Goodyear tires, as well as, at times, batteries, radios, and appliances.

As one can see from the two lists above, the earlier buildings, from the 1910s, were occupied by tire dealers for ten years or less, while buildings from the 1920s-1930s had much greater longevity of use as tire shops.

**History – Context (continued)**

Auto repair shops

Over forty extant buildings in the study area held auto repair shops during the 1910s-1960s. Four of these held auto repair beginning in the 1910s, for periods of over 20 years, and have good or high integrity. They qualify as the oldest good examples of auto repair shops in the study area:

155 Grove Street. This is the oldest building in the study area that was built (in 1915) as an auto repair shop. It held auto repair shops for 23 years.

731-799 Van Ness Avenue. Auto repair use beginning in 1917, for 28 years. This was a large multi-use building; it also held a public garage and an auto painting shop.

1465 Pine Street. Auto repair use beginning in 1917, for at least 30 years.

**1644 Pine Street (the building being evaluated here). Auto repair use beginning in 1918, for 46 years.**

Seven buildings held auto repair shops beginning in the 1920s, had over 30 years of such use (counting through the year 1964), and retain high integrity. These are exceptional examples of this building type, even though they are not as old as those dating to the 1910s. They include:

300 Grove Street. Built in 1920, it held auto repair shops for 38 years. The brick façade is exceptional, and almost all of the wooden windows remain in place.

650, 843, and 845 Polk Street. All built in 1920. These held auto repair shops for 40, 44, and 38 years, respectively. These are small buildings on the scale of 1465 Pine.

824 Ellis Street. Auto repair use beginning in 1920, for 35 years. This was one of the larger and more architecturally distinguished auto repair shops in the study area.

1765 California Street. Auto repair use beginning in 1921, for 43 years, by Hanni and Girerd, a major firm. This was the largest auto repair shop in the study area.

55 Oak Street. Auto repair use beginning in 1929, for 35 years.

Other auto repair shop buildings in the study area that are of interest include:

1415 Van Ness Avenue. Built in 1906 as a clothing store, it became Eugene S. Miner's auto repair shop during 1910-1916. All windows have been altered.

1575-1595 Bush. This building held multiple auto-related uses, including repair shops, upon its completion in 1923.

550 Turk Street. Built as a garage, this building also held an auto repair shop for 21 years, beginning in 1927.

*(Continued next page.)*

**History – Context (continued)**

1540 Bush Street. Built as a battery shop. Eugene S. Miner's auto repair shop was here from 1927-1941.

1522-1524 Bush Street. Built as an auto supplies store, this building held an auto repair shop for 34 years beginning in 1931.

730 Ellis Street. After long use as a garage, this held an auto repair shop for 29 years beginning in 1936.

Buildings in the above lists are of interest for a variety of reasons (early dates of auto repair use, longevity of auto repair use, large capacity of the building, and notable proprietors). It is difficult to rank these in overall importance.

**Integrity**

The two vehicle entrances in this building have non-original doors, as is almost universally the case in the study area. The transom in the more eastern of the two bays may have replacement muntins that do not match the spacing of the original muntins. Otherwise, the exterior of this building had undergone no known alterations. In sum, this building retains integrity of location, design, materials, workmanship, setting, feeling, and association.

**Evaluation**

This is one of more than 100 buildings along the Van Ness Avenue corridor that have a history as auto-mobile support structures, and that are being evaluated for possible historic significance according to the criteria of the California Register of Historical Resources. With a few exceptions, these buildings were auto showrooms, public garages, auto repair shops, auto parts and supplies stores, and auto painting shops. The time period that is being studied is from the initial years of the automobile industry in San Francisco through 1964. Among the factors that have been considered when evaluating a building are its date of construction, its longevity of auto-related use, the importance of its occupants in local auto industry history, integrity, and architectural quality. These factors, and how they apply to evaluations of buildings, are discussed in a cover report, *Van Ness Auto Row Support Structures, 1908-1964.*

Criterion 1

Completed in 1913, this is an early example of an automobile tire shop. With six years of such use in its history, it has brief longevity in this use. This is also an early example of an auto repair shop, with excellent longevity of such use (1918-1964). Although it is difficult to say that this building has significance solely for its use as a tire shop (due to its brief longevity of this use), it is one of the best examples of an auto repair shop in the study area, due to the early date of this use, its longevity in this use, and its high integrity. Only four buildings in the study area had an earlier use as an auto repair shop, and none of those had such use for nearly as long as this one did.

*(Continued next page.)*

**History – Evaluation (continued)**

For these reasons, the building appears to be eligible for the California Register of Historical Resources under Criterion 1, at the local level, for its overall auto-related uses as a tire shop and auto repair shop. The Period of Significance under this criterion is 1913-1964, the years the building had this use.

Criterion 2

None of the proprietors of businesses in this building is known to have been individually important in his field. Accordingly, this building does not appear to be eligible for the California Register under Criterion 2.

Criterion 3

Architecturally, this building is attractive due to the fine detailing of its cornices and pilasters, and the generally pleasing proportions. It perhaps falls slightly below the level of distinction that is needed to find it individually eligible for the California Register under Criterion 3.

Potential historic district

This building also appears to be a contributor to a potential California Register historic district. This district includes the five adjacent buildings at 1644, 1650, 1656, 1660, and 1670 Pine Street, all of which were built in the 1910s; all of which were originally occupied by automobile-related businesses; and four of which were designed in the Classical Revival style and have good to high integrity.

This district appears to be eligible for the California Register under criteria 1 and 3; and 1644 Pine appears to be a contributor under each of these criteria. Under Criterion 1: Auto-related buildings that date to the 1910s and retain good integrity have become somewhat scarce, and nowhere else in the study area can one find more than two intact auto-related buildings from this decade in a row. This row of five is quite remarkable for their early date and high integrity, and evokes the early history of the automobile industry in San Francisco as no other group of buildings can. The Period of Significance under this criterion is 1917-1933, the years that all of these buildings had automobile-related uses at the same time. Under Criterion 3: Four of these five buildings (including 1644 Pine) possess fine details or ornament in the Classical Revival style, and were clearly designed with care. The Period of Significance under this criterion is 1912-1917, the years they were designed and built. Please see the District Record form for 1644-1670 Pine Street for a fuller discussion of this potential historic district.

**Character defining features**

The character defining features of this building are its height and width, its stucco surface, the profiled cornices and modillions, the courses of egg-and-dart and dentils, the blank frieze, the transom windows and transom bars, the paneled pilasters, and the glazed storefront.

State of California — The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
# PRIMARY RECORD

Primary # _____
HRI # _____
Trinomial _____
NRHP Status Code 3CD
Other Listings _____
Review Code _____ Reviewer _____ Date _____



*Resource Name or #: (Assigned by recorder) 1650 Pine Street

P1. Historic name of building (if any): Superior Tire and Repair Company shop
P2. Location: *a: County San Francisco ☐ Not for Publication ■ Unrestricted
*b. USGS 7.5' Quad _____ Date _____ T ___; R ___; ___¼ of ___¼ of Sec ___; _____B.M.
c. Address 1650 Pine Street City San Francisco Zip 94109
d. UTM: Zone _____; _____mE/ _____ mN *e. Assessor's parcel #: Block 647, lot 8

*P3a. Description: (Describe resource and its major elements. Include design, materials, condition, alterations, size, setting, and boundaries)

This one-story, brick masonry building fills its 27' by 137'-6" lot. The façade is faced in red brick, and is divided into two bays of unequal width. A profiled cornice topped by a row of anthemions is located a couple of feet below the parapet and gives the building its Classical Revival style. Below the cornice is a blank frieze, and below the frieze a profiled belt course stretches across the façade.

The narrower bay, at right, is devoted to a vehicle entrance that is closed by paired wooden doors. These doors are plain and are probably not original. The bay at left was once devoted to a storefront window that is now boarded up. Above these two openings are transom windows divided by wooden muntins into rectangular lights; these are held in place by profiled wooden casings and wooden transom bars. The condition of the building is poor; the bulkhead below the storefront window is decayed, revealing wooden framing.

*(See Continuation Sheet, page 2.)*

*P3b Resource Attributes: HP8 – industrial building

*P4. Resources Present: ■ Building ☐ Structure ☐ Object ☐ Site ☐ District ☐ Element of District ☐ Other

P5b. Description of Photo: (View, date, accession #)
View looking north
June 2009

*P6. Date Constructed/Age and Source: ■ Historic ☐ Prehistoric ☐ Both
1917; building permit

*P7. Owner and Address:
PINE & FRANKLIN-CA LLC
P.O.BOX 4900
SCOTTSDALE AZ 85261

*P8. Recorded by: (Name, affiliation, and address)
William Kostura
P. O. Box 60211
Palo Alto, CA 94306

*P9. Date Recorded:
January 2010

*P10. Survey Type: (Describe)
intensive

P11. Report Citation*: (Cite survey report.) William Kostura. *Van Ness Auto Row Support Structures*. San Francisco Department of City Planning, 2009.

*Attachments: ☐ NONE ☐ Location Map ☐ Sketch Map ■ Continuation Sheet ■ Building, Structure and Object Record
☐ Archaeological Record ☐ District Record ☐ Linear Feature Record ☐ Milling Station Record ☐ Rock Art Record
☐ Artifact Record ☐ Photograph Record ☐ Other (List)

**Description (continued):**

This building is one in a row of five one and two-story buildings at 1644-1670 Pine Street, all of which date to the 1910s and have histories related to the automobile industry. Collectively, these buildings have a frontage on Pine of 204 feet.


Five buildings at 1644-1670 Pine Street, all of which have automobile-related histories.

B1. Historic Name: Superior Tire and Repair Company shop
B2. Common Name:
B3. Original Use: tires shop B4. Present Use: vacant
***B5. Architectural Style:** Classical Revival
***B6. Construction History:** (Construction date, alterations, and date of alterations)
Built in 1917. Storefront window and vehicle entrance openings altered at an unknown date.

***B7. Moved?** ■ **No** ☐ **Yes** ☐ **Unknown** **Date:** _____ **Original Location:** _____
***B8. Related Features:**
none

B9a. Architects: Heiman and Schwartz b. Builder: O. W. Britt
***B10. Significance: Theme** automobile industry **Area** San Francisco
**Period of Significance** 1917-1927 **Property Type** tires and auto repair shop **Applicable Criteria** 1, 3
(Discuss importance in terms of historical or architectural context as defined by theme, period, and geographic scope. Also address integrity.)

**History – Construction and architects**

This building was built in 1917 as an investment for owner L. A. Myers, a somewhat prominent real estate developer of the period. The architects were Samuel Heiman and Mel I. Schwartz, who were working in partnership as Heiman and Schwartz. These architects also designed two other (larger) buildings for L. A. Myers on this same block in the same year, at 1660 and 1670 Pine Street.

After apprenticeships, the two formed a partnership that lasted from 1914-1919. Together they designed small commercial buildings such as these three on Pine Street and Mediterranean-styled houses in Forest Hill and St. Francis Wood. After 1919 they each worked independently, Heiman into the 1940s and Schwartz to 1930. Heiman had the more prominent career, designing many commercial and industrial buildings, some of which were large; institutional buildings; fine residences; apartment buildings; and the Health Department building at 101 Grove Street (1930-1931). Schwartz designed little on his own, but two of his houses are exceptional. They are an English Renaissance house at 2112 Lake (1929) and a more ornate Baroque house at 2151 Sacramento (1921), built for Dr. Albert Abrams. It is one of the finest small houses in the city.

B11. Additional Resource Attributes: (List attributes and codes) _____

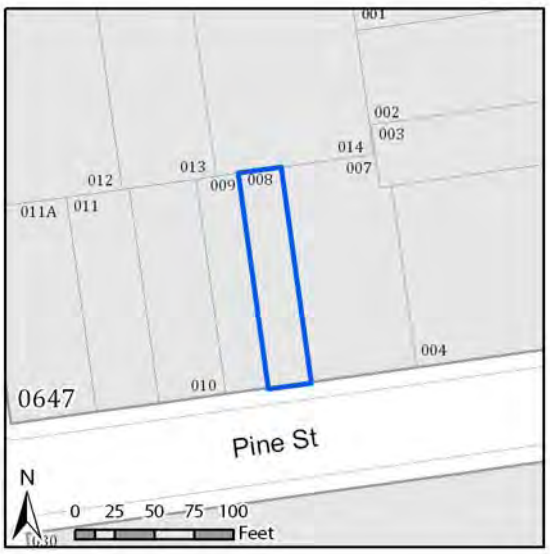
***B12. References:**
Building permit #76595 (May 21, 1917; filed under "1648 Pine")
Crocker-Langley and Polk's city directory, and PT&T reverse directory listings for occupants of this building, 1918-1964
1936 and 1951 Sanborn insurance maps
Display ads for Superior Tire in the *SF Chronicle*, 1919-1922 (found via the ProQuest website, through SFPL's website).

B13. Remarks:

***B14. Evaluator:** William Kostura
**Date of Evaluation:** January 2010

(This space reserved for official comments.)

(Sketch map with north arrow required)



**History -- Occupants**

This building was occupied from 1917 through 1942 by automobile-related shops, most importantly a tire shop and an auto repair shop. The first was the Superior Tire and Repair Company, which occupied this building for ten years, during 1917-1927. This business sold several brands of tires, including Goodrich and Silvertown (in 1919), Firestone (1920), Interlocking Cord (1920), and Goodyear (1922), and performed vulcanizing here. In 1927 Superior moved two doors west to a larger building at 1660 Pine.

In 1927, most likely after Superior Tire moved out, this building was occupied by Palace Auto Maintenance (aka Pine Auto Laundry), which performed "auto laundry" (car wash), oiling, and greasing service. It may have remained here to 1928.

The last auto-related business in this building was the auto repair shop of Ed Bollinger, who was here for fourteen years, from 1929 to 1942. Combined, these three businesses were here for 25 years.

A search by address of several subsequent directories (in 1946, 1953, 1959, and 1964) failed to turn up an occupant of any business type during these years. The building may have been vacant during these years, or it may have been used as a warehouse for storage by a business at a different location.

**History – Context**

Tire shops in the study area

For purposes of comparison, the more notable surviving buildings in the study area that held tire shops are listed below. This list excludes buildings that have largely lost integrity and auto showrooms whose dealers also sold tires. Except as noted, all retain good to high integrity.

Seven surviving buildings in the study area held tire stores beginning in the 1910s. They include:

1301-1305 Van Ness Avenue. This was Goodyear Tire and Rubber Company's factory branch for five years, from 1912-1917. Goodyear occupied about three quarters of this large building, which became devoted to auto showroom use after 1917.

1412-1420 Van Ness Avenue. This was Firestone's factory branch for ten years, 1913-1923. Firestone occupied half of this two-story-plus-basement building, the rest of which was occupied by an auto showroom.

1644 Pine Street. This one-story building was occupied by Michelin Tire Company for six years, 1913-1919.

1233-1237 Van Ness Avenue. This two-story building originally had three storefronts, two of which were occupied by tire companies for ten and eight years, respectively, during 1914-1924. One storefront held the Tansey-Crowe Company, a local business that acted as a tires distributor for the Pennsylvania Rubber Company, of Pennsylvania and Wisconsin. The other tire company in this building was a factory branch, that of the Federal Rubber Manufacturing Company, of Milwaukee, Wisconsin.

*(Continued next page.)*

**History -- Context (continued)**

1430-1480 Van Ness Avenue. Among this building's three storefronts, tire shops were present for about ten years, from 1915-1924 and in 1927. Integrity is fair.

**1650 Pine Street (the building being evaluated here). This small building was occupied for ten years, 1917-1927, by the Superior Tire and Repair Company, which sold tires and performed vulcanizing.**

1563-1565 Mission Street. This large building was occupied by Goodyear Tire and Rubber Company for five years, during 1917-1923, perhaps as a warehouse from which to supply local tire shops.

Of the above group, the best example (based on early initial dates, the size of the tire shop, longevity of use, and major brands sold) is 1412-1420 Van Ness. The next best examples should probably be considered to be 1233-1237 Van Ness, 1301-1305 Van Ness, and 1644 Pine.

The best examples of buildings in the study area that held tire shops beginning in the 1920s and 1930s include:

1441 Bush Street. Tire shops performed vulcanizing and retread work in this small building for almost thirty years, from 1922-1951.

1501-1517 Mission Street. A tire shop occupied this building from 1928 through at least 1964. The building was built in two parts, one of brick (#1517, in 1927), and the other in Art Deco style, and faced in stucco (#1501, probably in 1930). Gurley-Lord is known to have sold Goodyear tires in 1940.

500 Turk Street. This building has been occupied by Kahn and Keville from its construction in 1935 to the present. They have always sold Goodyear tires, as well as, at times, batteries, radios, and appliances.

As one can see from the lists above, the earlier buildings, from the 1910s, were occupied by tire dealers for ten years or less, while buildings from the 1920s-1930s had much greater longevity of such use.

Auto repair shops

Over forty extant buildings in the study area held auto repair shops during the 1910s-1960s. Four of these held auto repair beginning in the 1910s, for periods of over 20 years, and have good or high integrity. They qualify as the oldest good examples of auto repair shops in the study area:

155 Grove Street. This is the oldest building in the study area that was built (in 1915) as an auto repair shop. it held auto repair shops for 23 years.

731-799 Van Ness Avenue. Auto repair use beginning in 1917, for 28 years. This was a large multi-use building; it also held a public garage and an auto painting shop.

1465 Pine Street. Auto repair use beginning in 1917, for at least 30 years.

1644 Pine Street. Auto repair use beginning in 1918, for 46 years.

*(Continued next page.)*

**History – Context (continued)**

Seven buildings held auto repair shops beginning in the 1920s, had over 30 years of such use (counting through the year 1964), and retain high integrity. These are exceptional examples of this building type, even though they are not as old as those dating to the 1910s. They include:

300 Grove Street. Built in 1920, it held auto repair shops for 38 years. The brick façade is exceptional, and almost all of the wooden windows remain in place.

650, 843, and 845 Polk Street. All built in 1920. These held auto repair shops for 40, 44, and 38 years, respectively. These are small buildings on the scale of 1465 Pine.

824 Ellis Street. Auto repair use beginning in 1920, for 35 years. This was one of the larger and more architecturally distinguished auto repair shops in the study area.

1765 California Street. Auto repair use beginning in 1921, for 43 years, by Hanni and Girerd, a major firm. This was the largest auto repair shop in the study area.

55 Oak Street. Auto repair use beginning in 1929, for 35 years.

Other auto repair shop buildings in the study area that are of interest include:

1415 Van Ness Avenue. Built in 1906 as a clothing store, it became Eugene S. Miner's auto repair shop during 1910-1916. All windows have been altered.

1575-1595 Bush. This building held multiple auto uses, including repair shops, upon its completion in 1923.

550 Turk Street. Built as a garage, this building also held an auto repair shop for 21 years, beginning in 1927.

1540 Bush Street. Built as a battery shop. Eugene S. Miner's auto repair shop was here from 1927-1941.

1522-1524 Bush Street. Built as an auto supplies store, this building held an auto repair shop for 34 years beginning in 1931.

730 Ellis Street. After long use as a garage, this held an auto repair shop for 29 years beginning in 1936.

Buildings in the above lists are of interest for a variety of reasons (early dates of auto repair use, longevity of auto repair use, large capacity of the building, and notable proprietors).

**Integrity**

The main alteration to the façade of this building is the replacement of the original vehicle entrance doors, which has been a near-universal occurrence among auto buildings within the study area. The storefront window is boarded up within its original frame, and the storefront bulkhead has deteriorated. Ornament and transom windows survive intact. Overall, this building retains integrity of location, design, materials, workmanship, setting, feeling, and association.

**Evaluation**

This is one of more than 100 buildings along the Van Ness Avenue corridor that have a history as automobile support structures, and that are being evaluated for possible historic significance according to the criteria of the California Register of Historical Resources. With a few exceptions, these buildings were auto showrooms, public garages, auto repair shops, auto parts and supplies stores, and auto painting shops. The time period that is being studied is from the initial years of the automobile industry in San Francisco through 1964. Among the factors that have been considered when evaluating a building are its date of construction, its longevity of auto-related use, the importance of its occupants in local auto industry history, integrity, and architectural quality. These factors, and how they apply to evaluations of buildings, are discussed in a cover report, *Van Ness Auto Row Support Structures, 1908-1964*.

As outlined below, this building does not appear to be individually eligible for the California Register. It does, however, appear to be a contributor to a potential California Register Historic District under Criterion 1.

Criterion 1

Completed in 1917, this is an early example of a tire shop. With ten years of such use in its history, it has moderate longevity in this use. This building was also an auto repair shop for fourteen years (for moderate longevity), from 1929-1942. This is a small building, only 27 feet in width, and its capacity as a tire shop was thus modest compared to some much larger ones.

Other early tire shops in the study area were much larger than this one was, most prominently 1412-1420 Van Ness and 1301-1305 Van Ness, but also including the building next door at 1644 Pine. Tire shops also rank fairly low in the hierarchy of auto-related uses in the study area of this report (beneath auto showrooms, garages, multi-use buildings, and auto repair shops). It seems difficult to say that this building is eligible for the California Register solely for its early use as a tires shop. Regarding its use as an auto repair shop, there are many much better (earlier, larger, and with greater longevity) examples in the study area. This building is clearly not eligible for the California Register solely for its use as an auto repair shop.

This building had 25 years of combined auto-related use (for good longevity) beginning at an early date. Other buildings with these qualities would be eligible for the California Register. Given that this is such a small building, however, whose initial use is fairly low in this study's hierarchy of auto-related uses, it is difficult to say that this building is individually eligible for the California Register for its overall auto-related uses.

Criterion 2

None of the proprietors of businesses in this building is known to have been individually important in his field. Accordingly, this building does not appear to be eligible for the California Register under Criterion 2.

*(Continued next page.)*

**Evaluation (continued)**

Criterion 3

Architecturally, this building is quite modest. Two much better buildings by the same architects can be found a few doors to the west, at 1660 and 1670 Pine. Thus, this building does not appear to be individually eligible for the California Register under Criterion 3.

Potential historic district

This building also appears to be a contributor to a potential California Register historic district, under both Criterion 1 (for their early automobile-related history) and Criterion 3 (for their design), at the local level. This district includes the five adjacent buildings at 1644, 1650, 1656, 1660, and 1670 Pine Street, all of which were built in the 1910s; all of which were originally occupied by automobile-related businesses; and four of which were designed in the Classical Revival style and have good to high integrity.

This district appears to be eligible for the California Register under criteria 1 and 3; and 1650 Pine appears to be a contributor under each of these criteria. Under Criterion 1: Auto-related buildings that date to the 1910s and retain good integrity have become somewhat scarce, and nowhere else in the study area can one find more than two intact auto-related buildings from this decade in a row. This row of five is quite remarkable for their early date and high integrity, and evokes the early history of the automobile industry in San Francisco as no other group of buildings can. The Period of Significance under this criterion is 1917-1933, the years that all of these buildings had automobile-related uses at the same time. Under Criterion 3: Four of these five buildings (including 1650 Pine) possess fine details or ornament in the Classical Revival style, and were clearly designed with care. The Period of Significance under this criterion is 1912-1917, the years they were designed and built. Please see the District Record form for 1644-1670 Pine Street for a fuller discussion of this potential historic district.

**Character defining features**

The character defining features of this building are its height and width, the red brick walls, the cornice and belt course, the transom windows with their wooden muntins and frames, and the storefront window and vehicle entrance openings. The replacement vehicle doors and the boards that fill the window opening are not contributing elements to this building.

State of California — The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
# PRIMARY RECORD

Primary # _____
HRI # _____
Trinomial _____
NRHP Status Code 3CD
Other Listings _____
Review Code _____ Reviewer _____ Date _____



*Resource Name or #: (Assigned by recorder) 1656 Pine Street

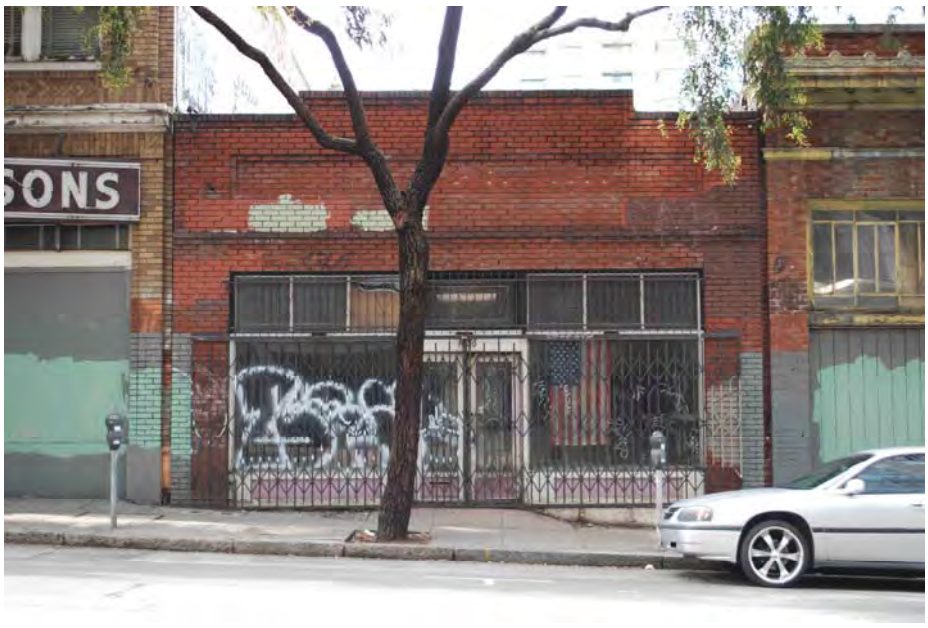
P1. Historic name of building (if any): Borman and Dahneke auto repair, tops, and trimmings shop
P2. Location: *a: County San Francisco ☐ Not for Publication ■ Unrestricted
*b. USGS 7.5' Quad _____ Date _____ T ___; R ___; ___¼ of ___¼ of Sec ___; _____B.M.
c. Address 1656 Pine Street City San Francisco Zip 94109
d. UTM: Zone _____; _____mE/ _____ mN *e. Assessor's parcel #: Block 647, lot 9

*P3a. Description: (Describe resource and its major elements. Include design, materials, condition, alterations, size, setting, and boundaries)

This one-story brick masonry building fills its 27' by 137'-6" lot. The façade is expressed in red brick and in composition forms a single bay or pavilion. The top of the building features a low stepped parapet crowned with a course of slightly projecting header bricks. Below, in the frieze area, a recessed panel of brick stretches across most of the façade. A simple brick cornice of two courses separates the parapet and frieze area from the storefront zone below.

The storefront opening, like the panel above, also stretches across most of the façade. Within this opening is a central pedestrian entrance with paired wooden doors flanked by storefront windows, each with a paneled wooden base. These windows and entrance are spanned by a transom window. A protective grille covers the windows and entrance.

*P3b Resource Attributes: HP8 – industrial building




*P4. Resources Present:
■ Building ☐ Structure ☐ Object ☐ Site ☐ District ☐ Element of District ☐ Other

P5b. Description of Photo: (View, date, accession #)
View looking north
June 2009

*P6. Date Constructed/Age and Source: ■ Historic ☐ Prehistoric ☐ Both
1917; building permit

*P7. Owner and Address:
PINE & FRANKLIN-CA LLC
P.O.BOX 4900
SCOTTSDALE AZ 85261

*P8. Recorded by: (Name, affiliation, and address)
William Kostura
P. O. Box 60211
Palo Alto, CA 94306

*P9. Date Recorded: February 2010

*P10. Survey Type: (Describe)
intensive

P11. Report Citation*: (Cite survey report.) William Kostura. *Van Ness Auto Row Support Structures*. San Francisco Department of City Planning, 2009.

*Attachments: ☐ NONE ☐ Location Map ☐ Sketch Map ■ Continuation Sheet ■ Building, Structure and Object Record ☐ Archaeological Record ☐ District Record ☐ Linear Feature Record ☐ Milling Station Record ☐ Rock Art Record ☐ Artifact Record ☐ Photograph Record ☐ Other (List)

**Description (continued):**

This building is one in a row of five one and two-story buildings at 1644-1670 Pine Street, all of which date to the 1910s and have histories related to the automobile industry. Collectively, these buildings have a frontage on Pine of 204 feet.


Five buildings at 1644-1670 Pine Street, all of which have automobile-related histories.

# BUILDING, STRUCTURE, AND OBJECT RECORD



***NRHP Status Code** 3CD

***Resource Name or #** (Assigned by recorder) 1656 Pine Street

B1. Historic Name: Borman and Dahneke auto repair, tops, and trimmings shop
B2. Common Name:
B3. Original Use: auto repair B4. Present Use: vacant
***B5. Architectural Style:** early 20th century industrial
***B6. Construction History:** (Construction date, alterations, and date of alterations)
Built in 1917. The interior zone (windows and entrance) may have been altered in the 1930s.

***B7. Moved?** ■ No ☐ Yes ☐ Unknown **Date:** _____ **Original Location:** _____
***B8. Related Features:**
none

B9a. Architect: unknown or none b. Builder: John Flaherty
***B10. Significance: Theme** automobile industry **Area** San Francisco
**Period of Significance** 1917-1927 **Property Type** auto repair shop **Applicable Criteria** 1
(Discuss importance in terms of historical or architectural context as defined by theme, period, and geographic scope. Also address integrity.)

**History**

This building was built in 1917 as an investment for owner Leo Oberdeener, and was occupied from its completion through 1933 by automobile repair shops. The first repair shop in this building was that of Fred Kahn, from 1917-1919. At the end of 1919 he left to become the manager of a new business, the American Motor Repair Company, in a very large and fully-equipped plant at the southeast corner of Post and Gough streets (demolished).

The next occupant of 1656 Pine, in 1920, was the S. F. Fender and Radiator Works, which manufactured radiators, lamps, and hoods, and performed body building, sheet metal work, and welding. This building was a branch of its main location at 1528 Van Ness (demolished).

*(See Continuation Sheet, page 4.)*

B11. Additional Resource Attributes: (List attributes and codes) _____

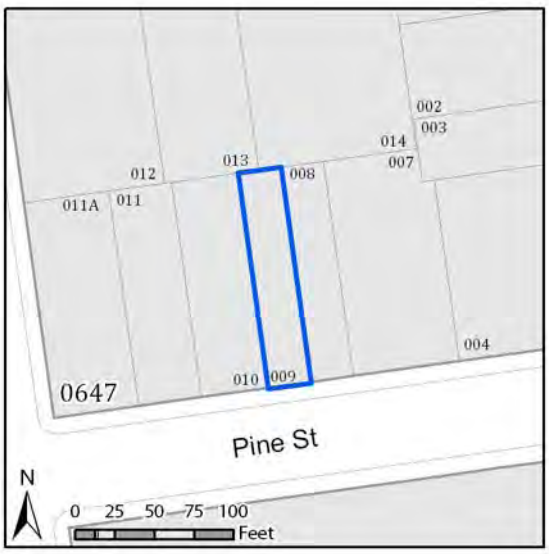
***B12. References:**
Building permit #74751 (February 13, 1917)
Crocker-Langley and Polk's city directory, and PT&T reverse directory listings for occupants of this building, 1917-1964
1936 and 1951 Sanborn insurance maps

B13. Remarks:

***B14. Evaluator:** William Kostura
**Date of Evaluation:** February 2010

(This space reserved for official comments.)

(Sketch map with north arrow required)



**History (continued)**

The third and last auto-related business to occupy this building was that of Borman (Charles J.) and Dahneke (H. L.), during 1921-1933. They performed, variously over time, auto tops and trimming work (1921-1924), auto painting (1927), and auto repair (1929-1933).

This building's subsequent use was as a refrigeration company. The Scott-Buttner Refigeration Company (later, Scott Refrigerator) occupied this building from 1936 to at least 1964.

In sum, auto repair shops were here for roughly eight years (1917-1920 and 1929-1933), and related auto specialty services were here for another eight years, for a total of about sixteen years of auto-related use (1917-1933).

**History – Context – Auto repair shops**

Over forty buildings in the study area that held auto repair shops during the 1910s-1960s stand today. For purposes of comparison between them and 1656 Pine, the most important of them are listed below.

Four of these buildings held auto repair beginning in the 1910s, for periods of over 20 years, and have good or high integrity. They qualify as the oldest good examples of auto repair shops in the study area:

155 Grove Street. This is the oldest building in the study area that was built (in 1915) as an auto repair shop. it held auto repair shops for 23 years.

731-799 Van Ness Avenue. Auto repair use beginning in 1917, for 28 years. This was a large multi-use building; it also held a public garage and an auto painting shop.

1465 Pine Street. Auto repair use beginning in 1917, for at least 30 years.

1644 Pine Street. Auto repair use beginning in 1918, for 46 years.

To contrast and compare, 1656 Pine held auto repair shops beginning in 1917 for roughly eight years, or perhaps more if one adds its years of use as an auto tops and trimming and painting shop.

Seven buildings in the study area held auto repair shops beginning in the 1920s, had over 30 years of such use (counting through the year 1964), and retain high integrity. These are exceptional examples of this building type, even though they are not as old as those dating to the 1910s. They include:

300 Grove Street. Built in 1920, it held auto repair shops for 38 years. The brick façade is exceptional, and almost all of the wooden windows remain in place.

650, 843, and 845 Polk Street. All built in 1920. These held auto repair shops for 40, 44, and 38 years, respectively. These are small buildings on the scale of 1465 Pine.

*(Continued next page.)*

**History – Context (continued)**

824 Ellis Street. Auto repair use beginning in 1920, for 35 years. This was one of the larger and more architecturally distinguished auto repair shops in the study area.

1765 California Street. Auto repair use beginning in 1921, for 43 years, by Hanni and Girerd, a major firm. This was the largest auto repair shop in the study area.

55 Oak Street. Auto repair use beginning in 1929, for 35 years.

Other auto repair shop buildings in the study area that are of interest include:

1415 Van Ness Avenue. Built in 1906 as a clothing store, it became Eugene S. Miner's auto repair shop during 1910-1916. All windows have been altered.

1575-1595 Bush. This building held multiple auto uses, including repair shops, upon its completion in 1923.

550 Turk Street. Built as a garage, this building also held an auto repair shop for 21 years, beginning in 1927.

1540 Bush Street. Built as a battery shop. Eugene S. Miner's auto repair shop was here from 1927-1941.

1522-1524 Bush Street. Built as an auto supplies store, this building held an auto repair shop for 34 years beginning in 1931.

730 Ellis Street. After long use as a garage, this held an auto repair shop for 29 years beginning in 1936.

Buildings in the above lists are of interest for a variety of reasons (early dates of auto repair use, longevity of auto repair use, large capacity of the building, and notable proprietors).

**Integrity**

The brick façade on this building is intact. The interior zone, with its storefront windows and paired pedestrian doors, is of uncertain date. The entry does not seem to be wide enough for easy entrance by automobiles, and thus the possibility exists that the interior zone was altered in the 1930s for the refrigeration company that occupied this building then. Building permits have not been checked to determine whether such an alteration occurred then.

As far as can be understood at present, this building retains integrity of location and setting, while its integrity of design, materials, workmanship, feeling, and association, as it pertains to the building's auto-related use, are diminished.

**Evaluation**

This is one of more than 100 buildings along the Van Ness Avenue corridor that have a history as auto-mobile support structures, and that are being evaluated for possible historic significance according to the criteria of the California Register of Historical Resources. With a few exceptions, these buildings were

*(Continued next page.)*

**Evaluation (continued)**

auto showrooms, public garages, auto repair shops, auto parts and supplies stores, and auto painting shops. The time period that is being studied is from the initial years of the automobile industry in San Francisco through 1964. Among the factors that have been considered when evaluating a building are its date of construction, its longevity of auto-related use, the importance of its occupants in local auto industry history, integrity, and architectural quality. These factors, and how they apply to evaluations of buildings, are discussed in a cover report, *Van Ness Auto Row Support Structures, 1908-1964.*

Completed in 1917, this is an early example of an automobile repair shop. With eight years of such use in its history, it has fair longevity in this use. It has sixteen years of total auto-related use, counting auto repair, painting, and tops and trimming. Its integrity may be diminished by the apparent remodeling of its interior zone, where a vehicle entrance must once have been. For these reasons, the building does not compare favorably with many other auto repair shops in the study area, and it does not appear to be individually eligible for the California Register of Historical Resources under Criterion 1.

None of the proprietors of businesses in this building is known to have been individually important in his field. Accordingly, this building does not appear to be eligible for the California Register under Criterion 2.

Architecturally, this building is very modest, with minimal detailing, and thus does not appear to be eligible for the California Register under Criterion 3.

Potential historic district

Although this building does not appear to be individually eligible for the California Register, it does appear to be a contributor to a potential California Register historic district, under Criterion 1, at the local level. This district includes the five adjacent buildings at 1644, 1650, 1656, 1660, and 1670 Pine Street, all of which were built in the 1910s, all of which were originally occupied by automobile-related businesses, and all of which have good to high integrity. Auto-related buildings that date to the 1910s and retain good integrity have become somewhat scarce, and nowhere else in the study area can one find more than two intact auto-related buildings of this age in a row. This row of five is quite remarkable for their early date and high integrity, and evokes the early history of the automobile industry in San Francisco as no other group of buildings can.

This building's integrity is harmed by the apparent remodeling of its interior zone, but enough of the façade remains to help evoke the automobile history of this row. It thus, if by a slender margin, appears to be a contributor to this potential historic district. The Period of Significance for this potential district is 1917-1933, the years that all of these buildings had automobile-related uses at the same time.

**Character defining features**

The character defining features of this building are its height and width, and its brick façade, including the parapet, panel, and cornice. The interior zone (windows and doors) would not be contributing features if building permits reveal (as seems likely) that it is the result of a 1930s or later remodeling.

State of California — The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
**PRIMARY RECORD**

Primary # _____
HRI # _____
Trinomial _____
NRHP Status Code 3CD
Other Listings _____
Review Code _____ Reviewer _____ Date _____



***Resource Name or #:** (Assigned by recorder) 1660 Pine Street

**P1. Historic name of building (if any):** Gould Storage Battery Co. shop
**P2. Location:** ***a: County** San Francisco ☐ **Not for Publication** ■ **Unrestricted**
*b. USGS 7.5' Quad _____ Date _____ T ___; R ___; ___¼ of ___¼ of Sec ___; _____B.M.
c. Address 1660 Pine Street City San Francisco Zip 94109
d. UTM: Zone _____; _____mE/ _____ mN ***e. Assessor's parcel #:** Block 647, lot 10

***P3a. Description:** (Describe resource and its major elements. Include design, materials, condition, alterations, size, setting, and boundaries)

This two-story brick masonry building fills its 42'-6" by 137'-6" lot. The façade is clad in tan and buff-colored brick that imparts a feeling of warmth. Ornament is in the Classical Revival style and restrained, but is effective, and is appropriate for a shop building of this class. Just below the parapet is a projecting cornice with a paneled soffit and pendants. It is the boldest aspect of this building's ornamental scheme. Beneath this, in the frieze area, are, in turn, a band of classical ornament (possibly of terra cotta) that is interrupted by the brick piers, a continuous belt course that is white in color, and another belt course that is black. These three bands or courses alternate with courses of brick. Immediately below each second story window is a recessed panel of brick, in a herringbone pattern. Beneath these panels, at the second floor level, is a secondary cornice that is profiled.

*(See Continuation Sheet, page 2.)*

***P3b Resource Attributes:** HP8 – industrial building; HP6 – two-story commercial building

***P4. Resources Present:** ■ Building ☐ Structure ☐ Object ☐ Site ☐ District ☐ Element of District ☐ Other


**P5b. Description of Photo:** (View, date, accession #)
View looking north
June 2009

***P6. Date Constructed/Age and Source:** ■ Historic ☐ Prehistoric ☐ Both
1917; building permit

***P7. Owner and Address:**
PINE & FRANKLIN-CA LLC
P.O.BOX 4900
SCOTTSDALE AZ 85261

***P8. Recorded by:** (Name, affiliation, and address)
William Kostura
P. O. Box 60211
Palo Alto, CA 94306

***P9. Date Recorded:** February 2010

***P10. Survey Type:** (Describe)
intensive

**P11. Report Citation*:** (Cite survey report.) William Kostura. *Van Ness Auto Row Support Structures*. San Francisco Department of City Planning, 2009.

***Attachments:** ☐ NONE ☐ Location Map ☐ Sketch Map ■ Continuation Sheet ■ Building, Structure and Object Record
☐ Archaeological Record ☐ District Record ☐ Linear Feature Record ☐ Milling Station Record ☐ Rock Art Record
☐ Artifact Record ☐ Photograph Record ☐ Other (List)

**Description (continued):**

In composition, both stories of the façade are divided into three bays. The brick piers that divide the bays in the second story, however, do not exactly line up with those in the first story. In the second story, windows are tripartite, with wooden frames and mullions, and appear to be original. In the first story, the middle bay is devoted to a pedestrian entrance with sidelights, while the flanking bays are devoted to storefront windows that are now boarded up. There is no vehicle entrance in the building, which suggests that at least the middle opening was remodeled in the 1930s, when the use of the building changed from a tires shop to a furniture store. The transom window across the first story is largely hidden by a projecting sheet metal and neon sign reading "Deovlet and Sons" and "Furniture." This sign was most likely placed in the 1930s.

This building is one in a row of five one and two-story buildings at 1644-1670 Pine Street, all of which date to the 1910s and have histories related to the automobile industry. Collectively, these buildings have a frontage on Pine of 204 feet.


Another view of this building, taken from a different angle than the photo on page one because trees obscure the façade.

# BUILDING, STRUCTURE, AND OBJECT RECORD



***NRHP Status Code** 3CD

***Resource Name or #** (Assigned by recorder) 1660 Pine Street

B1. Historic Name: Gould Storage Battery Co. shop
B2. Common Name:
B3. Original Use: auto battery shop B4. Present Use: vacant
***B5. Architectural Style:** Classical Revival
***B6. Construction History:** (Construction date, alterations, and date of alterations)
Built in 1917. There was probably originally a vehicle entrance that was remodeled as a pedestrian entrance in the 1930s. Other first story sash may or may not be original.

***B7. Moved?** ■ No ☐ Yes ☐ Unknown **Date:** _____ **Original Location:** _____
***B8. Related Features:**
none

B9a. Architect: Heiman and Schwartz b. Builder: unknown
***B10. Significance: Theme** automobile industry **Area** San Francisco
**Period of Significance** 1917-1927 **Property Type** auto shop **Applicable Criteria** 1, 3
(Discuss importance in terms of historical or architectural context as defined by theme, period, and geographic scope. Also address integrity.)

### History – Construction and architects

This building was built in 1917 as an investment for owner L. A. Myers, a somewhat prominent real estate developer of the period. The architects were Samuel Heiman and Mel I. Schwartz, who were working in partnership as Heiman and Schwartz. These architects also designed two other buildings for L. A. Myers on this same block in the same year, at 1650 and 1670 Pine Street.

After apprenticeships, the two formed a partnership that lasted from 1914-1919. Together they designed small commercial buildings such as these three on Pine Street and Mediterranean-styled houses in Forest Hill and St. Francis Wood. After 1919 they each worked independently, Heiman into the 1940s and Schwartz to 1930. Heiman had the more prominent career, designing many commercial and industrial buildings, some of which were large; institutional buildings; fine residences; apartment buildings; and the Health Department building at 101 Grove Street (1930-1931). Schwartz designed little on his own, but two of his houses are exceptional. They are an English Renaissance house at 2112 Lake (1929) and a more ornate Baroque house at 2151 Sacramento (1921), built for Dr. Albert Abrams. It is one of the finest small houses in the city.

B11. Additional Resource Attributes: (List attributes and codes) _____

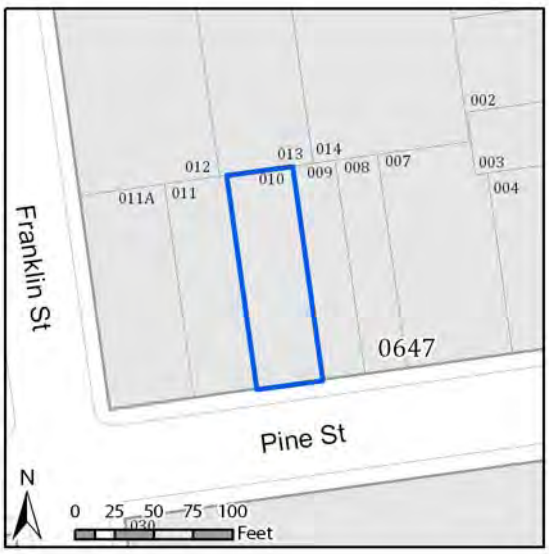
***B12. References:**
Building permit #74406 (January 24, 1917)
Crocker-Langley and Polk's city directory, and PT&T reverse directory listings for occupants of this building, 1918-1964
1936 and 1951 Sanborn insurance maps

B13. Remarks:

***B14. Evaluator:** William Kostura
**Date of Evaluation:** February 2010

(This space reserved for official comments.)

(Sketch map with north arrow required)



**History -- Occupants**

Four automobile-related businesses – a battery shop, a piston rings store, a tires shop, and a used car sales room – occupied this building during its first nineteen years after construction.

Gould Storage Battery Company and McQuay-Norris Manufacturing, 1917-1927

The initial principle occupant was the Gould Storage Battery Company of California, from 1917 to 1927. This was almost certainly was a shop building for the sale, installation and perhaps rehabilitation of auto batteries; its secretary-treasurer and manager was O. W. Lillard. More information about this business could not be found.

During 1917-1919 the McQuay-Norris Manufacturing Company also occupied part of this building. Display ads in the *San Francisco Chronicle* (e.g. June 29, 1919) reveal that McQuay Norris was a piston ring manufacturer based in St. Louis. Their branch in this building is listed in the city directory for 1918 under Auto Supplies; so while it is certain that they sold their piston rings here, it is uncertain whether their business here was a shop for installation of this product in automobiles.

Superior Tire and Repair Company/Goodrich Silvertown, 1927-1935

In June 1927 (according to a building permit) the front of the building was changed, and a post supporting a steel girder was moved, at a cost of $1,000 to accommodate a new business, the Superior Tire and Repair Company, which moved to this building in 1927 from 1650 Pine Street, two doors to the east. The proprietor of this business was David H. Elliot. In ca. 1931 Elliot gave up his proprietorship of his business to become the manager of a branch of the Goodrich Silvertown, Inc. Its headquarters was at 1500 Howard Street, and 1660 Pine was the sole branch. Goodrich and Silvertown were national tire brands, and the tire shop selling them remained at 1660 Pine through 1935.

After Goodrich Silvertown closed this branch, 1660 Pine had one last year of auto-related use, as a used car sales room, in 1936.

B. P. Devolet Brothers, furniture, 1938 and afterward

Beginning in 1938 this building was the furniture store of B. P. Devolet Brothers. This business remained here through at least 1964, and the signage now in place is for Devolet and Sons.

Summary of auto-related occupants

In sum, this was a battery shop for ten years, a tires shop for eight years, a piston rings shop or store for two years, and a used car sales room for one year, for a total auto-related use of nineteen years.

**History – Context**

Batteries shops in the study area

Two other buildings in the study area were devoted especially to use as an automobile battery shop before the 1930s. They are listed below for purpose of comparison with 1660 Pine:

1540 Bush Street. This was the local factory branch of an important national battery brand, the Electric Storage Battery Company, of Philadelphia, from 1916-1926. This company's Exide batteries were manufactured, sold, and installed in customers' cars here during these years. This building is about twice as large as 1660 Pine is and has high integrity. The Exide brand remains in existence today.

1348-1380 Bush Street. This building was occupied by the Willard Storage Battery Company, also an important national brand, during 1917-1936. The building has poor integrity.

Clearly, 1660 Pine Street is a less important example of battery shop than 1540 Bush Street is, and is more important (because of integrity) than 1348-1380 Bush is.

Tire shops in the study area

For purposes of comparison, the more notable surviving buildings in the study area that held tire shops are listed below. This list excludes buildings that have largely lost integrity and auto showrooms whose dealers also sold tires. Except as noted, all retain good to high integrity.

Seven surviving buildings in the study area held tire stores beginning in the 1910s. They include:

1301-1305 Van Ness Avenue. This was Goodyear Tire and Rubber Company's factory branch for five years, from 1912-1917. Goodyear occupied about three quarters of this large building, which became devoted to auto showroom use after 1917.

1412-1420 Van Ness Avenue. This was Firestone's factory branch for ten years, 1913-1923. Firestone occupied half of this two-story-plus-basement building, the rest of which was occupied by an auto showroom.

1644 Pine Street. This one-story building was occupied by Michelin Tire Company for six years, 1913-1919.

1233-1237 Van Ness Avenue. This two-story building originally had three storefronts, two of which were occupied by tire companies for ten and eight years, respectively, during 1914-1924. One storefront held the Tansey-Crowe Company, a local business that acted as a tires distributor for the Pennsylvania Rubber Company, of Pennsylvania and Wisconsin. The other tire company in this building was a factory branch, that of the Federal Rubber Manufacturing Company, of Milwaukee, Wisconsin.

1430-1480 Van Ness Avenue. Among this building's three storefronts, tire shops were present for about ten years, from 1915-1924 and in 1927. Integrity is fair.

*(Continued next page.)*

**History -- Context (continued)**

1650 Pine Street. This small building was occupied for ten years, 1917-1927, by the Superior Tire and Repair Company, which sold tires and performed vulcanizing.

1563-1565 Mission Street. This large building was occupied by Goodyear Tire and Rubber Company for five years, during 1917-1923, perhaps as a warehouse from which to supply local tire shops.

Of the above group, the best example (based on early initial dates, the size of the tire shop, longevity of use, and major brands sold) is 1412-1420 Van Ness. The next best examples should probably be considered to be 1233-1237 Van Ness, 1301-1305 Van Ness, and 1644 Pine.

The best examples of buildings in the study area that held tire shops beginning in the 1920s and 1930s include:

1441 Bush Street. Tire shops performed vulcanizing and retread work in this small building for almost thirty years, from 1922-1951.

1501-1517 Mission Street. A tire shop occupied this building from 1928 through at least 1964. The building was built in two parts, one of brick (#1517, in 1927), and the other in Art Deco style, and faced in stucco (#1501, probably in 1930). Gurley-Lord is known to have sold Goodyear tires in 1940.

500 Turk Street. This building has been occupied by Kahn and Keville from its construction in 1935 to the present. They have always sold Goodyear tires, as well as, at times, batteries, radios, and appliances.

As one can see from the lists above, the earlier buildings, from the 1910s, were occupied by tire dealers for ten years or less, while buildings from the 1920s-1930s had much greater longevity of such use.

**Integrity**

The lack of a vehicle entrance in this building suggests that at least one first story opening, most likely in the center bay, has been altered since 1935, when the last auto-related business was here. Some window sash may also have been altered since then. The brick elements of the façade and ornament remain intact. On balance, this building retains integrity of location and setting; while integrity of design, materials, workmanship, feeling, and association have been slightly diminished.

**Evaluation**

This is one of more than 100 buildings along the Van Ness Avenue corridor that have a history as auto-mobile support structures, and that are being evaluated for possible historic significance according to the criteria of the California Register of Historical Resources. With a few exceptions, these buildings were auto showrooms, public garages, auto repair shops, auto parts and supplies stores, and auto painting shops. The time period that is being studied is from the initial years of the automobile industry in San

*(Continued next page.)*

**Evaluation (continued)**

Francisco through 1964. Among the factors that have been considered when evaluating a building are its date of construction, its longevity of auto-related use, the importance of its occupants in local auto industry history, integrity, and architectural quality. These factors, and how they apply to evaluations of buildings, are discussed in a cover report, *Van Ness Auto Row Support Structures, 1908-1964*.

Criterion 1

Completed in 1917, this is an early example of an automobile battery shop. With ten years of such use in its history (1917-1927), it has moderate longevity in this use. This building also has fair longevity of use as a tires shop beginning at a moderately early date (1927-1935). Its total longevity of all auto uses, nineteen years, is moderate.

As an example of a battery shop, this building is much less important than 1540 Bush, which is twice as large in its capacity and was a factory and retail shop for an important manufacturer during a similar period of time. In the hierarchy of auto-related uses identified for this study, the category of battery shops is low, beneath that of auto showrooms, public garages, multi-use buildings, and general auto repair shops. On balance, this building does not appear to be eligible for the California Register solely for its use as a battery shop.

As an example of a tires shop, which is also fairly low in the hierarchy of auto-related uses, this building was so occupied for a briefer period (eight years) beginning at a later date (1927). Much better examples of tires shops exist in the study area, and so this building also does not appear to be eligible for the California Register solely for its use as a tires shop.

When considered for all of its auto-related uses, this building's history is more interesting, mainly for its early date of such use (1917). However, the total number of years it had these uses (nineteen) is only moderate, and, to reiterate the statements above, the specialty uses this building had (batteries and tires shops, piston rings sales, and used car sales), are low on the hierarchy of uses identified for this study. On balance, this building does not appear to be individually eligible for the California Register for its overall auto-related use.

Criterion 2

No business proprietor in this building is known to have been individually important in his field. Accordingly, this building does not appear to be eligible for the California Register under Criterion 2.

Criterion 3

Architecturally, this building is restrained but effective in its use of ornament. It does not seem quite distinguished enough to be eligible for the California Register under Criterion 3, for its design, although it comes very close to this level of quality. The signage has not been considered for possible significance, as developing a context statement on such signage was beyond the scope of this project.

*(Continued next page.)*

**Evaluation (continued)**

Potential historic district

This building also appears to be a contributor to a potential California Register historic district, under both Criterion 1 (for their early automobile-related history) and Criterion 3 (for their design), at the local level. This district includes the five adjacent buildings at 1644, 1650, 1656, 1660, and 1670 Pine Street, all of which were built in the 1910s; all of which were originally occupied by automobile-related businesses; and four of which were designed in the Classical Revival style and have good to high integrity.

This district appears to be eligible for the California Register under criteria 1 and 3; and 1660 Pine appears to be a contributor under each of these criteria. Under Criterion 1: Auto-related buildings that date to the 1910s and retain good integrity have become somewhat scarce, and nowhere else in the study area can one find more than two intact auto-related buildings from this decade in a row. This row of five is quite remarkable for their early date and high integrity, and evokes the early history of the automobile industry in San Francisco as no other group of buildings can. The Period of Significance under this criterion is 1917-1933, the years that all of these buildings had automobile-related uses at the same time. Under Criterion 3: Four of these five buildings (including 1660 Pine) possess fine details or ornament in the Classical Revival style, and were clearly designed with care. The Period of Significance under this criterion is 1912-1917, the years they were designed and built. Please see the District Record form for 1644-1670 Pine Street for a fuller discussion of this potential historic district.

**Character defining features**

The character defining features of this building are its height and width, the tan and buff-colored brick façade, the main and secondary cornices, the bands of ornament in the frieze area of the second story, the wooden tripartite second story windows, the herringbone brick panels beneath these windows, and the transom bar in each of the first story bays. The framing or sash of the storefront windows in the outer bays may or may not be contributing, depending on a further examination of the building's permit history and the materials themselves.


The row of five buildings at 1644-1770 Pine Street

State of California — The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
# PRIMARY RECORD

Primary # _____
HRI # _____
Trinomial _____
NRHP Status Code 3CB
Other Listings _____
Review Code _____ Reviewer _____ Date _____



*Resource Name or #: (Assigned by recorder) 1670 Pine Street

P1. Historic name of building (if any): Knoph and Dunbar auto showroom
P2. Location: *a: County San Francisco ☐ Not for Publication ■ Unrestricted
*b. USGS 7.5' Quad _____ Date _____ T ___; R ___; ___¼ of ___¼ of Sec ___; _____B.M.
c. Address 1670 Pine Street City San Francisco Zip 94109
d. UTM: Zone _____; _____mE/ _____ mN *e. Assessor's parcel #: Block 647, lot 11

*P3a. Description: (Describe resource and its major elements. Include design, materials, condition, alterations, size, setting, and boundaries)

This brick masonry building fills its 40' by 137'-6" lot. The façade is clad in white-colored brick, and its composition is divided by piers into three bays of equal width. At the top of the building a low parapet is capped by a course of cast stone or concrete and rises after a single step to a gabled peak. A plaster shield with swags decorates the center of the parapet area. Immediately below the parapet a profiled cornice with a paneled soffit stretched across the façade. It is supported by four pairs of curved brackets, a pair being located at the top of each pier. Bands of classical ornament can be found in the frieze area beneath the cornice.

*P3b Resource Attributes: HP6 – two-story commercial building; HP8 – industrial building

*P4. Resources Present: ■ Building ☐ Structure ☐ Object ☐ Site ☐ District ☐ Element of District ☐ Other

P5b. Description of Photo: (View, date, accession #)
View looking north
June 2009

*P6. Date Constructed/Age and Source: ■ Historic ☐ Prehistoric ☐ Both
1917; building permit

*P7. Owner and Address:
PINE & FRANKLIN-CA LLC
P.O.BOX 4900
SCOTTSDALE AZ 85261

*P8. Recorded by: (Name, affiliation, and address)
William Kostura
P. O. Box 60211
Palo Alto, CA 94306

*P9. Date Recorded:
February 2010

*P10. Survey Type: (Describe)
intensive

P11. Report Citation*: (Cite survey report.) William Kostura. *Van Ness Auto Row Support Structures*. San Francisco Department of City Planning, 2009.

*Attachments: ☐ NONE ☐ Location Map ☐ Sketch Map ■ Continuation Sheet ■ Building, Structure and Object Record
☐ Archaeological Record ☐ District Record ☐ Linear Feature Record ☐ Milling Station Record ☐ Rock Art Record
☐ Artifact Record ☐ Photograph Record ☐ Other (List)

**Description (continued):**

Second story windows are rectangular and have replacement metal sash within original wooden frames. A sill of cast stone or concrete forms the base of each of these windows. At the second floor level is a secondary cornice, also profiled. In the first story, tall arched windows fill the outer bays, and a rectangular entrance opening of equal height fills the middle bay. The arched windows are framed by two concentric courses of bricks, with a course of headers slightly recessed within a course of stretchers. These courses are decorated, and interrupted, by scroll keys that meet and lend visual support to the cornice above.

Within the arched windows, spandrels can be found at what appears to be a mezzanine level, and mullions divide the glazing above into several lights each. These spandrels and mullions appear to be original, but a closer examination is needed to confirm this. The window area below is boarded up. In the center bay, the entrance is completely altered with new doors and framing.

This building is one in a row of five one and two-story buildings at 1644-1670 Pine Street, all of which date to the 1910s and have histories related to the automobile industry. Collectively, these buildings have a frontage on Pine of 204 feet.

Detail of parapet, cornice, brackets, and frieze ornament. The windows have replacement metal sash set within original wooden frames.

Detail of arched window in first story


The row of five buildings at 1644-1670 Pine Street

# BUILDING, STRUCTURE, AND OBJECT RECORD



***NRHP Status Code** 3CB

***Resource Name or #** (Assigned by recorder) 1670 Pine Street

B1. Historic Name: Knoph and Dunbar auto showroom
B2. Common Name:
B3. Original Use: auto showroom B4. Present Use: vacant
***B5. Architectural Style:** Classical Revival
***B6. Construction History:** (Construction date, alterations, and date of alterations)
Built in 1917. Second story window sash and entrance altered at an unknown date.

***B7. Moved?** ■ No ☐ Yes ☐ Unknown **Date:** _____ **Original Location:** _____
***B8. Related Features:**
none

B9a. Architects: Heiman and Schwartz b. Builder: O. W. Britt
***B10. Significance: Theme** automobile industry **Area** San Francisco
**Period of Significance** 1917-1940, 1951-1964 **Property Type** auto showroom & repair shop **Applicable Criteria** 1, 3
(Discuss importance in terms of historical or architectural context as defined by theme, period, and geographic scope. Also address integrity.)

**History – Construction and architects**

This building was built in 1917 as an investment for owner L. A. Myers, a somewhat prominent real estate developer of the period. The architects were Samuel Heiman and Mel I. Schwartz, who were working in partnership as Heiman and Schwartz. These architects also designed two other buildings for L. A. Myers on this same block in the same year, at 1650 and 1660 Pine Street.

After apprenticeships, the two formed a partnership that lasted from 1914-1919. Together they designed small commercial buildings such as these three on Pine Street and Mediterranean-styled houses in Forest Hill and St. Francis Wood. After 1919 they each worked independently, Heiman into the 1940s and Schwartz to 1930. Heiman had the more prominent career, designing many commercial and industrial buildings, some of which were large; institutional buildings; fine residences; apartment buildings; and the Health Department building at 101 Grove Street (1930-1931). Schwartz designed little on his own, but two of his houses are exceptional. They are an English Renaissance house at 2112 Lake (1929) and a more ornate Baroque house at 2151 Sacramento (1921), built for Dr. Albert Abrams. It is one of the finest small houses in the city.

B11. Additional Resource Attributes: (List attributes and codes) _____

***B12. References:**
Building permit #75773 (March 30, 1917)
Crocker-Langley and Polk's city directory, and PT&T reverse directory listings for occupants of this building, 1918-1964
Display ads for Knoph and Dunbar in SF Chronicle, 1917-1922, found via ProQuest website (through SFPL's website)
1936 Sanborn insurance map (auto service)
1951 Sanborn insurance map (store)

B13. Remarks:

***B14. Evaluator:** William Kostura
**Date of Evaluation:** February 2010

(This space reserved for official comments.)

(Sketch map with north arrow required)

**History -- Occupants**

This building was occupied by several automobile-related businesses for most years from the time of its completion through at least 1964. These businesses included an auto showroom, two auto repair shops, a tires shop, and a wheel alignment shop.

Knoph and Dunbar, Ford dealers

The first occupants, Harry T. Knoph and William G. Dunbar, sold Ford automobiles here from 1917 through 1921. In 1922, perhaps due to the recession of the early 1920s, Knoph dropped out of the partnership and Dunbar continued to sell Ford on his own through at least June of that year, before quitting the business. During these five years Knoph and Dunbar was one of from twelve to fifteen Ford dealerships in San Francisco at any one time. The *San Francisco Chronicle* explained in an article ("Ford Agents in City Win Way on Merit Alone," March 4, 1917, p. 50) that, unlike other auto manufacturers, who usually appointed one distributor for the entire city, Ford had an independent dealership in each district of the city. William L. Hughson, the city's first and largest Ford dealer, had the dealership for upper Van Ness Avenue (at #1101; demolished), Smith and Kaiser sold Fords on lower Van Ness (at #214; altered), Flynn and Collins sold Ford on Golden Gate Avenue (demolished), and other Ford dealers were located on Valencia Street, downtown, in the outer Mission, and so forth.

In early 1917, Knoph and Dunbar, then a brand new dealership, sold Fords from 1028 Geary (extant), which besides being a small storefront had the disadvantage of being less than a block from William L. Hughson's large Kissel Kar and Ford showroom. After only a few months there they elected to move to larger quarters, and it seems likely they contracted with L. A. Myers to occupy his new building at 1670 Pine before its construction even began. In retrospect, this does not seem like a very good location for an auto dealership, since it was surrounded by auto repair shops, tire shops, a garage, and other auto support businesses, and nearly a block from other auto showrooms on Van Ness. However, the fact that Knoph and Dunbar survived here for five years denotes a certain success, and it seems this dealership carved out a niche for itself.

Subsequent occupants

After Knoph and Dunbar left, the following auto repair and related shops occupied this building:

1924: According to a building permit, an auto tops factory occupied this building in that year. The name of this business is unknown.

1925-1927: Fred Kahn and Son, auto repair

1929-1930: Dayton Rubber Company. Presumably this firm sold automobile tires.

1934-1940: Fred Lewertoff, auto repair

1941-1950: The occupants of this building are unknown for these years.

1951-1964: Superior Frame and Wheel Aligning Service

*(Continued next page.)*

**History -- Occupants**

In sum, this building was occupied by a Ford dealership for five years, general auto repair shops for ten years, an auto tops factory for up to one year, a tires shop for one or two years, and a wheel alignment shop for fourteen years, for a total of about 31 years of known auto-related use (through 1964, the end year of the period being studied).

History – Context – Surviving Ford showrooms in the study area

Many buildings in the study area have held Ford dealerships from 1903 through 1964. The great majority of them have been extensively altered or demolished. Those that survive with at least fair integrity include (in chronological order):

550-590 Van Ness Avenue. Under the name Standard Motor Car Co., William L. Hughson sold Ford autos here from 1909-1913. Later, during 1925-1928, Flynn and Collins sold Fords here also. Thus, Ford was sold here for a total of eight years. All of this building's window sash has been altered, but it is otherwise intact.

**1670 Pine Street (the building being evaluated here). Knoph and Dunbar sold Ford here during 1917-1922.**

950 Van Ness Avenue. Cecil Whitebone' Midtown Motors sold Ford here from 1940 into the 1970s. This building's window and door sash have been altered.

1270 Bush Street/1200 Larkin Street. This building was occupied by William L. Hughson's Ford business from 1943 to his death in 1967. Its main use was as his office and service shop, but he also sold autos here during 1943-1945 and some later years. This building has high integrity.

1400 Van Ness Avenue. William L. Hughson sold Ford autos here from 1945 until his death in 1967. This building has high integrity.

The most significant of these are the three that were occupied by William L. Hughson, the most important Ford dealer in San Francisco's history. 1670 Pine is of much lesser importance, but it is the only building still standing in the study area where Fords were sold during the late 1910s and early 1920s.

**Integrity**

This building is largely intact. In the second story, windows have replacement metal sash within original wooden frames. In the first story, the spandrels and the mullions in the upper part of the windows are of uncertain date; they seem compatible, however, with this building's date of construction. The first story vehicle entrance has been altered within the original opening. The rest of this building's façade, including its ornamental scheme, remains in place. In sum, this building retains integrity of location, design, workmanship, setting, and association, while integrity of materials and feeling are slightly diminished.

**Evaluation**

This is one of more than 100 buildings along the Van Ness Avenue corridor that have a history as automobile support structures, and that are being evaluated for possible historic significance according to the criteria of the California Register of Historical Resources. With a few exceptions, these buildings were auto showrooms, public garages, auto repair shops, auto parts and supplies stores, and auto painting shops. The time period that is being studied is from the initial years of the automobile industry in San Francisco through 1964. Among the factors that have been considered when evaluating a building are its date of construction, its longevity of auto-related use, the importance of its occupants in local auto industry history, integrity, and architectural quality. These factors, and how they apply to evaluations of buildings, are discussed in a cover report, *Van Ness Auto Row Support Structures, 1908-1964*.

Completed in 1917, this is an early example of an automobile-related building showroom. It has brief longevity as an automobile showroom (five years), moderate longevity as a general auto repair shop (ten years), and excellent longevity of overall auto-related use (31 years). In addition, this is the last surviving auto showroom in the study area where Ford autos were sold during the late 1910s and early 1920s. Although there are much better examples of auto showrooms and also of general auto repair shops in the study area, this building's early date of construction, excellent longevity, and good integrity help it to illustrate important aspects of the early auto industry in San Francisco. For these reasons, the building appears to be eligible for the California Register of Historical Resources under Criterion 1, at the local level, for its overall auto-related use. The Period of Significance under this criterion is 1917-1940 and 1951-1964, the years the building had such use.

None of the proprietors of businesses in this building is known to have been individually important in his field. Accordingly, this building does not appear to be eligible for the California Register under Criterion 2.

Architecturally, this building is notable for its textured façade, the conception of its parapet and cornice area, and its large, arched first story windows with scroll keys. It is also a fine example of the work of Samuel Heiman, an architect of some importance in San Francisco's history. This building accordingly appears to be eligible for the California Register under Criterion 3. The Period of Significance under this criterion is 1917, the year of construction.

Potential historic district

This building also appears to be a contributor to a potential California Register historic district, under both Criterion 1 (for their early automobile-related history) and Criterion 3 (for their design), at the local level. This district includes the five adjacent buildings at 1644, 1650, 1656, 1660, and 1670 Pine Street, all of which were built in the 1910s; all of which were originally occupied by automobile-related businesses; and four of which were designed in the Classical Revival style and have good to high integrity.

*(Continued next page.)*

**Evaluation (continued)**

This district appears to be eligible for the California Register under criteria 1 and 3; and 1670 Pine appears to be a contributor under each of these criteria. Under Criterion 1: Auto-related buildings that date to the 1910s and retain good integrity have become somewhat scarce, and nowhere else in the study area can one find more than two intact auto-related buildings from this decade in a row. This row of five is quite remarkable for their early date and high integrity, and evokes the early history of the automobile industry in San Francisco as no other group of buildings can. The Period of Significance under this criterion is 1917-1933, the years that all of these buildings had automobile-related uses at the same time. Under Criterion 3: Four of these five buildings (including 1670 Pine) possess fine details or ornament in the Classical Revival style, and were clearly designed with care. The Period of Significance under this criterion is 1912-1917, the years they were designed and built. Please see the District Record form for 1644-1670 Pine Street for a fuller discussion of this potential historic district.

**Character defining features**

The character defining features of this building are its height and width, the white brick façade, the stepped and gabled parapet with its cap of concrete or cast stone, the plaster shield-and-swag ornament in the parapet, the profiled cornice with supporting brackets, the band of ornament beneath this cornice, the rectangular windows in the second story with their sills and wooden frames, the secondary cornice at the second floor level, the arched window openings in the first story with their brick surrounds and scroll keys, and the shape of the central entrance opening. If the spandrels and mullions in the upper part of the first story windows should prove, upon further examination, to be original, then they should count as character-defining features as well. The replacement sash in the second story windows are not contributing features to this building.

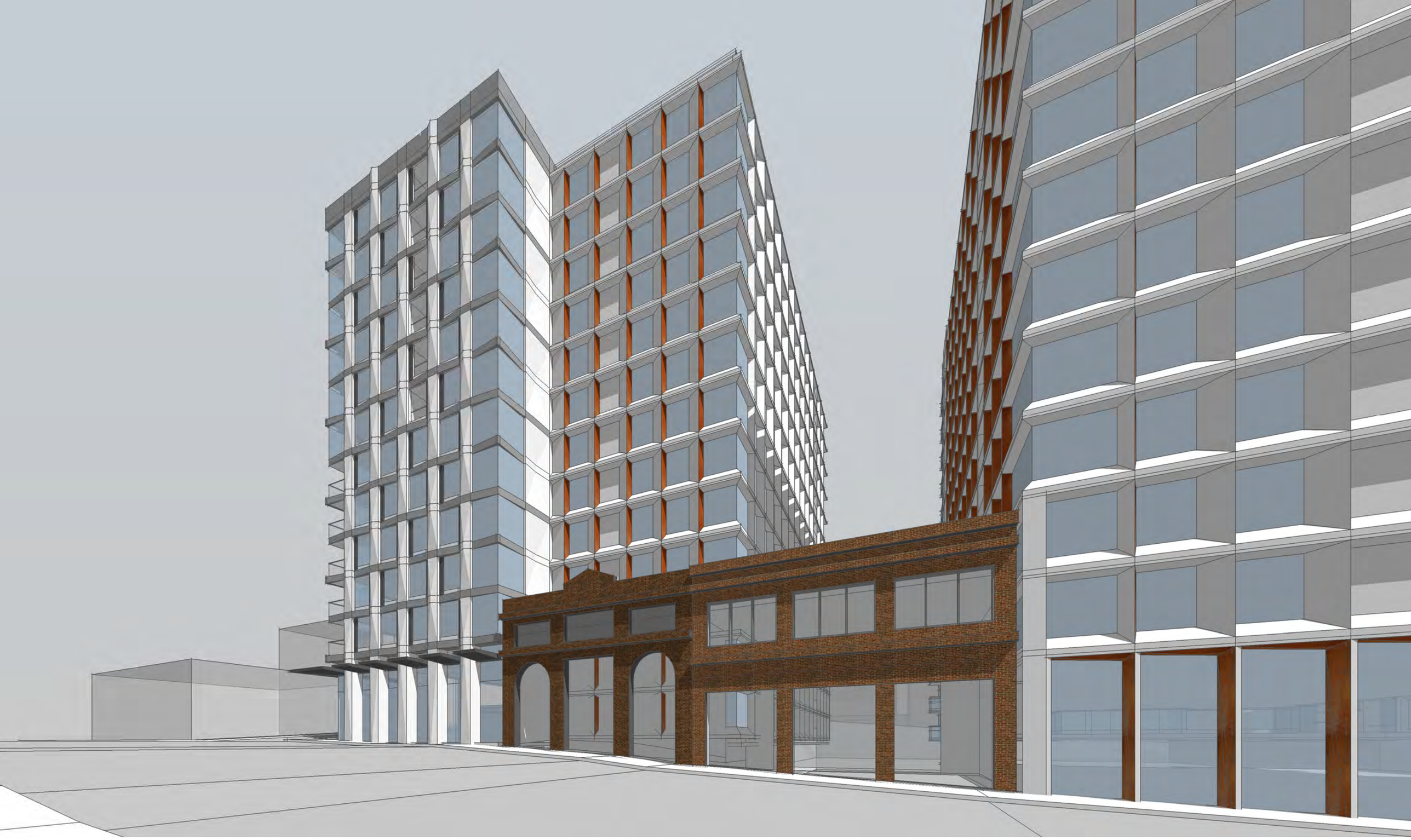
# Appendix C

Project Plans

August 15, 2012 - **Pine & Franklin** - Perspective View @ Corner of Pine, Looking North on Franklin

August 15, 2012 - **Pine & Franklin** - Perspective View @ Corner of Franklin, Looking East on Pine

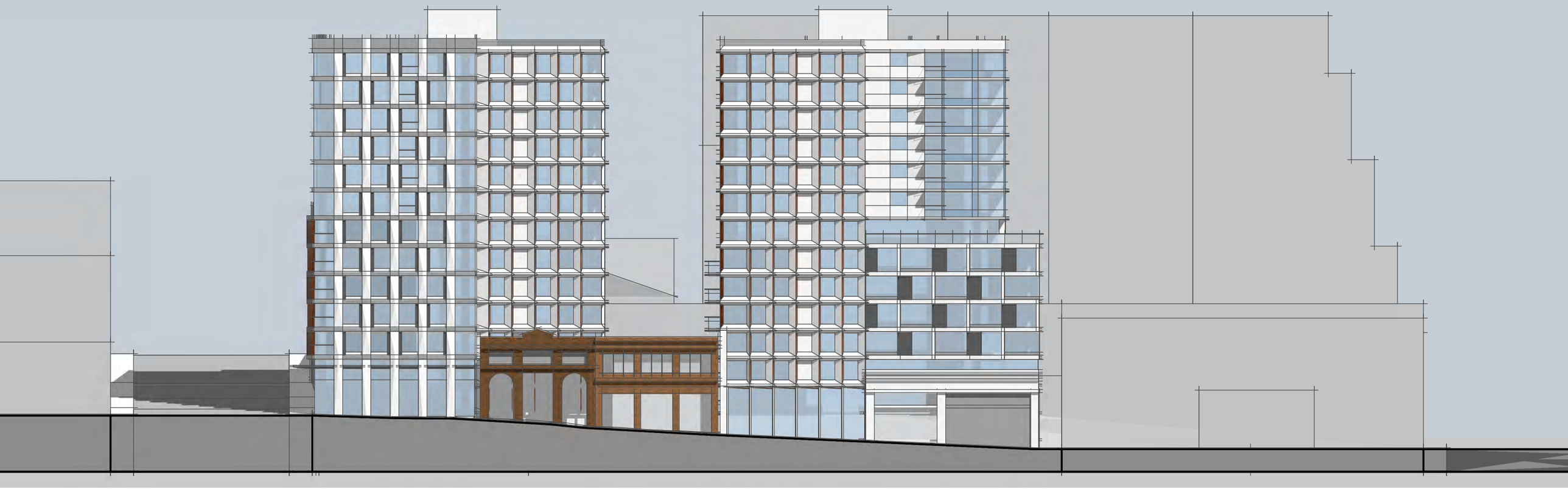
August 15, 2012 - **Pine & Franklin** - Perspective View Looking South on Franklin



August 15, 2012 - **Pine & Franklin** - Perspective View along Pine, Looking Northwest

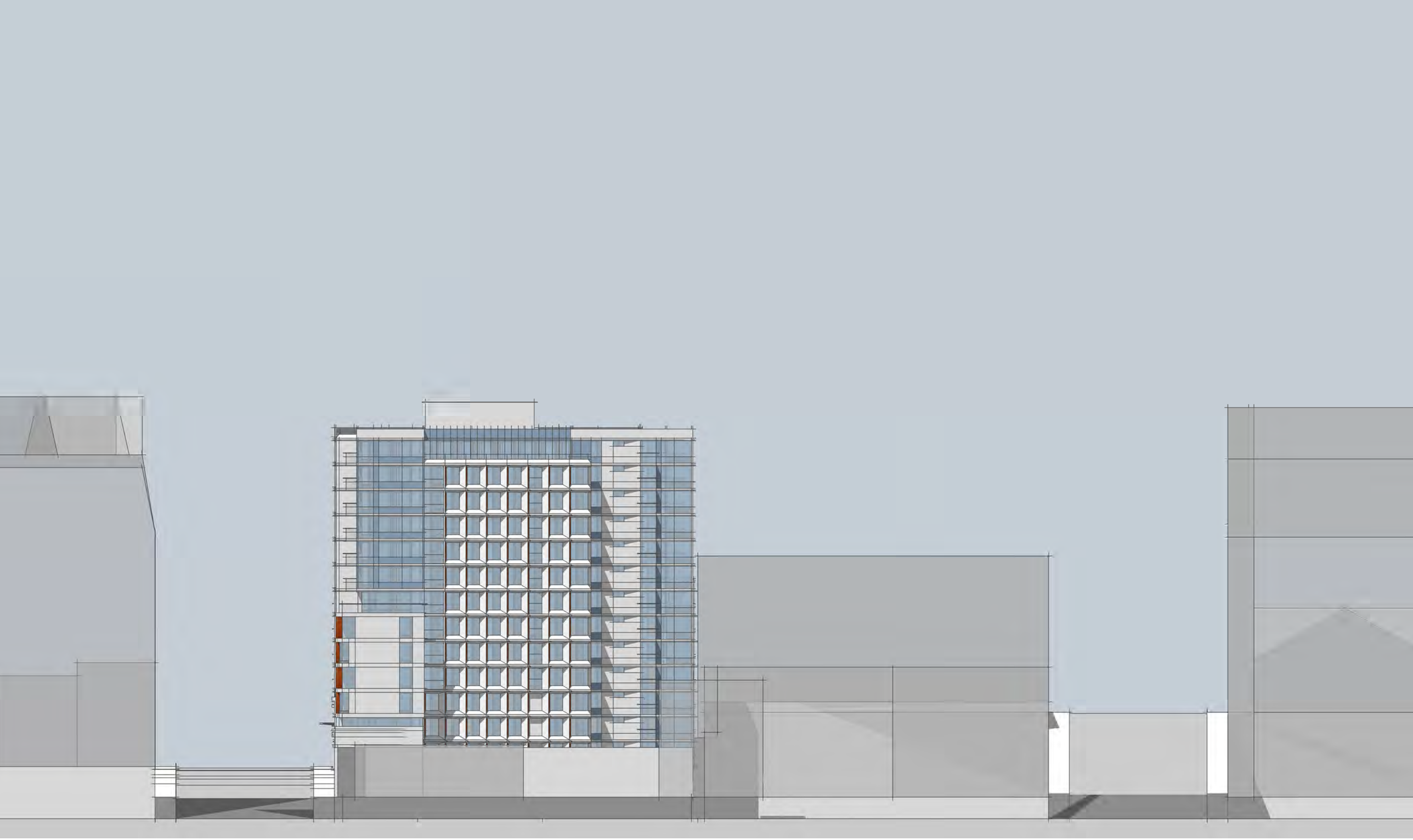
August 15, 2012 - **Pine & Franklin** - Perspective View along Pine, Looking Northwest

August 15, 2012 - **Pine & Franklin** - Perspective View from Pine at Van Ness, Looking West (Van Ness 'Elevation' View)



August 15, 2012 - **Pine & Franklin** - Pine Street Elevation

August 15, 2012 - **Pine & Franklin** - Franklin Street Elevation



August 15, 2012 - **Pine & Franklin** - Van Ness Elevation

August 15, 2012 - **Pine & Franklin** - North Elevation (California St)

# FULL PRESERVATION ALTERNATIVE ANALYSIS

Pine & Franklin Project
San Francisco, California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May 2013

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**Appendix A:** Project Plans

## 1. INTRODUCTION

JRP Historical Consulting, LLC (JRP) prepared this full preservation alternative analysis for the San Francisco Planning Department's review of the Pine & Franklin Project (Project) proposed by 1634 Pine Street, LLC (Oyster Development Corp.) (Planning Department Case No. 2011.1306U). The purpose of this analysis is to assist with project compliance under the California Environmental Quality Act (CEQA) by analyzing impacts to historical resources and assessing this alternative's conformance to the *Secretary of the Interior Standards for Rehabilitation* (*SOI Standards*). JRP prepared a Historic Resource Evaluation (HRE) for the Project in February 2013. The HRE is on file with the San Francisco Planning Department.

The full preservation alternative will merge six parcels on the 1600 block of Pine Street between Van Ness Avenue and Franklin Street into one parcel, demolish portions of the existing five buildings on the project site, and construct one eight-story residential tower with commercial use on the ground and second floors. All of the existing building façades and portions of the extant buildings will be incorporated into this alternative. The project will have a total area of 176,500 gross square feet and will include 100 new for-sale residential units totaling approximately 100,200 square feet; 14,000 square feet of commercial space, and parking with 40 spaces on the ground level. Plans, drawings, and data regarding the full preservation alternative are in **Appendix A**.

The 1600 block of Pine Street is the site of the Pine Street Auto Shops Historic District, which is eligible for listing in the California Register of Historical Resources (CRHR) and is a historical resource for the purposes of CEQA compliance. Details regarding the historic district and its character-defining features are presented in the HRE. The historic district's contributors are five auto-related one- and two-story buildings located in a row at (east to west) 1634-44, 1650, 1656, 1660, and 1670 Pine Street.[1] The historic district's contributors include two buildings that are also individually eligible as historical resources (1634-44 and 1670 Pine Street). Five of the six parcels included in the project compose the Pine Street Auto Shops Historic District; the sixth parcel, 1690 Pine Street, is vacant and used for a parking lot. The full preservation alternative will demolish portions of the east and west walls of each existing building in the project (not any portions of the front façades), but will avoid *de facto* demolition, as defined by Planning Code Section 1005f, of these buildings.[2] This alternative will retain and incorporate the

[1] Previous documentation prepared by William Kostura refers to the building at 1634-44 as 1644 Pine Street.

[2] San Francisco Planning Code, Article 10, Section 1005f defines demolition as any one of: 1) Removal of more than 25 percent of the surface of all external walls facing a public street(s); or 2) Removal of more than 50 percent of all external walls from their function as all external walls; or 3) Removal of more than 25 percent of external walls from function as either external or internal walls; or 4) Removal of more than 75 percent of the building's existing internal structural framework or floor plates unless the City determines that such removal is the only feasible means to meet the standards for seismic load and forces of the latest adopted version of the San Francisco Building Code and the State Historical Building Code. The analysis presented herein uses the term "*de facto* demolition" to refer to these definitions of demolition.

façades of all five contributors (two of which are also individually eligible for listing on the CRHR) and portions of original walls therein.

This analysis assesses the impact of this full preservation alternative on these historical resources and compares the impacts to those of the Project.

## 2. SUMMARY OF FINDINGS

This analysis concludes that the full preservation alternative diminishes the overall historic integrity of historical resources through alteration, but is generally consistent the *SOI Standards*. The main impacts to this historical resource will be a loss of integrity of design, materials, and workmanship by alteration of the buildings and a loss of integrity of setting caused by the addition of an eight-story tower behind and above the historical resources. Despite these losses of integrity, the large setback from the façades for the new additions reduces the impact to this historical resource and complies with the *SOI Standards.* This analysis further concludes that this alternative has less impact on the integrity of historical resources and is in closer compliance with *SOI Standards* than the Project. The analysis presented herein assumes that measures to reduce project impacts presented in the HRE will be employed for this alternative, including the historic preservation plan / protective measures, historic documentation, and permanent interpretive exhibits. This report specifically identifies that the project will:

- Impact by alteration 1633-44 Pine Street, an individually eligible historical resource and a contributor to the Pine Street Auto Shops Historic District
- Impact by alteration 1670 Pine Street, an individually eligible historical resource and a contributor to the Pine Street Auto Shops Historic District
- Impact by alteration 1650 Pine Street, a contributor to the Pine Street Auto Shops Historic District
- Impact by alteration 1656 Pine Street, a contributor to the Pine Street Auto Shops Historic District
- Impact by alteration 1660 Pine Street, a contributor to the Pine Street Auto Shops Historic District
- Impact by alteration the Pine Street Auto Shops Historic District.

## 3. METHODOLOGY AND PREPARERS' QUALIFICATIONS

To prepare this analysis, JRP followed guidance provided by *San Francisco Preservation Bulletin No. 16* (Bulletin 16), the San Francisco Planning Department Environmental Review Guidelines, and the *SOI Standards*.

Christopher McMorris (M.S., Historic Preservation, Columbia University) contributed to the preparation of this impacts analysis. Mr. McMorris is a partner at JRP and has 15 years of experience conducting a wide variety of historical research, public history, and historic preservation projects. Heather Norby (M.A., History, University of California, Berkeley) also contributed to the preparation of this analysis. Ms. Norby, a staff Historian at JRP, has four years of experience as a consulting historian on a variety of historical research and cultural resource management projects and has conducted research and field evaluation for historic architectural surveys throughout California. Because of their education and experience, both Mr. McMorris and Ms. Norby qualify as architectural historians under the Secretary of Interior's Professional Qualification Standards (as defined in 36 CFR Part 61).

## 4. IMPACTS ANALYSIS

This section provides analysis regarding full preservation alternative, including both specific and cumulative impacts this alternative may have on historical resources. The analysis in this section is intended to assist the San Francisco Planning Department in its determination of whether this alternative will have a significant impact to historical resource under CEQA.

### 4.1. Alternative-Specific Impacts Analysis

This section analyzes the alternative-specific impacts on historical resources: the Pine Street Auto Shops Historic District, the five buildings that are contributors to the historic district, and the two contributing buildings that are also individually eligible historical resources. This analysis is based on full preservation alternative data provided to JRP, including plans, elevations, and perspective drawings prepared by Kwan Henmi Architecture/Planning Inc., dated April 19, 2013 and April 30, 2013 (see Appendix A). The analysis provided below addresses project effects to the historic integrity of historical resources and the project's consistency with the *SOI Standards*.

Historic integrity is assessed with regard to the retention of the following aspects of the historical resources' characteristics:

- Location
- Setting
- Design
- Materials
- Workmanship
- Feeling
- Association

The *Secretary of the Interior's Standards for the Treatment of Historic Properties* provides guidance on the preservation and protection for cultural resources listed in or eligible for listing

in the National Register of Historic Places. Four types of treatments, Preservation, Rehabilitation, Restoration, and Reconstruction, comprise the *Standards for the Treatment of Historic Properties*. Rehabilitation is the most relevant treatment to assess this alternative. Rehabilitation is defined as "the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values."[3] The *Standards for Rehabilitation* are:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.[4]

[3] Kay D. Weeks and Anne E. Grimmer, *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* (National Park Service, Heritage Preservation Services: Washington D.C., 1995) 61.

[4] The analysis presented herein does not address archeological resources; therefore, this standard is not addressed.

9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in a such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

The following provides alternative-specific analysis for each of the historic district's five contributing properties (two of which are also individually eligible for listing in the CRHR) and the Pine Street Auto Shops Historic District as a whole.

### 4.1.1. 1634-44 Pine Street: Alteration

The full preservation alternative diminishes the historic integrity of 1634-44 Pine Street, which is both a contributor to the Pine Street Auto Shops Historic District and individually eligible for the CRHR under Criterion 1, by altering portions of the building and constructing an eight-story addition behind and above it (see Section 4.1.6 for a discussion of full preservation alternative impacts to the historic district). Despite some loss of integrity to the historical resource, this alternative is generally in compliance with the *SOI Standards* for this building.

The alternative retains the façade of 1634-44 Pine Street, the front 50 feet of the building, the rear 20 feet of the building, but demolishes portions of the east and west exterior walls where the new addition would be built. Overall, this alternative retains enough of the external walls of this building that this is considered an alteration and not *de facto* demolition under Article 10 of the Planning Code. Retention of the façade of the building preserves almost all of the building's character-defining features, which primarily consist of architectural details concentrated on the façade. The building's height and width, the only character-defining features not located exclusively on the façade, would be impacted by the demolition of portions of the east and west walls and demolition of portions of the roof. This represents a minor loss of integrity of design, materials, and workmanship. Retention of the front 50 feet and rear 20 feet of the building helps preserve the building's sense of height and scale as experienced from the street.

Plans for the new building above and behind the historic portion of 1634-44 Pine Street will add eight-story massing set back 50 feet from the façade and 20 feet from the rear. Setting the new construction back from the façade where the character-defining features of the resource are concentrated complies with the *SOI Standards*, which emphasize avoiding destruction of historic materials, features, and spatial relationships that characterize the property.

Furthermore, the alternative follows *SOI Standards* guidelines that recommend constructing new additions "so that character-defining features are not radically changed, obscured, damaged, or destroyed."[5] The addition will clearly be differentiated from the old, in compliance with the *SOI Standards*. Although the new addition is constructed in such a manner that the character-defining features of the historic building are retained, the size and scale of the addition is quite large in relationship to the historic building. Introduction of this much larger element diminishes the historical resource's integrity of setting. The effect of this differential in scale is alleviated by the setback that distances the new construction from an observer at street level who would still be able to understand and discern the historic form and scale of the building.

At this stage in project planning, the full preservation alternative is not developed enough to analyze the compatibility of the new design's architectural detail with the historic building at 1634-44 Pine Street. The *SOI Standards* encourage new additions to be compatible with historic buildings' materials, features, size, scale, and massing. To support this compatibility and help reduce impacts to the historical resource, considerations for the new building's aesthetic elements (e.g., geometric detailing) should account for the architectural context and transition between the new and old buildings. Use of the large garage door at 1634-44 Pine Street for the entrance to this alternative's ground floor parking does not cause an impact and is an appropriate reuse of the building's historic design. It is unclear at this stage, however, the other remaining portions of the historic façade will be used, including whether the character-defining storefront windows will be retained, for example. Designing compatible use for the openings on the building's façade and retaining historic materials such as the storefront windows and historic-period doors will reduce the alternative's impact.

Although this alternative diminishes the integrity of 1634-44 Pine Street, it complies more closely with the *SOI Standards* than the Project because it avoids *de facto* demolition of the historical resource. Furthermore, the alternative sets new construction back a much greater distance from the façade, where the character-defining features are concentrated, in a manner that the historic scale of the building is still discernible. The full preservation alternative retains a greater degree of historic integrity of this resource's character-defining features than the Project, particularly in terms of setting.

#### 4.1.2. 1650 Pine Street: Alteration

The full preservation alternative diminishes the historic integrity of 1650 Pine Street, a contributor to the Pine Street Auto Shops Historic District, by altering portions of the building and constructing an eight-story addition behind and above it (see Section 4.1.6 for a discussion

[5] Weeks and Grimmer, *Secretary of the Interior's Standards,* 65.

of full preservation alternative impacts to the historic district). Despite some loss of integrity to the historical resource, this alternative is generally in compliance with the *SOI Standards* for this building.

The alternative retains the façade of 1650 Pine Street, the front 50 feet of the building, the rear 20 feet of the building, but demolishes portions of the east and west exterior walls where the new addition would be built. Overall, this alternative retains enough of the external walls of this building that this is considered an alteration and not *de facto* demolition under Article 10 of the Planning Code. Retention of the façade of the building preserves almost all of the building's character-defining features, which primarily consist of architectural details concentrated on the façade. The building's height and width, the only character-defining features not located exclusively on the façade, would be impacted by the demolition of portions of the east and west walls and demolition of portions of the roof. This represents a minor loss of integrity of design, materials and workmanship. Retention of the front 50 feet and rear 20 feet of the building helps preserve the building's sense of height and scale as experienced from the street.

Plans for the new building above and behind the historic portion of 1650 Pine Street will add eight-story massing set back 50 feet from the façade and 20 feet from the rear. Setting the new construction back from the façade where the character-defining features of the resource are concentrated complies with the *SOI Standards*, which emphasize avoiding destruction of historic materials, features, and spatial relationships that characterize the property. Furthermore, the alternative follows *SOI Standards* guidelines that recommend constructing new additions "so that character-defining features are not radically changed, obscured, damaged, or destroyed."[6] The addition will clearly be differentiated from the old, in compliance with the *SOI Standards*. Although the new addition is constructed in such a manner that the character-defining features of the historic building are retained, the size and scale of the addition is quite large in relationship to the historic building. Introduction of this much larger element diminishes the historical resource's integrity of setting. The effect of this differential in scale is alleviated by the setback that distances the new construction from an observer at street level who would still be able to understand and discern the historic form and scale of the building.

At this stage in project planning, the full preservation alternative is not developed enough to analyze the compatibility of the new design's architectural detail with the historic building at 1650 Pine Street. The *SOI Standards* encourage new additions to be compatible with historic buildings' materials, features, size, scale, and massing. To support this compatibility and help reduce impacts to the historical resource, considerations for the new building's aesthetic

[6] Weeks and Grimmer, *Secretary of the Interior's Standards,* 65.

elements (e.g., geometric detailing) should account for the architectural context and transition between the new and old buildings. There is also potential impact from construction, vibration for example, that could damage the historic façade, which was categorized as an unreinforced masonry structure. Extant reinforcement alterations that are not visible from the exterior and/or protection measures provided during construction could reduce this potential impact.

Although this alternative diminishes the integrity of 1650 Pine Street, it complies more closely with the *SOI Standards* than the Project because it avoids demolition of the historical resource. Furthermore, the alternative sets new construction back a suitable distance from the façade, which preserves most the character-defining and allows the historic scale of the building to still be discernible from street level. While the Project demolishes the building causing the historical resource to lose all integrity, the alterations to the building in this alternative retain a good degree of historic integrity of this resource's character-defining features.

#### 4.1.3. 1656 Pine Street: Alteration

The full preservation alternative diminishes the historic integrity of 1656 Pine Street, a contributor to the Pine Street Auto Shops Historic District, by altering portions of the building and constructing an eight-story addition behind and above it (see Section 4.1.6 for a discussion of full preservation alternative impacts to the historic district). Despite some loss of integrity to the historical resource, this alternative is generally in compliance with the *SOI Standards* for this building.

The alternative retains the façade of 1656 Pine Street, the front 50 feet of the building, the rear 20 feet of the building, but demolishes portions of the east and west exterior walls where the new addition would be built. Overall, this alternative retains enough of the external walls of this building that this is considered an alteration and not *de facto* demolition under Article 10 of the Planning Code. Retention of the façade of the building preserves almost all of the building's character-defining features, which primarily consist of architectural details concentrated on the façade. The building's height and width, the only character-defining features not located exclusively on the façade, would be impacted by the demolition of portions of the east and west walls and demolition of portions of the roof. This represents a minor loss of integrity of design, materials, and workmanship. Retention of the front 50 feet and rear 20 feet of the building helps preserve the building's sense of height and scale as experienced from the street.

Plans for the new building above and behind the historic portion of 1656 Pine Street will add eight-story massing set back 50 feet from the façade and 20 feet from the rear. Setting the new construction back from the façade where the character-defining features of the resource are concentrated complies with the *SOI Standards*, which emphasize avoiding destruction of historic materials, features, and spatial relationships that characterize the property.

Furthermore, the alternative follows *SOI Standards* guidelines that recommend constructing new additions "so that character-defining features are not radically changed, obscured, damaged, or destroyed."[7] The addition will clearly be differentiated from the old, in compliance with the *SOI Standards*. Although the new addition is constructed in such a manner that the character-defining features of the historic building are retained, the size and scale of the addition is quite large in relationship to the historic building. Introduction of this much larger element diminishes the historical resource's integrity of setting. The effect of this differential in scale is alleviated by the setback that distances the new construction from an observer at street level who would still be able to understand and discern the historic form and scale of the building.

At this stage in project planning, the full preservation alternative is not developed enough to analyze the compatibility of the new design's architectural detail with the historic building at 1656 Pine Street. The *SOI Standards* encourage new additions to be compatible with historic buildings' materials, features, size, scale, and massing. To support this compatibility and help reduce impacts to the historical resource, considerations for the new building's aesthetic elements (e.g., geometric detailing) should account for the architectural context and transition between the new and old buildings. There is also potential impact from construction, vibration for example, that could damage the historic façade, which was categorized as an unreinforced masonry structure. Extant reinforcement alterations that are not visible from the exterior and/or protection measures provided during construction could reduce this potential impact.

Although this alternative diminishes the integrity of 1656 Pine Street, it complies more closely with the *SOI Standards* than the Project because it avoids demolition of the historical resource. Furthermore, it sets new construction back a suitable distance from the façade, which preserves most the character-defining and allows the historic scale of the building to still be discernible from street level. While the Project demolishes the building causing the historical resource to lose all integrity, the alterations to the building in this alternative retain a good degree of historic integrity of this resource's character-defining features.

#### 4.1.4. 1660 Pine Street: Alteration

The full preservation alternative diminishes the historic integrity of 1660 Pine Street, a contributor to the Pine Street Auto Shops Historic District, by altering portions of the building and constructing an eight-story addition behind and above it (see Section 4.1.6 for a discussion of full preservation alternative impacts to the historic district). Despite some loss of integrity to the historical resource, this alternative is generally in compliance with the *SOI Standards* for this building.

[7] Weeks and Grimmer, *Secretary of the Interior's Standards,* 65.

The alternative retains the façade of 1660 Pine Street, the front 50 feet of the building, the rear 20 feet of the building, but demolishes portions of the east and west exterior walls where the new addition would be built. Overall, this alternative retains enough of the external walls of this building that this is considered an alteration and not *de facto* demolition under Article 10 of the Planning Code. Retention of the façade of the building preserves almost all of the building's character-defining features, which primarily consist of architectural details concentrated on the façade. The building's height and width, the only character-defining features not located exclusively on the façade, would be impacted by the demolition of portions of the east and west walls and demolition of portions of the roof. This represents a minor loss of integrity of design, materials and workmanship. Retention of the front 50 feet and rear 20 feet of the building helps preserve the building's sense of height and scale as experienced from the street.

Plans for the new building above and behind the historic portion of 1660 Pine Street will add eight-story massing set back 50 feet from the façade and 20 feet from the rear. Setting the new construction back from the façade where the character-defining features of the resource are concentrated complies with the *SOI Standards*, which emphasize avoiding destruction of historic materials, features, and spatial relationships that characterize the property. Furthermore, the alternative follows *SOI Standards* guidelines that recommend constructing new additions "so that character-defining features are not radically changed, obscured, damaged, or destroyed."[8] The addition will clearly be differentiated from the old, in compliance with the *SOI Standards*. Although the new addition is constructed in such a manner that the character-defining features of the historic building are retained, the size and scale of the addition is quite large in relationship to the historic building. Introduction of this much larger element diminishes the historical resource's integrity of setting. The effect of this differential in scale is alleviated by the setback that distances the new construction from an observer at street level who would still be able to understand and discern the historic form and scale of the building.

At this stage in project planning, the full preservation alternative is not developed enough to analyze the compatibility of the new design's architectural detail with the historic building at 1660 Pine Street. The *SOI Standards* encourage new additions to be compatible with historic buildings' materials, features, size, scale, and massing. To support this compatibility and help reduce impacts to the historical resource, considerations for the new building's aesthetic elements (e.g., geometric detailing) should account for the architectural context and transition between the new and old buildings. There is also potential impact from construction, vibration for example, that could damage the historic façade, which was categorized as an unreinforced

[8] Weeks and Grimmer, *Secretary of the Interior's Standards,* 65.

masonry structure. Extant reinforcement alterations that are not visible from the exterior and/or protection measures provided during construction could reduce this potential impact. The use of the façade at 1660 Pine Street as the part of the entrance to this alternative's residential area does not itself cause an impact to the historical resource, as it continues the historic use as storefront entrances.

Although this alternative diminishes the integrity of 1660 Pine Street, it complies more closely with the *SOI Standards* than the Project because it avoids *de facto* demolition of the historical resource. The Project includes a building behind the façade, but does not include any portion of tower above the façade. The design of the new building behind 1660 Pine Street's façade in the project enhances the ability of an observer to understand the historic form and scale of the building. The new construction for this alternative will be set back far enough from the building's façade to minimize the impact of the visual intrusion of an element that is of substantially different scale than the historic building.

#### 4.1.5. 1670 Pine Street: Alteration

The full preservation alternative diminishes the historic integrity of 1670 Pine Street, which is both a contributor to the Pine Street Auto Shops Historic District and individually eligible for the CRHR under Criterion 1, by altering portions of the building and constructing an eight-story addition behind and above it (see Section 4.1.6 for a discussion of full preservation alternative impacts to the historic district). Despite some loss of integrity to the historical resource, this alternative is generally in compliance with the *SOI Standards* for this building.

The alternative retains the façade of 1670 Pine Street, the front 50 feet of the building, the rear 20 feet of the building, but demolishes portions of the east and west exterior walls where the new addition would be built. Overall, this alternative retains enough of the external walls of this building that this is considered an alteration and not *de facto* demolition under Article 10 of the Planning Code. Retention of the façade of the building preserves almost all of the building's character-defining features, which primarily consist of architectural details concentrated on the façade. The building's height and width, the only character-defining features not located exclusively on the façade, would be impacted by the demolition of portions of the east and west walls and demolition of portions of the roof. This represents a minor loss of integrity of design, materials and workmanship. Retention of the front 50 feet and rear 20 feet of the building helps preserve the building's sense of height and scale as experienced from the street.

Plans for the new building above and behind the historic portion of 1670 Pine Street will add eight-story massing set back 50 feet from the façade and 20 feet from the rear. Setting the new construction back from the façade where the character-defining features of the resource are concentrated complies with the *SOI Standards*, which emphasize avoiding destruction of

historic materials, features, and spatial relationships that characterize the property. Furthermore, the alternative follows *SOI Standards* guidelines that recommend constructing new additions "so that character-defining features are not radically changed, obscured, damaged, or destroyed."[9] The addition will clearly be differentiated from the old, in compliance with the *SOI Standards*. Although the new addition is constructed in such a manner that the character-defining features of the historic building are retained, the size and scale of the addition is quite large in relationship to the historic building. Introduction of this much larger element diminishes the historical resource's integrity of setting. The effect of this differential in scale is alleviated by the setback that distances the new construction from an observer at street level who would still be able to understand and discern the historic form and scale of the building.

At this stage in project planning, the full preservation alternative is not developed enough to analyze the compatibility of the new design's architectural detail with the historic building at 1670 Pine Street. The *SOI Standards* encourage new additions to be compatible with historic buildings' materials, features, size, scale, and massing. To support this compatibility and help reduce impacts to the historical resource, considerations for the new building's aesthetic elements (e.g., geometric detailing) should account for the architectural context and transition between the new and old buildings. There is also potential impact from construction, vibration for example, that could damage the historic façade, which was categorized as an unreinforced masonry structure. Extant reinforcement alterations that are not visible from the exterior and/or protection measures provided during construction could reduce this potential impact. The use of the façade at 1670 Pine Street as the part of the entrance to the full preservation alternative's residential area does not itself cause an impact to the historical resource, as it continues the historic use as storefront entrances. The alternative intends to incorporate the façade's character-defining openings and install new windows (replacing the replacement windows) that would be historically appropriate with the building's period of significance.

Although this alternative diminishes the integrity of 1670 Pine Street, it more closely complies with the SOI Standards because it avoids *de facto* demolition of the historical resource. This alternative preserves more of 1670 Pine Street than the Project, and therefore retains more of the historic materials of this historical resource. Further, it sets new construction back a much greater distance from the façade where the character-defining features are concentrated in such a manner that the historic scale of the building is still discernible.

[9] Weeks and Grimmer, *Secretary of the Interior's Standards,* 65.

### 4.1.6. Pine Street Auto Shops Historic District: Alteration

The Pine Street Auto Shops Historic District is a singular historical resource composed of multiple contributing buildings that will be impacted by the full preservation alternative by altering the district through demolition of portions of the exterior walls (not facades of the contributors) and by construction of an eight-story addition behind and adjacent to the historic district. Taking into account the Article 10 Planning Code definition of demolition, this alternative is not demolition or *de facto* demolition of the Pine Street Auto Shop Historic District.

This alternative's retention of the façades, along with a majority of the buildings' walls, preserves much of the historical resources' integrity of location, design, material, and workmanship, as well as a concentration of the district's character-defining features. The height and width of contributing buildings, the only character-defining features not located exclusively on the façades, would be impacted by the demolition of portions of the buildings' east and west walls where new construction would occur and would be a loss of integrity of design, materials and workmanship, specifically as it relates to the character-defining features of height and width.

The design of this alternative, as it relates to the historic district's retained façades and remaining portions of buildings, generally complies with the *SOI Standards*. Retention of all five façades and front 50 feet of the buildings preserves the district's continuous and contiguous quality that is important to its historic significance. This full preservation alternative's new construction – an eight-story element behind all five of the historic façades – is consistent with the *SOI Standards*, which emphasize avoiding destruction of historic materials, features, and spatial relationships that characterize the property. Furthermore, the alternative follows *SOI Standards* guidelines because setback of the new construction 50 feet behind the façades complies with the recommendation that additions be "set back from the wall plane and as inconspicuous as possible when viewed from the street."[10] This aspect of the full preservation alternative helps preserve the historic district's character-defining features of scale and form, as well as integrity of design, feeling, and association, wherein these buildings can be understood as elements of former modest-scale commercial buildings. This alternative is considered a rehabilitation project as defined by the *SOI Standards* because it is constructing a compatible use (retail at ground level) that minimizes impacts to character-defining features of historical resources. JRP understands that this alternative intends to retain all five façades, including preservation of historic materials such as original windows; however the details of these efforts have not been fleshed out. Thus, it is unclear at this point how door and window openings and their historic material will be handled as the historic façades are integrated into

[10] Weeks and Grimmer, *Secretary of the Interior's Standards,* 65.

this alternative. The use of the façades at 1660 and 1670 Pine Street as the entrance to this alternative's residential area does not itself cause an impact to the historical resource, as it continues their use as storefront entrances.

At this point in project planning, the full preservation alternative is not developed enough to analyze the compatibility of the new design's architectural detail with the historic buildings. To support compatibility of the addition with the historic character of historic district contributors and help reduce impacts of the addition to the historical resource, considerations should include the new building's geometric detailing that accounts for the architectural context and transition between the new and old buildings.

Of less impact to the historic façades than other elements of this alternative is the new eight-story building to be constructed in the now vacant parcel west of and adjacent to 1670 Pine Street (at 1690 Pine Street). While this portion of the project is outside the historic district boundaries, it has the potential to affect the historic district because it somewhat diminishes the district's integrity of design as a row of five one to two story commercial buildings and modifies the setting of the remaining historic façades. The design of the new building at 1690 Pine Street steps back above the fourth floor, which contributes to reducing the impact the new building will have adjacent to the historic district. As with the design of the new building behind and above the historic district, the architectural details and geometric designs of the building at 1690 Pine Street should also account for the architectural context and transitions between the new building and its adjacent historic neighbors.

Although this alternative diminishes integrity of the Pine Street Auto Shops Historic District, it complies more closely with the *SOI Standards* than does the Project because it avoids *de facto* demolition of the district, retains all five historic façades, and includes a much larger setback of new construction. By retaining all five façades, where most of the character-defining features of the historic district are concentrated, the historic district retains much of its continuous and contiguous nature and its ability to convey its historic significance as historical resource's significance as an important grouping of auto-related support buildings. The greater degree of setback afforded in this alternative has less impact to the setting than the Project because the addition is not as imposing or visible from the street or sidewalk. Impacts to the historic district caused by the alternative could be reduced by designing the exterior of the new addition in compliance with the *SOI Standards,* implementing protection measures during construction to protect the retained portions of the district, by retention of portions of interior walls storefront windows and doors with historically appropriate materials.

## 4.2. Cumulative Impacts

There are two categories of potential cumulative impacts this full preservation alternative may have on historical resources. The first is the potential impact this alternative may have taken

together with other projects from the past or foreseeable future.[11] The second is impacts this alternative may have on this type of historical resource city-wide. The alternative does not have a cumulative impact in combination with other projects that have specifically affected the historic district, because since its recognition as a historic district in 2010, the Pine Street Auto Shops Historic District has not been subject to other projects that have impacted the historical resource or any of its contributors.

Other current major projects and proposed projects in the area include 1101 Van Ness Avenue / 1255 Post Street, 1800 Van Ness Avenue / 1749 Clay Street, and 1333 Gough Street / 1481 Post Street. Also, the Van Ness Bus Rapid Transit program and San Francisco Metropolitan Transit Authority Transit Effectiveness program will have components constructed in the general vicinity of the Pine & Franklin project. The projects listed above involve demolition of existing buildings and construction of new buildings or facilities. The projects are all at least three blocks from the Pine Street Auto Shops Historic District and do not have any potential to impact the historic district, either directly or indirectly. These other projects, along with the programs noted above, will not demolish, destroy, or alter the historic district and its contributors. The other projects and programs will also not diminish the historic district's setting in a manner that would impair its CRHR eligibility. From the information provided to JRP, it appears these projects and programs also do not involve the demolition or alteration of any buildings or structures related to the Van Ness Auto Row context.

This alternative has a cumulative impact on a rare type of historical resource, Van Ness Auto Row support structures. In 2010 Kostura concluded that 64 structures within the study area for the Van Ness Auto Row Support Structures survey were individually eligible or contributors to an historic district.[12] Another current project, located at 1545 Pine Street, one block west of the Pine Street Auto Shops Historic District, involves demolition of five buildings, one of which is a Van Ness Auto Row support structure identified as eligible for the CRHR. This single demolition, combined with the proposed alterations of this project will eliminate entirely one Van Ness Auto Row support structure and reduce the integrity of the Pine Street Auto Shops Historic District. Taken together, these projects have a cumulative impact on the support structures identified by Kostura in 2010.

Furthermore, the five buildings along Pine Street that are the subject of this analysis are the only buildings Kostura found to be part of an historic district associated with the Van Ness Auto Row support buildings. They are a rare surviving example of their type – a row of more than two auto-related support buildings – located in the greater Van Ness Auto Row. Not merely rare, the Pine Street Auto Shops Historic District is the <u>only</u> example in the Van Ness Auto Row Support Structures study area where more than two support structures were found remaining

[11] The Planning Department provided JRP a list of projects and programs to be included in this section's analysis.

[12] Kostura, "Van Ness Auto Row Support Structures," 5.

in a contiguous row. The DPR 523 form prepared for the Pine Street Auto Shops Historic District notes that many auto-related buildings have been demolished since the 1950s and that survivors are mostly scattered.[13] This full preservation alternative retains the contiguous nature of the five building façades, but alters this surviving example of more than two fully intact auto-related buildings in a contiguous row. This is a loss of a historical resource type within the broader Van Ness Auto Row and within the City and County of San Francisco.

The alteration of the Pine Street Auto Shops Historic District and construction in an eight-story addition has a spatial impact on the relationship between these automotive support structures and the grander auto-showrooms along Van Ness Avenue that are historical resources with a shared context. Two dedicated auto-showrooms and two multi-purpose auto industry buildings that have been determined eligible for the CRHR are located in the 1500 and 1600 block of Van Ness, near the Pine Street Auto Shops Historic District.[14] This full preservation alternative somewhat diminishes, through construction of the eight-story additions above the district, the ability of the historic district to demonstrate the smaller size and scale of support buildings in relation to the showrooms left standing along Van Ness Avenue, which contributes to the cumulative impact of the project. This alternative lessens this impact in comparison to the Project because of the much greater degree of setback of new construction, which allows an observer to understand the historic size and scale of the buildings.

## 5. CONCLUSIONS

The full preservation alternative impacts the integrity of setting, design, materials and workmanship of the Pine Street Auto Shops Historic District, its contributors, and individual historical resources therein, through alteration, but to a much lesser degree than in the Project. This alternative is generally consistent with the *SOI Standards* because it avoids demolition and *de facto* demolition and plans for the massing of new additions that generally comply with the *SOI Standards* by setting back new construction from the facades of historical resources and retaining sufficient aspects of the historical resources massing and scale. The cumulative impact of the full preservation alternative is less than the impact of the Project because it retains the contiguous nature of all five façades and does not entirely eliminate this last surviving example of more than two contiguous auto-related support buildings in the Van Ness Auto Row study area. These conclusions assume that other measures to reduce impacts discussed herein would be conducted in combination with the changes in design presented in this alternative in order to sufficiently reduce impacts to historical resources.

[13] Kostura, DPR 523 form for Pine Street Auto Shops Historic District, pg. 3, found in appendix of "Van Ness Auto Row Support Structures."
[14] Kostura, "Van Ness Auto Row Support Structures," 68-69.

# Appendix A

Project Plans

**Pine and Franklin** - Preservation Scheme

4/30/2013

| Level | Gross Area |
|---|---|
| P1 | 0 |

| Parking Spaces | |
|---|---|
| Total | 40 |
| HC | 2 |
| VAN | 1 |
| SHARE | 1 |

| Loading |
|---|
| None |

| Bicycle Spaces |
|---|
| 50 |

| Level | Gross Area | Retail | Rentable | Saleable | Unit Count ST | 1Br | 2Br | TOT | Open Space Private # | Private Δ | Common |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | 35,000 | 10,000 | | | 0 | 0 | 0 | 0 | 0 | 0 | |
| 2 | 26,000 | 4,000 | 9,261 | 8,520 | 0 | 1 | 7 | 8 | 6 | 216 | |
| 3 | 20,350 | | 17,511 | 16,110 | 1 | 2 | 13 | 16 | 13 | 468 | |
| 4 | 20,350 | | 17,511 | 16,110 | 1 | 2 | 13 | 16 | 10 | 360 | |
| 5 | 18,700 | | 16,158 | 14,865 | 1 | 3 | 11 | 15 | 14 | 504 | |
| 6 | 18,700 | | 16,158 | 14,865 | 1 | 3 | 11 | 15 | 12 | 432 | |
| 7 | 18,700 | | 16,158 | 14,865 | 1 | 3 | 11 | 15 | 12 | 432 | |
| 8 | 18,700 | | 16,158 | 14,865 | 1 | 3 | 11 | 15 | 12 | 432 | |
| | **176,500** | **14,000** | **108,913** | **100,200** | 6 | 17 | 77 | **100** | **79** | **2,844** | **0** |
| | | | | | 6.0% | 17.0% | 77.0% | | | | |

| Lot Area | **35,463** |
|---|---|

Required Open Space

| | | |
|---|---|---|
| Private (36sf/unit) | 3,600 | sf OR |
| Common | 4,788 | sf |

Provided Open Space

| | | | |
|---|---|---|---|
| Private | 79 Balconies | 2,844 | sf provided |
| | leaves | 1,005 | sf common space required |
| Common | | 0 | sf Provided |

**Pine and Franklin - Preservation Scheme** 4/30/2013

| | A | B | C | D | E | F | G | H | J | K | L | M | N | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 2 | 1 | 2 | 1 | S | 2 | 2 | 1 | 2 | 2 | 2 | S | 1 | |
| | 1,217 | 777 | 1,196 | 870 | 543 | 1,130 | 1,413 | 815 | 1,196 | 1,033 | 1,065 | 598 | 870 | |
| Level | 1,120 | 715 | 1,100 | 800 | 500 | 1,040 | 1,300 | 750 | 1,100 | 950 | 980 | 550 | 800 | |
| 1 | | | | | | | | | | | | | | 0 |
| 2 | | | | | | 3 | 2 | 1 | 1 | 1 | | | | 8 |
| 3 | | | | | | 7 | 2 | 1 | 2 | 1 | 1 | 1 | 1 | 16 |
| 4 | | | | | | 7 | 2 | 1 | 2 | 1 | 1 | 1 | 1 | 16 |
| 5 | 1 | 1 | 1 | 1 | 1 | 7 | 2 | 1 | | | | | | 15 |
| 6 | 1 | 1 | 1 | 1 | 1 | 7 | 2 | 1 | | | | | | 15 |
| 7 | 1 | 1 | 1 | 1 | 1 | 7 | 2 | 1 | | | | | | 15 |
| 8 | 1 | 1 | 1 | 1 | 1 | 7 | 2 | 1 | | | | | | 15 |
| | 4 | 4 | 4 | 4 | 4 | 45 | 14 | 7 | 5 | 3 | 2 | 2 | 2 | **100** |

CALIFORNIA STREET

6 STORY BUILDING (RES.)

4 STORY BUILDING (RES.)

4 STORY BUILDING (RES.)

2 STORY BUILDING (COMMERCIAL)

FRANKLIN STREET

LOT 12
1 STORY PARKING GARAGE
(WHOLE FOODS)

LOT 13
2 STORY BUILDING
(WHOLE FOODS)

LOT 14
3 STORY BUILDING & GARAGE
(WHOLE FOODS)

LOT 1
4 STORY BUILDING & GARAGE
(SF FORD LINCOLN MERCURY)

LOT 2
FENCED, AT GRADE PARKING
(SF FORD LINCOLN MERCURY)

LOT 3
3 STORY BUILDING
(AUDIO SYMPHONY)

LOT 4
GAS STATION
(CHEVRON)

EAST WING
(8 Story)

WEST WING
(8 Story)

LOT 11A | LOT 11 | LOT 10 | LOT 9 | LOT 8 | LOT 7

137'-6"

259'-3"

VAN NESS AVENUE

WELLS FARGO

HOLIDAY INN

PINE STREET

4 STORY BUILDING (RES.)

13 STORY RESIDENTIAL BUILDING
SAN FRANCISCO TOWERS

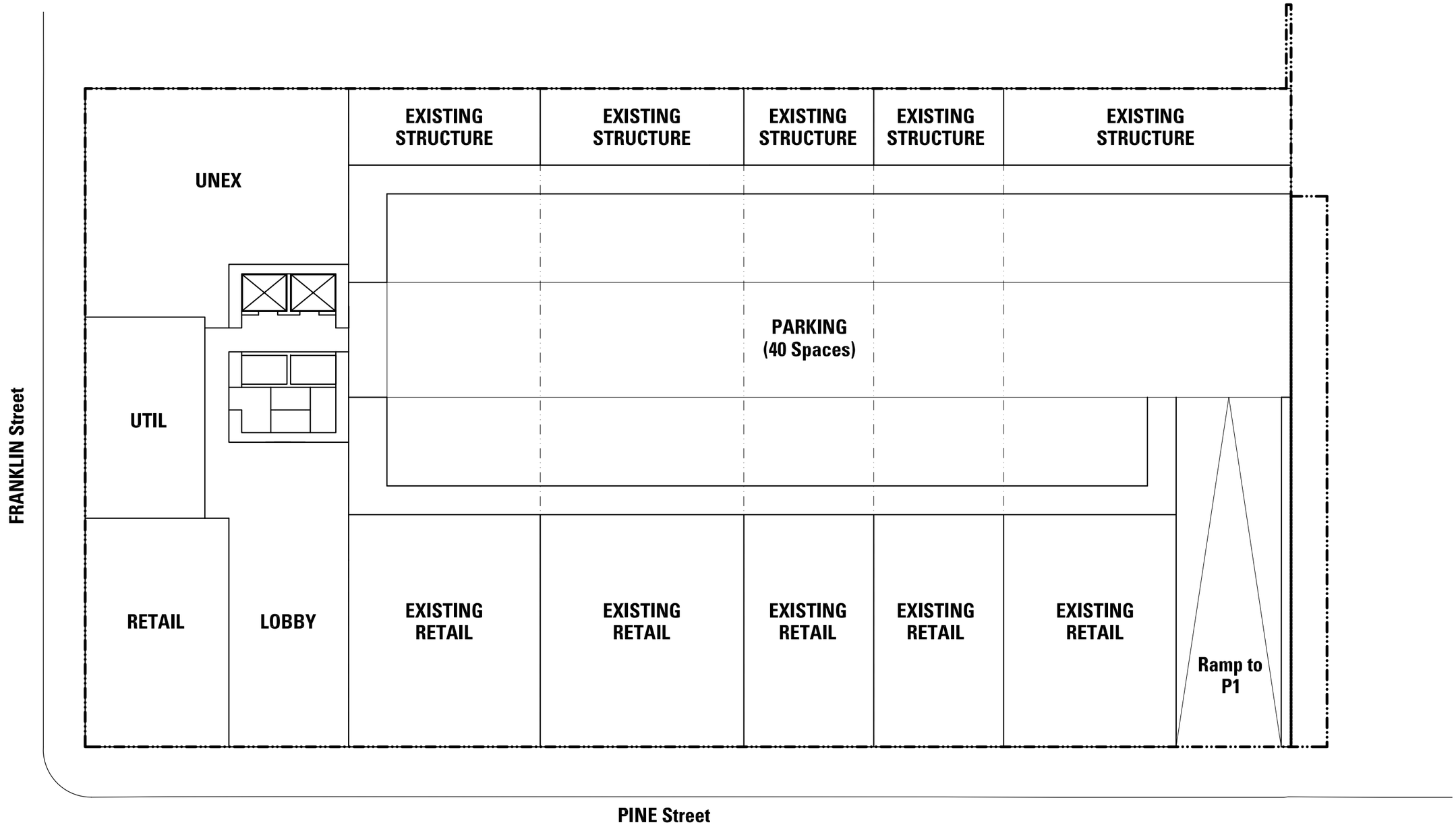
2 STORY BUILDING (COMMERCIAL)

**PINE-FRANKLIN** PRES. ALT. **Site**

0 4' 8' 16' 32' 64'

2013-04-30

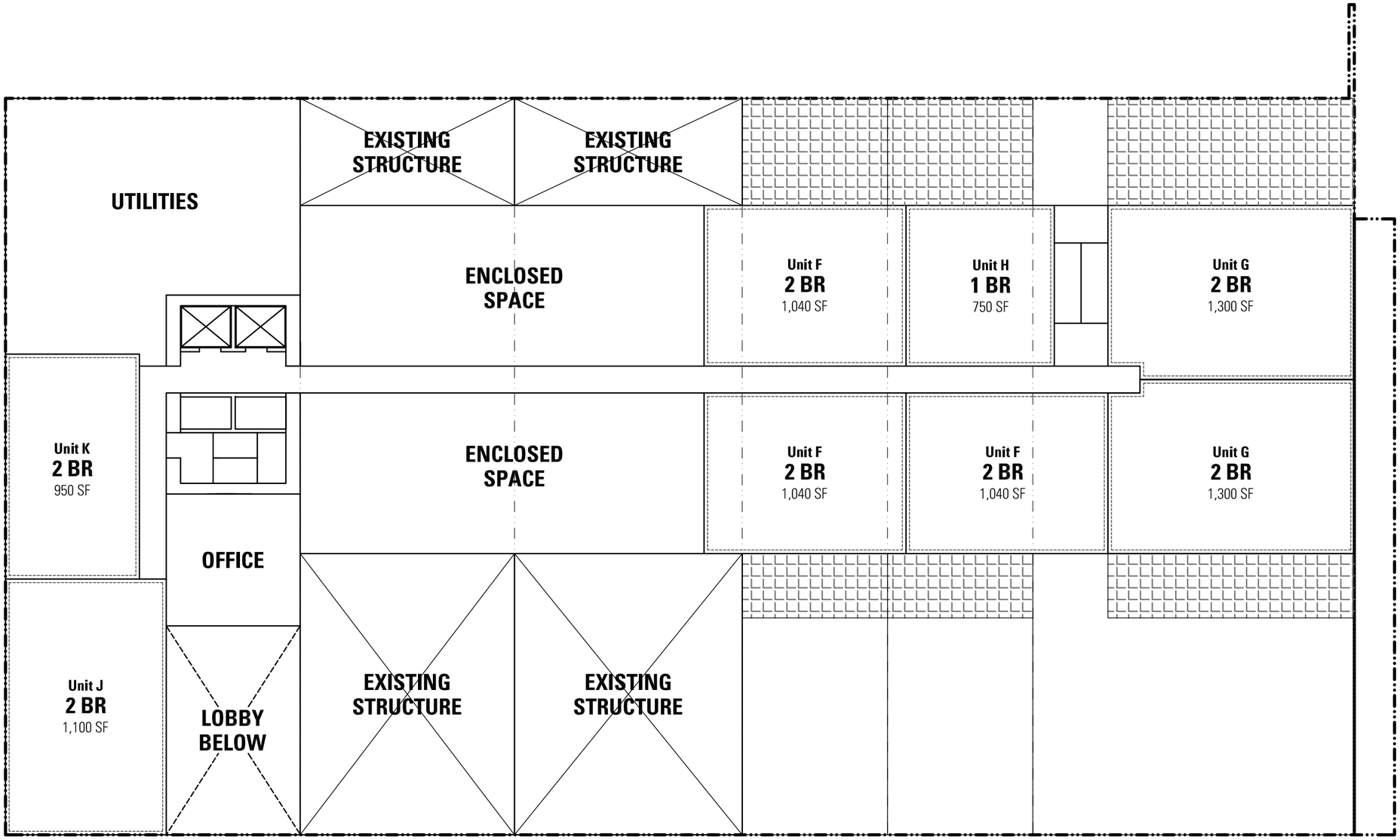
KH




**PINE-FRANKLIN** PRES. ALT. **Level 1**

0 4' 8' 16' 32' 64'

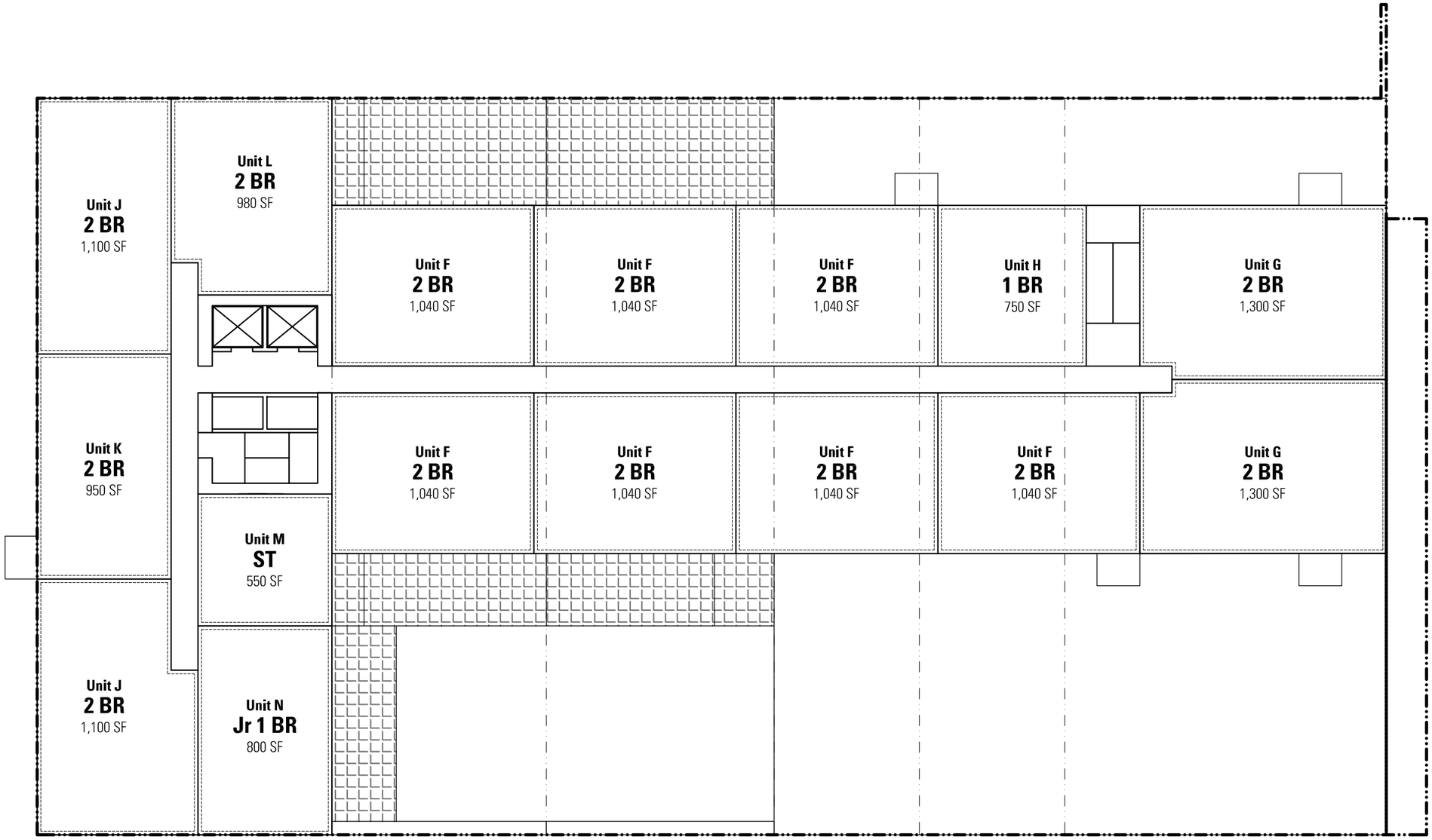
2013-04-30




**PINE-FRANKLIN** PRES. ALT. **Level 2**

0 4' 8' 16' 32' 64'

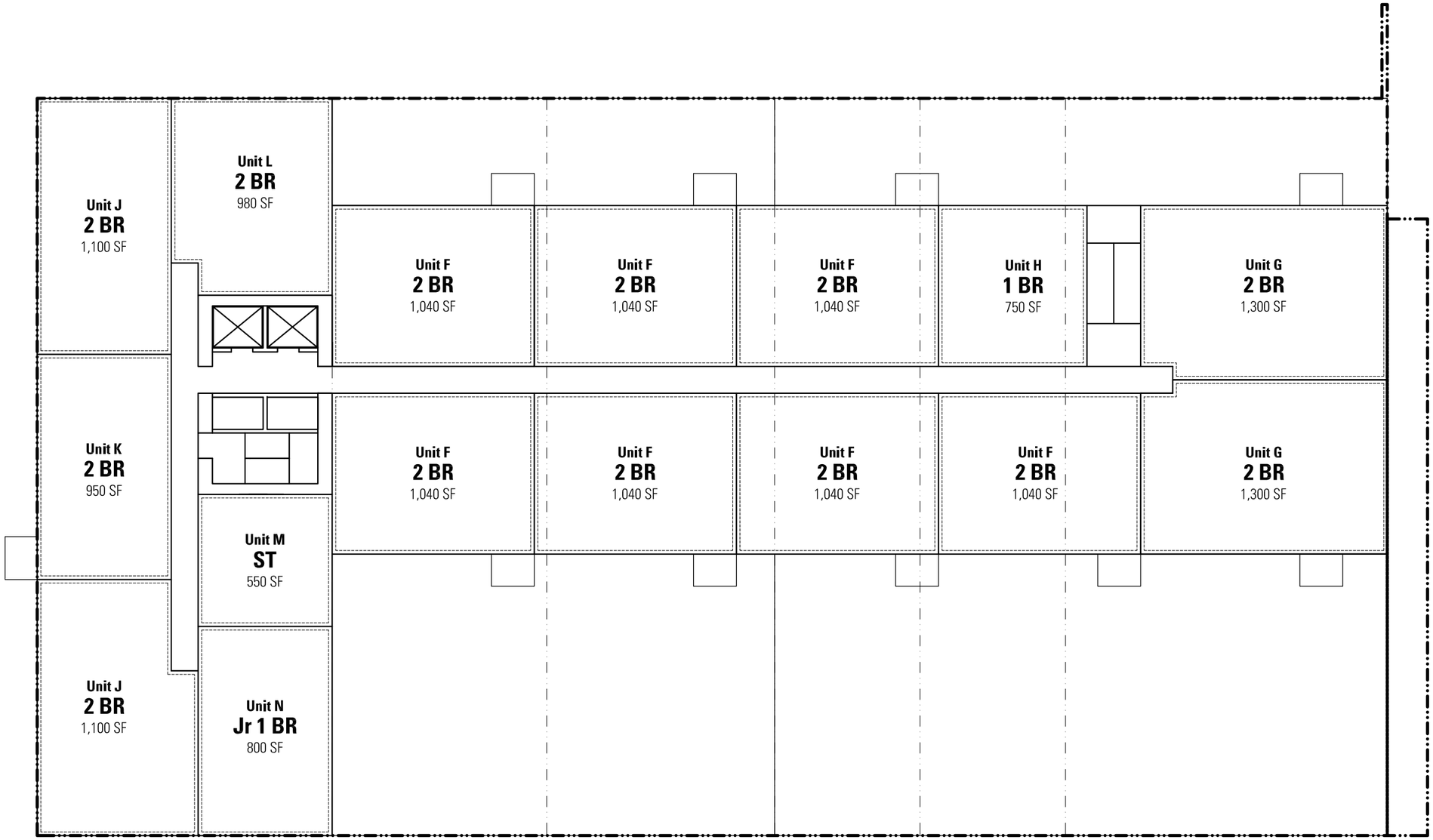
2013-04-30




**PINE-FRANKLIN** PRES. ALT. **Level 3**

0 4' 8' 16' 32' 64'

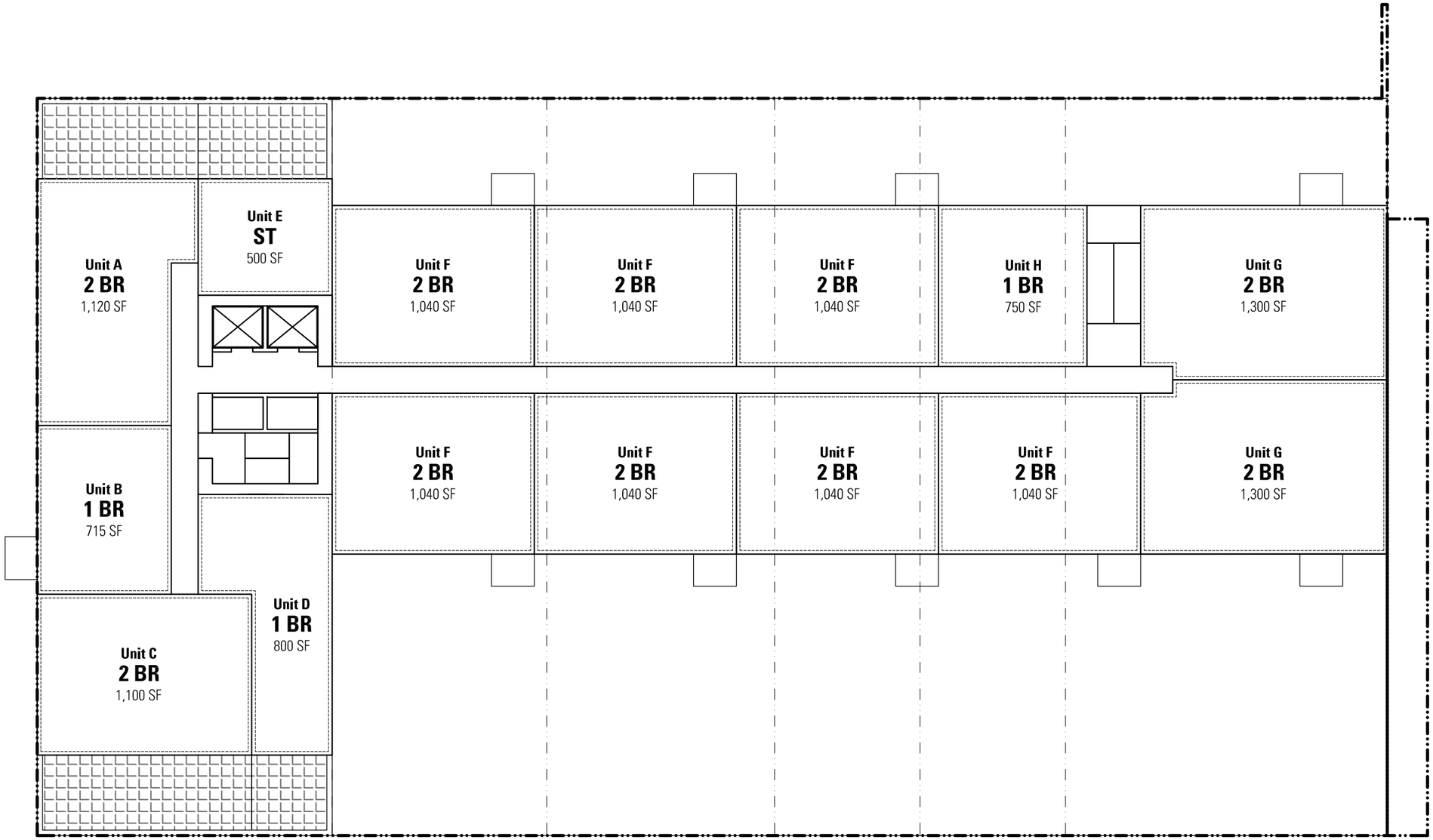
2013-04-30




**PINE-FRANKLIN** PRES. ALT. **Level 4**

0 4' 8' 16' 32' 64'

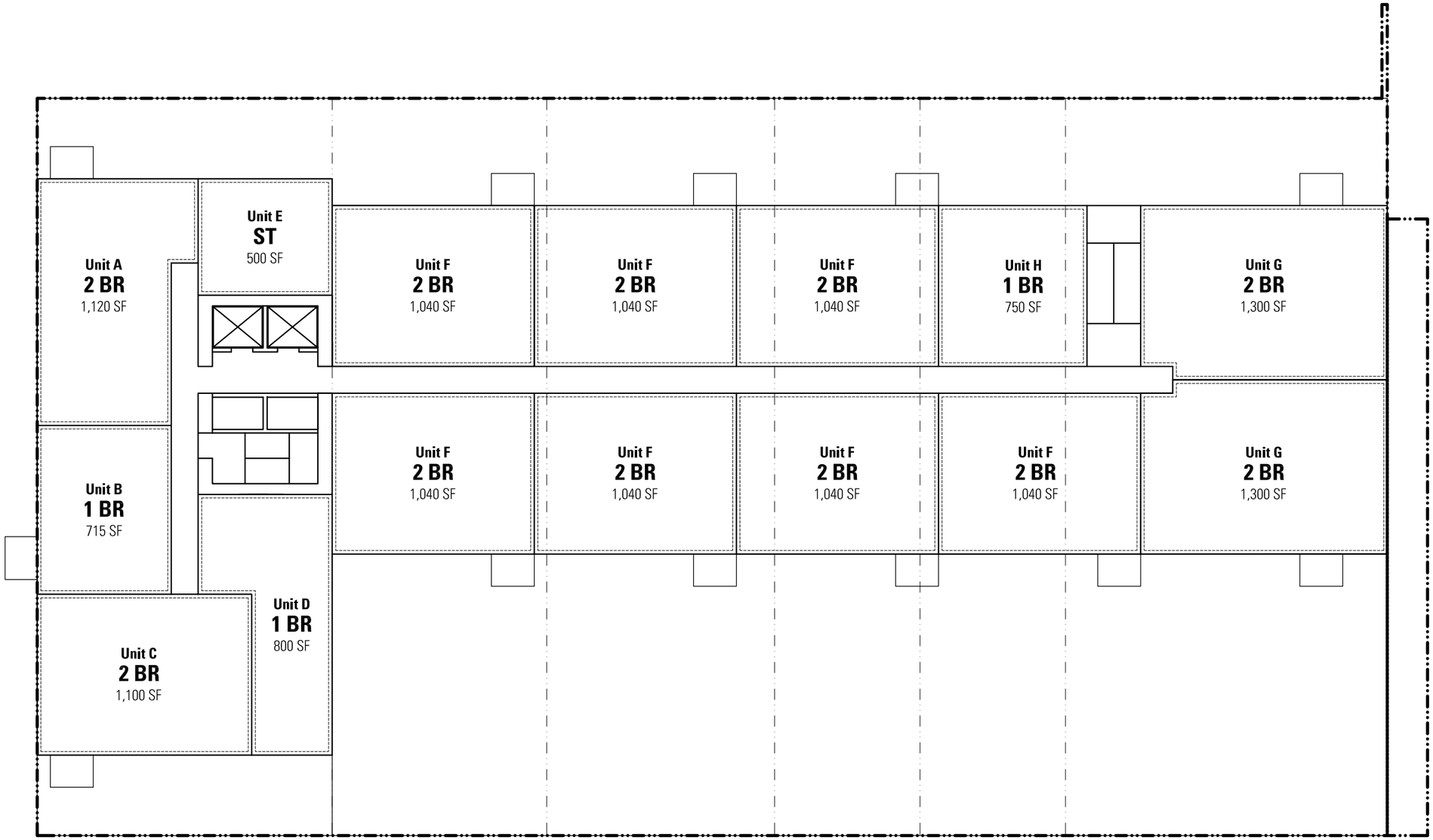
2013-04-30




**PINE-FRANKLIN** PRES. ALT. **Level 5**

0 4' 8' 16' 32' 64'

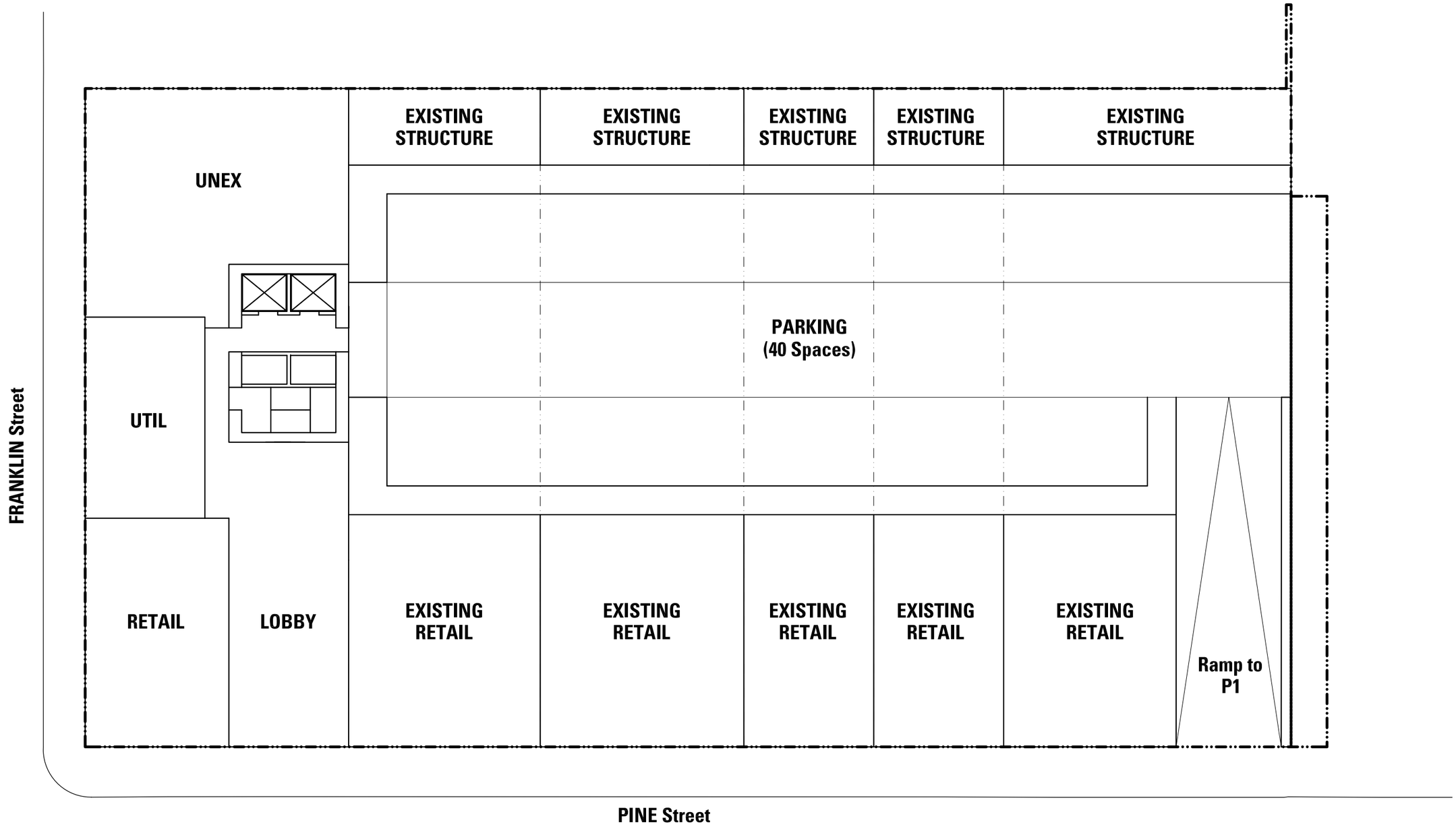
2013-04-30




**PINE-FRANKLIN** PRES. ALT. **Levels 6-8**

0 4' 8' 16' 32' 64'

2013-04-30

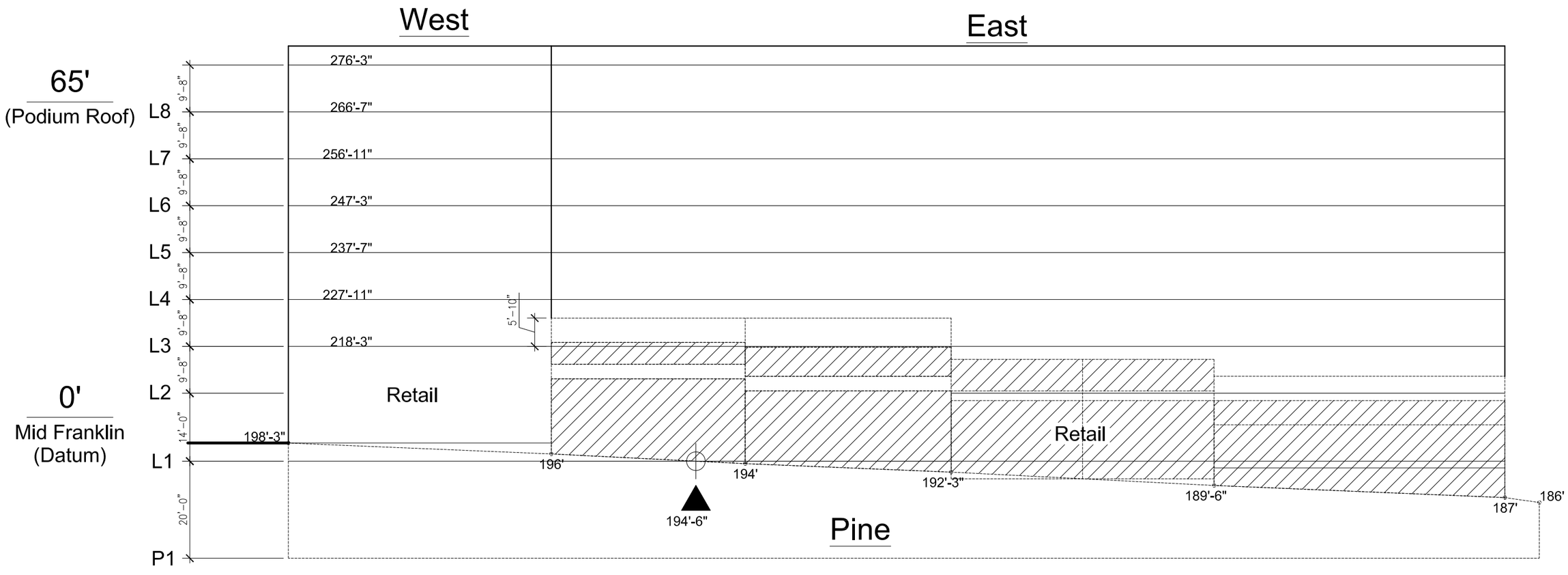



**PINE-FRANKLIN** PRES. ALT. **Level 1**

0 4' 8' 16' 32' 64'

2013-04-30

130'
(Height Limit)



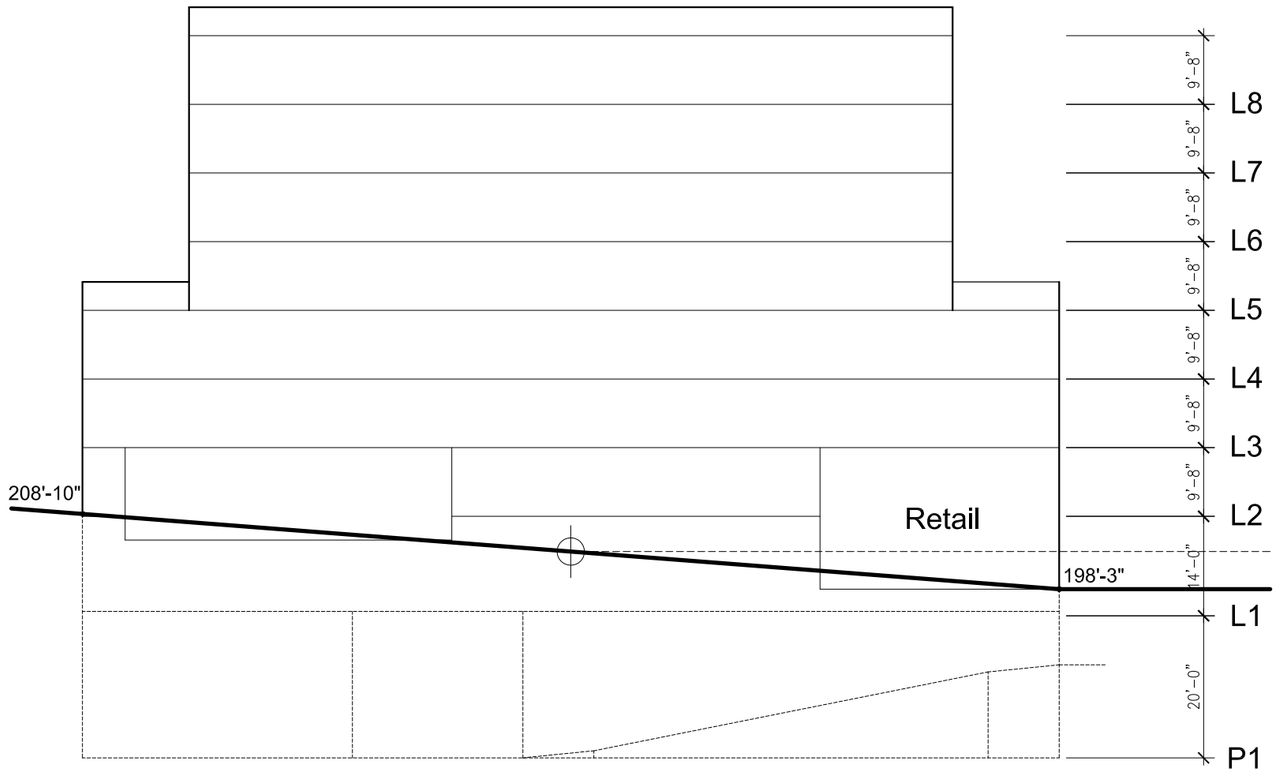

**PINE-FRANKLIN** PRES. ALT.

0 4' 8' 16' 32' 64'

2013-04-30

130'
(Height Limit)

65'
(Podium Roof)



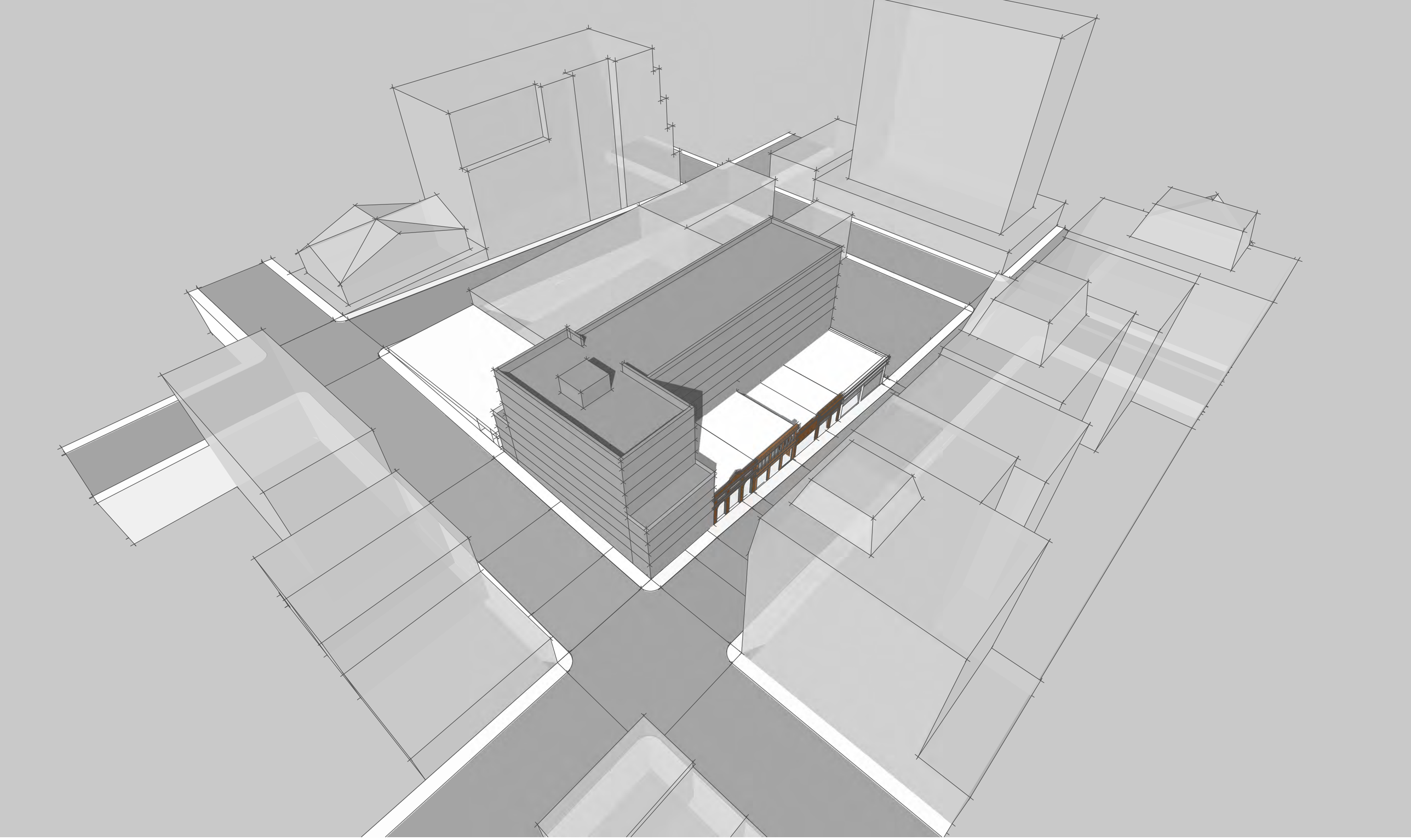

0'
Mid Franklin
(Datum)

Franklin

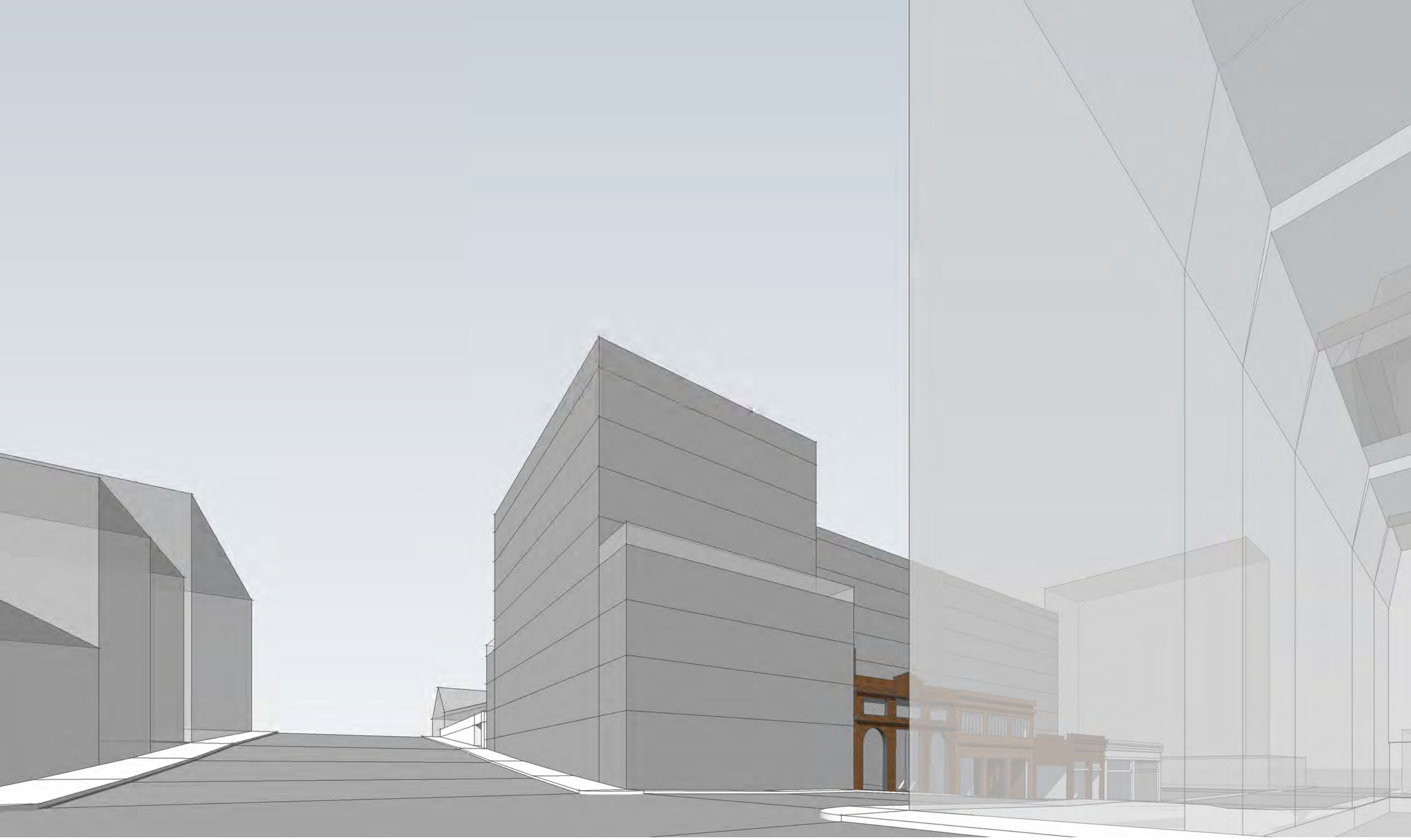
**PINE-FRANKLIN** PRES. ALT.

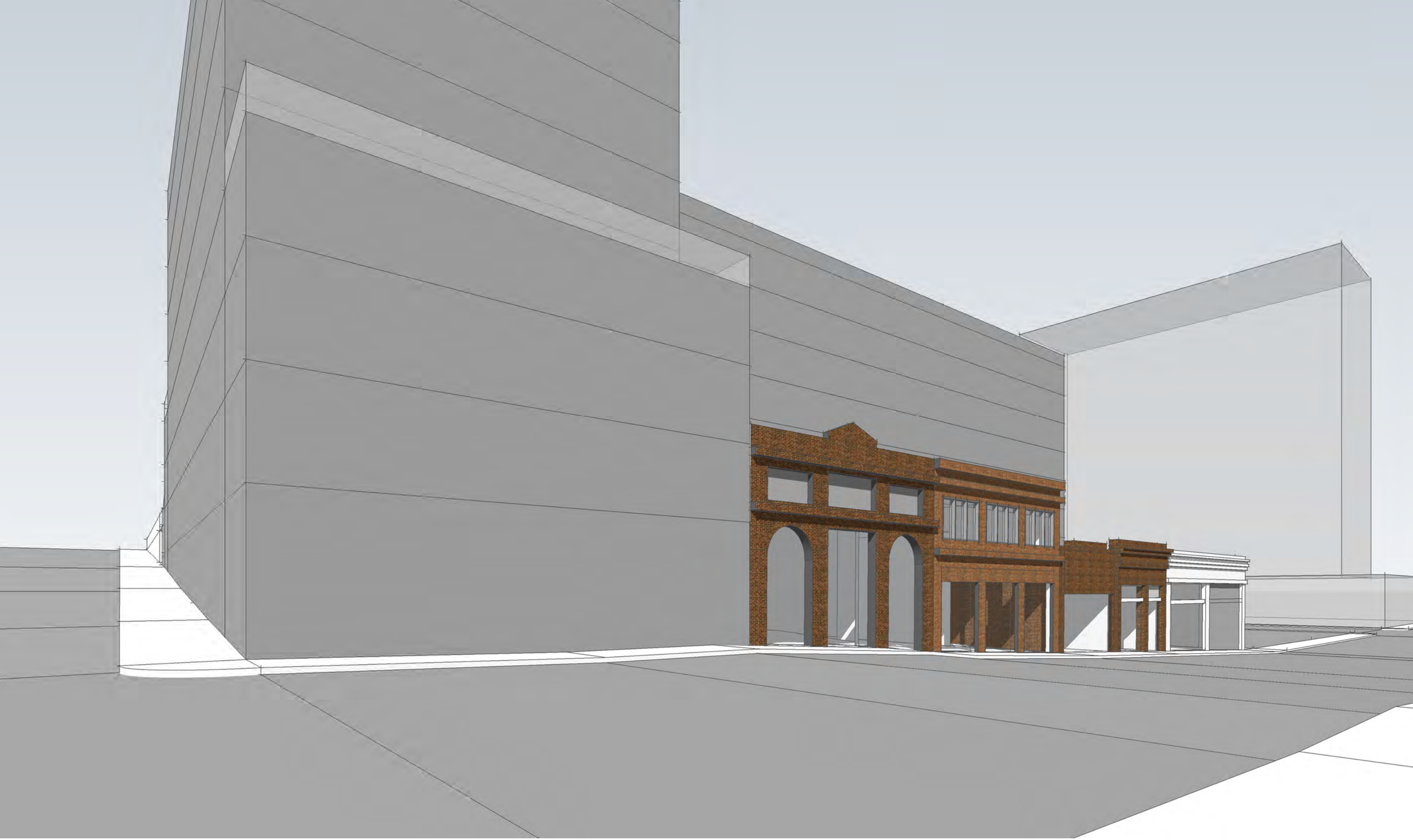
0 4' 8' 16' 32' 64'

2013-04-30

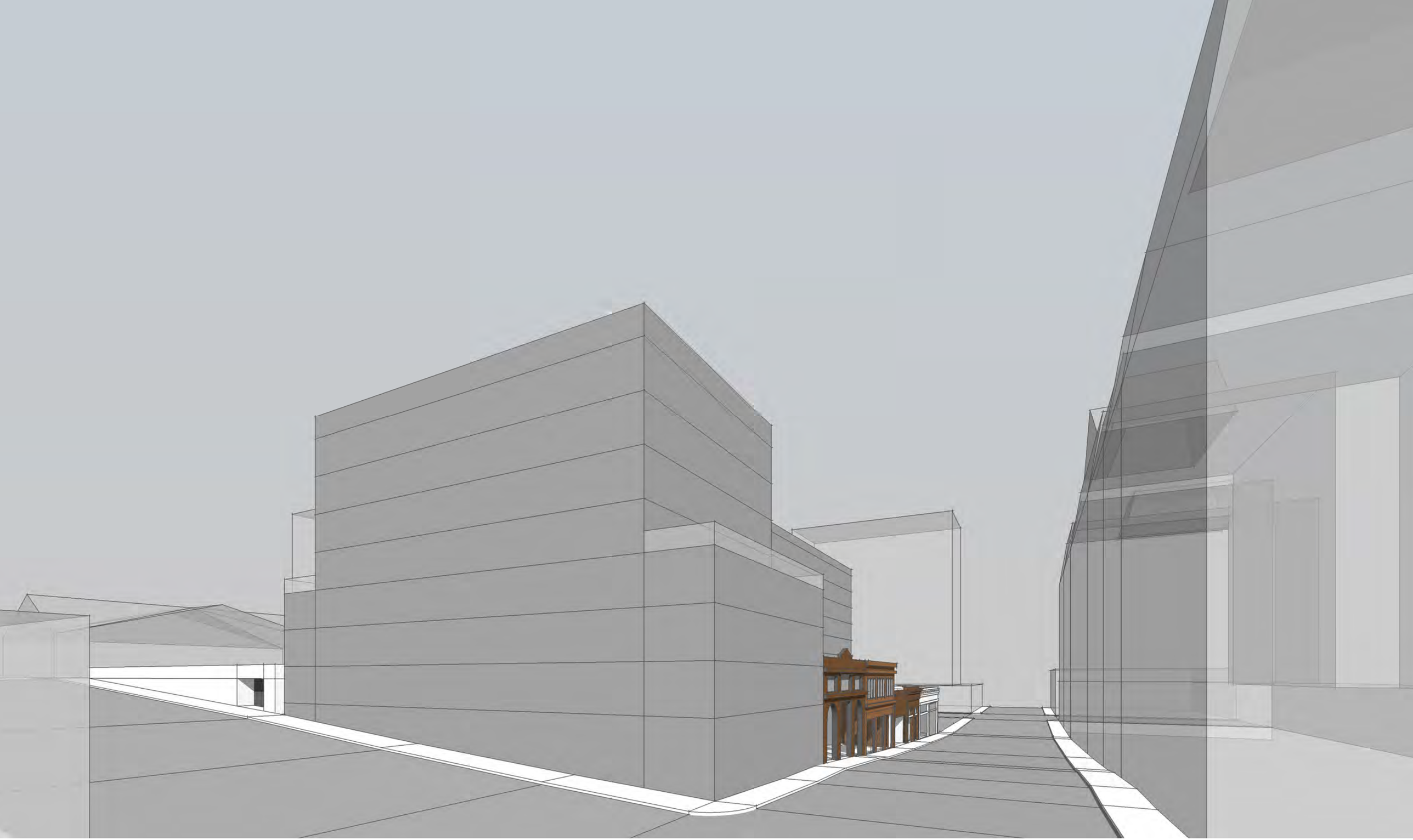



Franklin
Van Ness
Pine Street

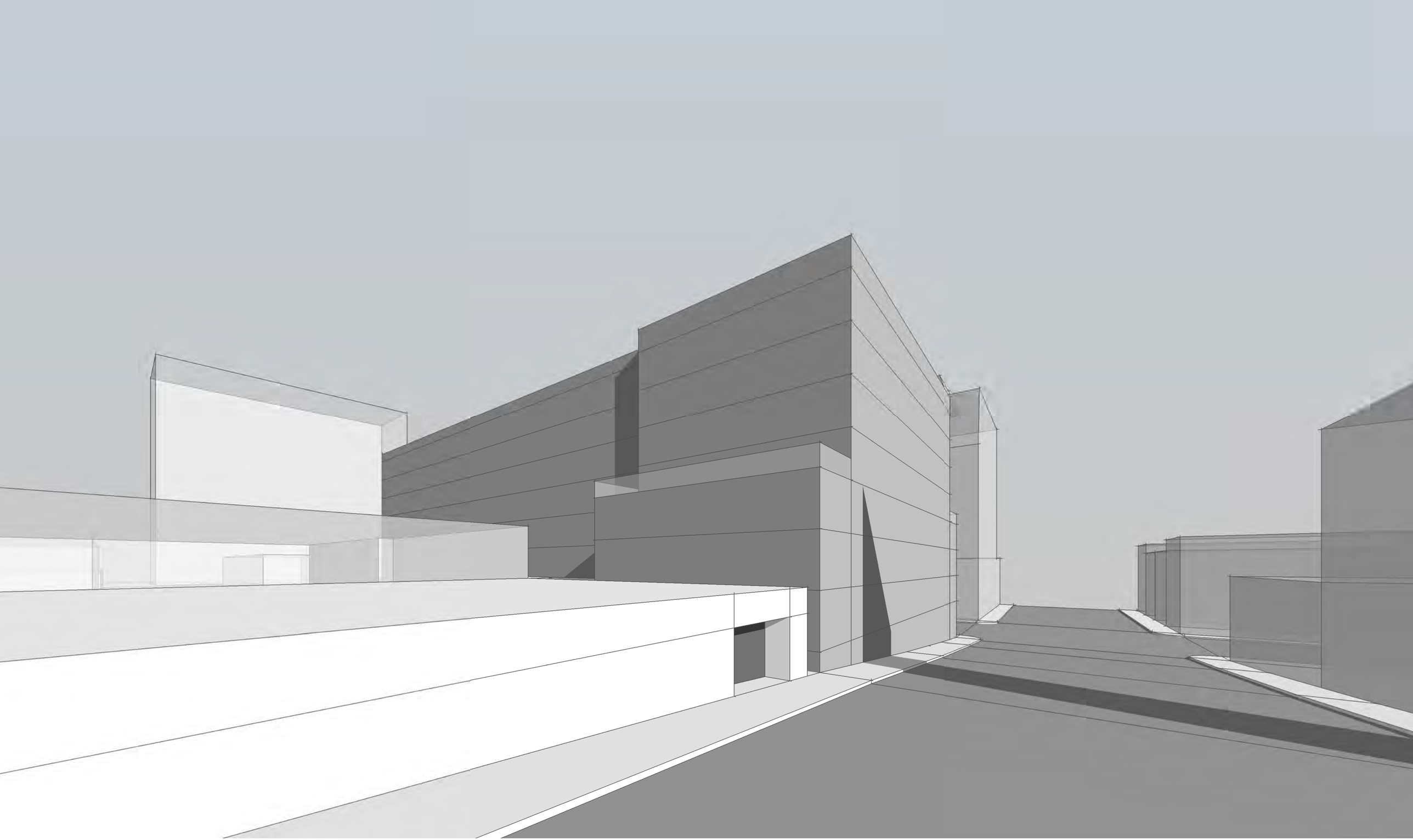




April 19, 2013 - **Pine & Franklin** PRESERVATION ALT - Perspective View @ Corner of Pine & Franklin, from the far side of the street.

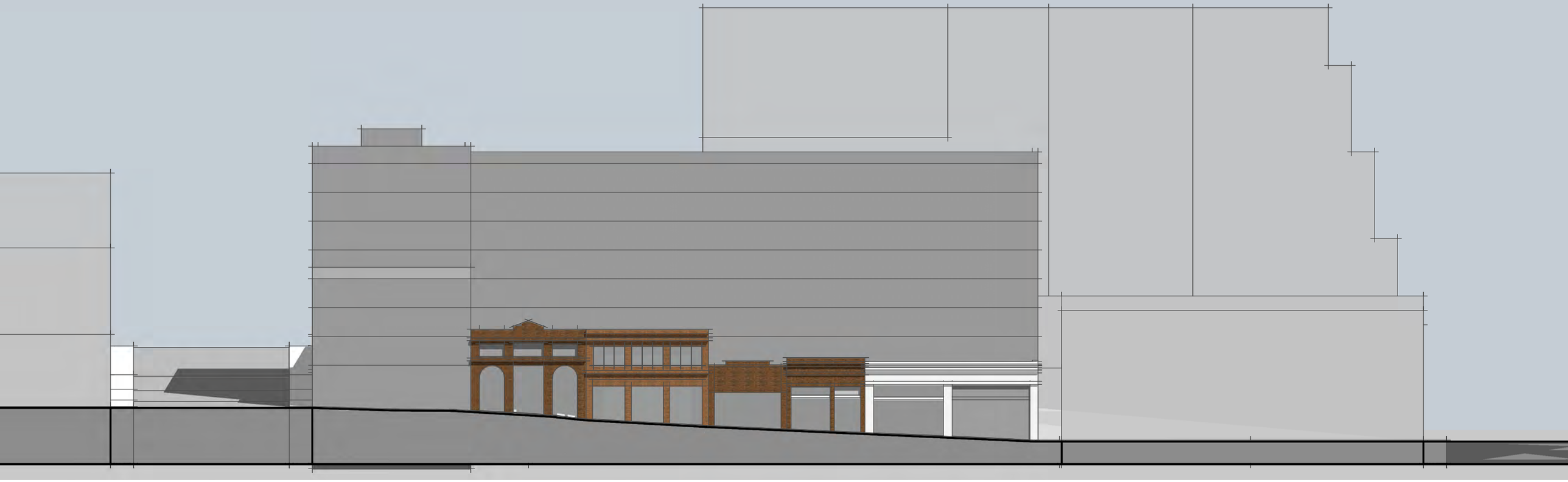


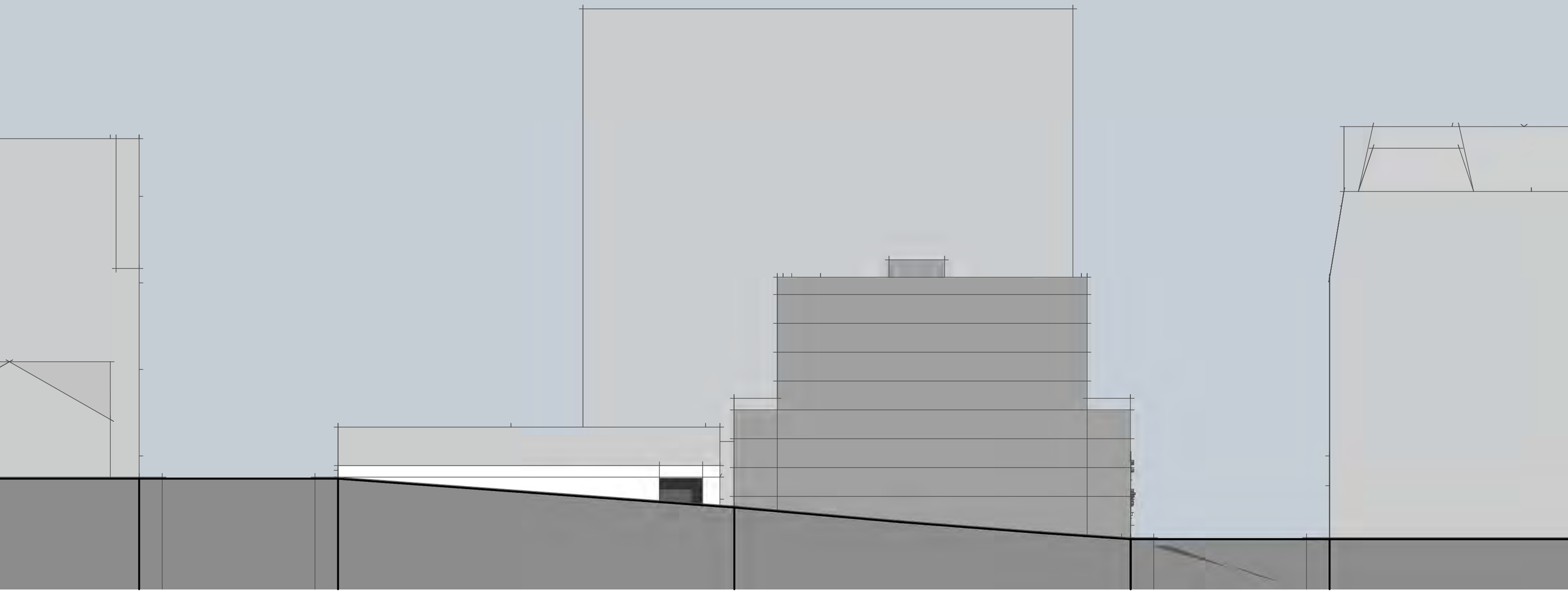
April 19, 2013 - **Pine & Franklin** PRESERVATION ALT - Perspective View @ Corner of Franklin, Looking East on Pine

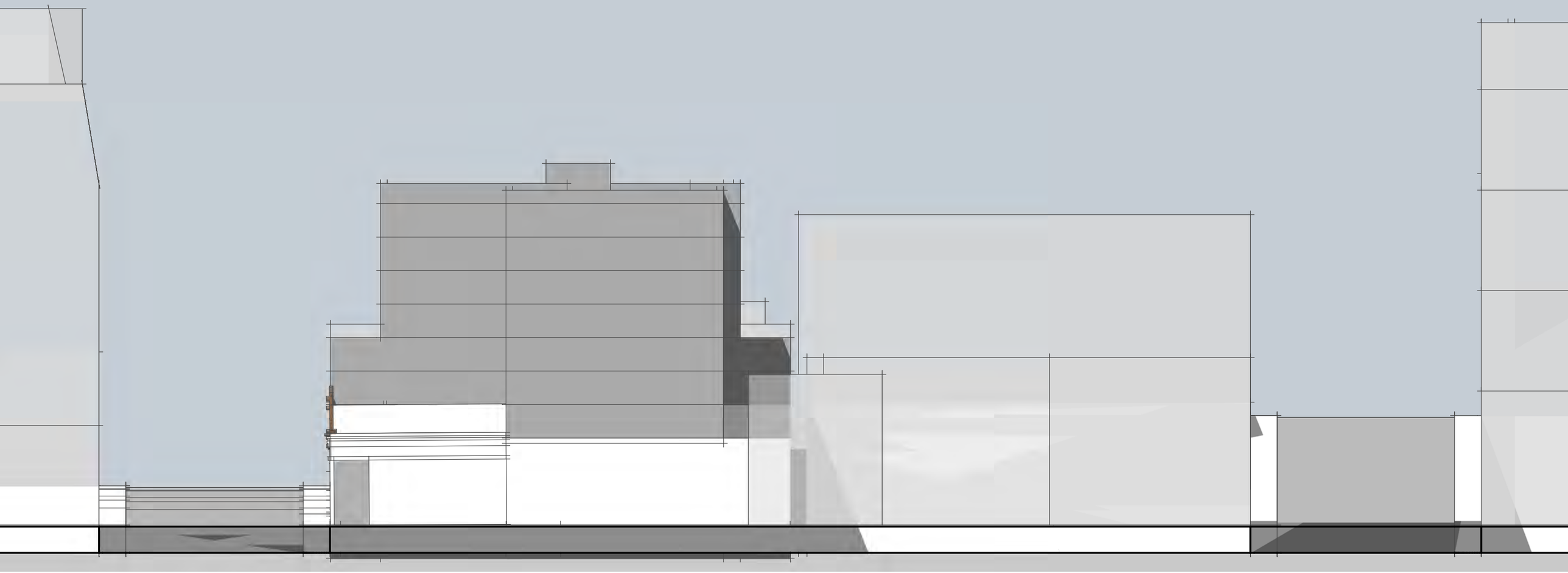


April 19, 2013 - **Pine & Franklin** PRESERVATION ALT - Perspective View along Pine, Looking Northwest, from the far side of the street

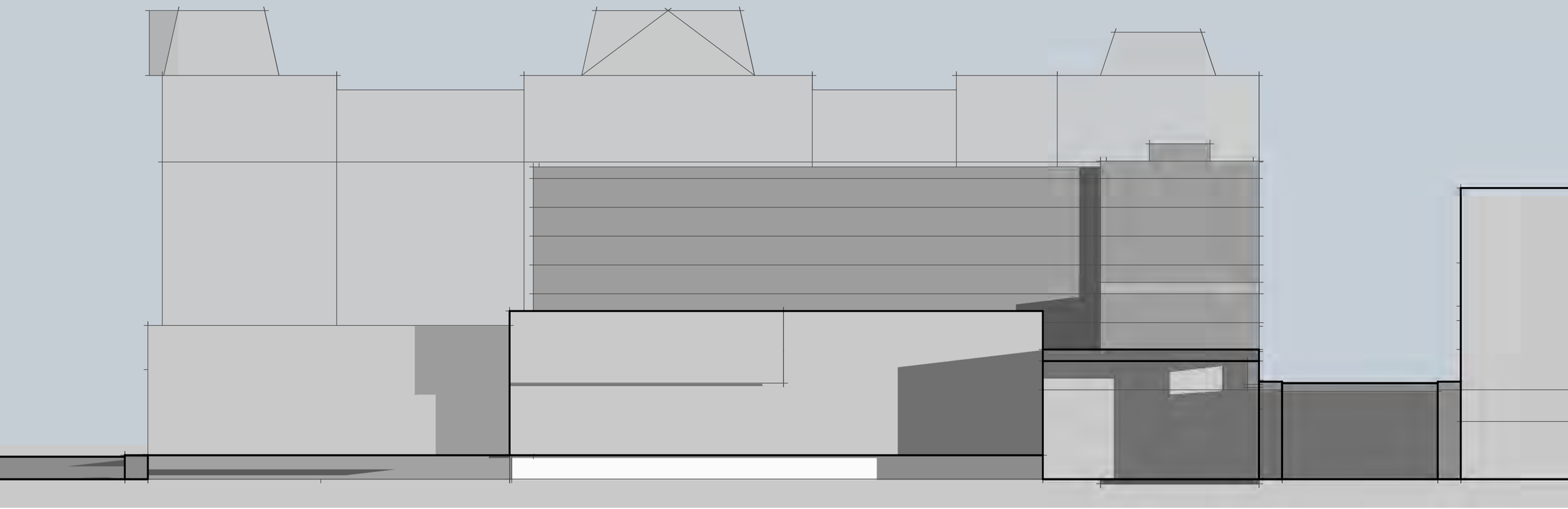
April 19, 2013 - **Pine & Franklin** PRESERVATION ALT - Perspective View along Pine, Looking Northwest







April 19, 2013 - **Pine & Franklin** PRESERVATION ALT - Van Ness Elevation



April 19, 2013 - **Pine & Franklin** PRESERVATION ALT - North Elevation (California St)

# PARTIAL PRESERVATION ALTERNATIVE ANALYSIS

Pine & Franklin Project
San Francisco, California

*Prepared for:*
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**Appendix A:** Project Plans

## 1. INTRODUCTION

JRP Historical Consulting, LLC (JRP) prepared this partial preservation alternative analysis for the San Francisco Planning Department's review of the Pine & Franklin Project (project) proposed by 1634 Pine Street, LLC (Oyster Development Corp.) (Planning Department Case No. 2011.1306U). The purpose of this analysis is to assist with project compliance under the California Environmental Quality Act (CEQA) by analyzing impacts to historical resources and assessing conformance to the *Secretary of the Interior Standards for Rehabilitation* (*SOI Standards*). JRP prepared a Historic Resource Evaluation (HRE) for the Project in February 2013. The HRE is on file with the San Francisco Planning Department.

The partial preservation alternative will merge six parcels on the 1600 block of Pine Street between Van Ness Avenue and Franklin Street into one parcel, demolish rear portions of the existing five buildings on the project site, and construct one building with a 13-story residential tower and six-story residential element with commercial use on the ground and second floors. All of the existing building façades and portions of the front 20 to 30 feet of the existing buildings will be incorporated into this alternative. The project will have a total area of 217,095 gross square feet and will include 155 new for-sale residential units totaling approximately 137,510 square feet; 6,000 square feet of commercial space, and parking with 159 spaces on one level. The tallest proposed tower will be approximately 130 feet tall. Plans, drawings, and data regarding the partial preservation alternative are in **Appendix A**.

The 1600 block of Pine Street is the site of the Pine Street Auto Shops Historic District, which is eligible for listing in the California Register of Historical Resources (CRHR) and is a historical resource for the purposes of CEQA compliance. Details regarding the historic district and its character-defining features are presented in the HRE. The historic district's contributors are five auto-related one- and two-story buildings located in a row at (east to west) 1634-44, 1650, 1656, 1660, and 1670 Pine Street.[1] The historic district's contributors include two buildings that are also individually eligible as historical resources (1634-44 and 1670 Pine Street). Five of the six parcels included in the project compose the Pine Street Auto Shops Historic District; the sixth parcel, 1690 Pine Street, is vacant and used for a parking lot. The partial preservation alternative includes *de facto* demolition of at least four contributors to the historic district (1650, 1656, 1660, and 1670 Pine Street) as defined by Planning Code Section 1005f.[2] The

[1] Previous documentation prepared by William Kostura refers to the building at 1634-44 as 1644 Pine Street.

[2] San Francisco Planning Code, Article 10, Section 1005f defines demolition as any one of: 1) Removal of more than 25 percent of the surface of all external walls facing a public street(s); or 2) Removal of more than 50 percent of all external walls from their function as all external walls; or 3) Removal of more than 25 percent of external walls from function as either external or internal walls; or 4) Removal of more than 75 percent of the building's existing internal structural framework or floor plates unless the City determines that such removal is the only feasible means to meet the standards for seismic load and forces of the latest adopted version of the San Francisco Building Code and the State Historical Building Code. The analysis presented herein uses the term "*de facto* demolition" to refer to these definitions of demolition.

alternative will retain and incorporate the façades of all five contributors (two of which are also individually eligible for listing on the CRHR). A multi-component building including a six to thirteen-story building will be constructed behind and above the retained façades and building sections (see Appendix A).

This analysis assesses the impact of this partial preservation alternative on these historical resources, and compares the impacts to the impacts of the Project.

## 2. SUMMARY OF FINDINGS

This analysis concludes that this alternative diminishes the historic integrity of historical resources and is inconsistent with the *SOI Standards* through *de facto* demolitions. This alternative will impact the Pine Street Auto Shops Historic District and will have various specific impacts on the district's contributors, some of which are also individually eligible as historical resources. The analysis presented herein assumes that measures to reduce project impacts presented in the HRE will be employed for this alternative, including the historic preservation plan / protective measures, historic documentation, and permanent interpretive exhibits. This report specifically identifies that the project will:

- Impact by *de facto* demolition 1633-44 Pine Street, an individually eligible historical resource and a contributor to the Pine Street Auto Shops Historic District
- Impact by *de facto* demolition 1670 Pine Street, an individually eligible historical resource and a contributor to the Pine Street Auto Shops Historic District
- Impact by *de facto* demolition 1650 Pine Street, a contributor to the Pine Street Auto Shops Historic District
- Impact by *de facto* demolition 1656 Pine Street, a contributor to the Pine Street Auto Shops Historic District
- Impact by *de facto* demolition 1660 Pine Street, a contributor to the Pine Street Auto Shops Historic District
- Impact by *de facto* demolition the Pine Street Auto Shops Historic District.

This analysis further concludes that this alternative has less impact on the integrity of historical resources and is more in compliance with *SOI Standards* than the Project.

## 3. METHODOLOGY AND PREPARERS' QUALIFICATIONS

To prepare this analysis, JRP followed guidance provided by *San Francisco Preservation Bulletin No. 16* (Bulletin 16), the San Francisco Planning Department Environmental Review Guidelines, and the *SOI Standards*.

Christopher McMorris (M.S., Historic Preservation, Columbia University) conducted fieldwork and contributed to the preparation of this analysis. Mr. McMorris is a partner at JRP and has 15 years of experience conducting a wide variety of historical research, public history, and historic preservation projects. Heather Norby (M.A., History, University of California, Berkeley) conducted research and contributed to the preparation of this analysis. Ms. Norby, a staff Historian at JRP, has four years of experience as a consulting historian on a variety of historical research and cultural resource management projects and has conducted research and field evaluation for historic architectural surveys throughout California. Because of their education and experience, both Mr. McMorris and Ms. Norby qualify as architectural historians under the Secretary of Interior's Professional Qualification Standards (as defined in 36 CFR Part 61).

## 4. IMPACTS ANALYSIS

This section provides analysis regarding partial preservation alternative, including both specific and cumulative impacts this alternative may have on historical resources. The analysis in this section is intended to assist the San Francisco Planning Department in its determination of whether this alternative will have a significant impact to historical resource under CEQA.

### 4.1. Alternative-Specific Impacts Analysis

This section analyzes the alternative-specific impacts on historical resources. This analysis is based on partial preservation alternative data provided to JRP, including plans, elevations, perspective drawings, and data prepared by Kwan Henmi Architecture/Planning Inc., dated July 20, 2012; July 23, 2012; and December 28, 2012 provided in Appendix A. The analysis provided below addresses the alternative's effects to the historic integrity of historical resources and its consistency with the *SOI Standards*.

Historic integrity is assessed with regard to the retention of the following aspects of the historical resources' characteristics:

- Location
- Setting
- Design
- Materials
- Workmanship
- Feeling
- Association

The *Secretary of the Interior's Standards for the Treatment of Historic Properties* provides guidance on the preservation and protection for cultural resources listed in or eligible for listing in the National Register of Historic Places. Four types of treatments, Preservation, Rehabilitation, Restoration, and Reconstruction, comprise the *Standards for the Treatment of*

*Historic Properties*. Rehabilitation is the most relevant treatment to assess this alternative. Rehabilitation is defined as "the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values."[3] The *Standards for Rehabilitation* are:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.[4]
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the

[3] Kay D. Weeks and Anne E. Grimmer, *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* (National Park Service, Heritage Preservation Services: Washington D.C., 1995) 61.

[4] Analysis presented herein does not address archeological resources; therefore, this standard is not addressed.

historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

10. New additions and adjacent or related new construction will be undertaken in a such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

The following provides alternative-specific analysis for each of the historic district's five contributing properties (two of which are also individually eligible for listing in the CRHR) and the Pine Street Auto Shops Historic District as a whole.

### 4.1.1. 1634-44 Pine Street: *De facto* Demolition

The partial preservation alternative diminishes the historic integrity of 1634-44 Pine Street, which is both a contributor to the Pine Street Auto Shops Historic District and individually eligible for the CRHR under Criterion 1, by demolishing much of the building and by constructing a tower behind and above it (see Section 4.1.6 for a discussion of partial preservation alternative impacts to the historic district). This constitutes *de facto* demolition of 1633-44 Pine Street based on Article 10 of the Planning Code.

This alternative retains the façade of 1634-44 Pine Street and at least a portion of the front 30 feet of the building and east wall. The building's rear wall and most of the west wall would be demolished. Retention of the façade of the building preserves almost all of the building's character-defining features, which primarily consist of architectural details concentrated on the façade. The building's height and width, the only character-defining features not located exclusively on the façade, would be impacted by the demolition of portions of the building, which diminishes the building's integrity of design, materials, and workmanship. Retention of at least a portion the front 30 feet of the building and the east wall helps retain the building's sense of height and scale as experienced from the street, although it is unclear how much of the original side walls will be preserved.

Plans for the new building above and behind the historic façade at 1634-44 Pine Street will add six-story massing set back 30 feet from the façade and 20 feet from the driveway at the east side of the building. Setting the new construction back from the façade where the character-defining features of the resource are concentrated, as well as from the east side of the building, somewhat corresponds with the *SOI Standards,* which emphasize avoiding destruction of historic materials, features, and spatial relationships that characterize the property. The new building will also be differentiated from the old, in compliance with the *SOI Standards*. The new building would allow for retention of much of the historic building's character-defining features, but the size and scale of the new tower is quite large in relationship to the historic building, and introduction of this much larger element represents a loss of integrity of setting. The effect of

this differential in scale is somewhat alleviated by the setback that distances the new construction from the façade. The setback reduces the impact identified in the Project, wherein the proposed construction would abstract the former one story building into a visually unincorporated base of the new building. Thus, in the partial preservation alternative an observer at street level would be able to understand and discern the historic form and scale of the building better than if the Project were constructed.

At this stage in project planning, the partial preservation alternative is not developed enough to analyze the compatibility of its architectural details with the historic building. The *SOI Standards* encourage compatibility with materials, features, size, scale, and massing of historic buildings. To support this compatibility and help reduce impacts to the historical resource, considerations for the new building's aesthetic elements (e.g., geometric detailing) should account for the architectural context and transition between the new building and the remaining portions of the old building. Use of the large garage door at 1634-44 Pine Street for the entrance to this alternative's underground parking does not cause an impact and is an appropriate reuse of the building's historic design. However, it is unclear from the plans for this alternative how the remaining portions of the historic façade will be used and whether the character-defining storefront windows will be retained, for example.

Both this partial preservation alternative and the Project impact 1634-44 Pine Street by *de facto* demolition, however, this alternative complies more closely with the *SOI Standards* because it sets new construction further back from the façade where the character-defining features are concentrated in such a manner that the historic scale of the building is still discernible. The partial preservation alternative retains a greater degree of this historical resource's integrity than would occur in the Project.

#### 4.1.2. 1650 Pine Street: *De facto* Demolition

The partial preservation alternative retains the façade and at least a portion of the front 30 feet of 1650 Pine Street, a contributor to the Pine Street Auto Shops Historic District, but demolishes the remainder of the rear of the building, which constitutes *de facto* demolition based on Article 10 of the Planning Code. The partial preservation alternative also includes construction of a six-story tower behind the retained front portion of the building (see Section 4.1.6 for a discussion of partial preservation alternative impacts to the historic district). Despite constituting *de facto* demolition, this alternative retains much of the historic building's character-defining features because they are concentrated on the retained façade.

Although this alternative would cause losses of historic integrity of this resource through demolition of portions of the building, the new building presented in this alternative complies better with the *SOI Standards* than the building in the Project. Retention of the façade of 1650

Pine Street preserves almost all of the building's character-defining features, which primarily consist of architectural details concentrated on the façade. The building's height and width, the only character-defining features not located exclusively on the façade, would be impacted by the demolition of portions of the building, which diminishes the building's integrity of design, materials, and workmanship. Retention of at least a portion the front 30 feet of the building helps retain the building's sense of height and scale as experienced from the street, although it is unclear how much of the original side walls will be preserved.

Plans for the new building above and behind the historic façade at 1650 Pine Street will add six-story massing set back 30 feet from the façade. Setting the new construction back from the façade where the character-defining features of the resource are concentrated somewhat complies with the *SOI Standards,* which emphasize avoiding destruction of historic materials, features, and spatial relationships that characterize the property. The new building will also be differentiated from the old, in compliance with the *SOI Standards*. The new building would allow for retention of much of the historic building's character-defining features, but the size and scale of the new building's tower is quite large in relationship to the historic building. Introduction of this much larger element represents a loss of integrity of setting. The effect of this differential in scale is somewhat alleviated by the setback that distances the new construction from an observer at street level who would still be able to understand and discern the historic form and scale of the building.

At this stage in project planning, the partial preservation alternative is not developed enough to analyze the compatibility of the architectural details of the new design with the historic building at 1650 Pine Street. The *SOI Standards* encourage compatibility with materials, features, size, scale, and massing of historic buildings. To support this compatibility and help reduce impacts to the historical resource, considerations for the new building's aesthetic elements (e.g., geometric detailing) should account for the architectural context and transition between the new building and the remaining portions of the old building. There is also potential impact from construction, vibration for example, that could damage the historic façade, which was categorized as an unreinforced masonry structure. Extant reinforcement alterations that are not visible from the exterior and/or protection measures provided during construction could reduce this potential impact.

This partial preservation alternative complies more closely with the *SOI Standards* than the Project because it avoids complete demolition of the historical resource, 1650 Pine Street, and sets new construction back from the façade which preserves most the character-defining and allows the historic scale of the building to still be discernible from street level. While the Project demolishes the building and the historical resource loses all integrity, the partial

preservation alternative retains much of the historic integrity of this resource's character-defining features.

### 4.1.3. 1656 Pine Street: *De facto* Demolition

The partial preservation alternative retains the façade and at least a portion of the front 30 feet of 1656 Pine Street, a contributor to the Pine Street Auto Shops Historic District, but demolishes the remainder of the rear of the building, which constitutes *de facto* demolition based on Article 10 of the Planning Code. The partial preservation alternative also includes construction of a six-story tower behind the retained front portion of the building (see Section 4.1.6 for a discussion of partial preservation alternative impacts to the historic district). Despite constituting *de facto* demolition, this alternative retains much of the character-defining features of this historical resource because they are concentrated on the retained façade.

Although this alternative would cause losses of historic integrity of this resource through demolition of portions of the building, the new building presented in this alternative complies better with the *SOI Standards* than the building in the Project. Retention of the façade of 1656 Pine Street preserves almost all of the building's character-defining features, which primarily consist of architectural details concentrated on the façade. The building's height and width, the only character-defining features not located exclusively on the façade, would be impacted by the demolition of portions of the building, which diminishes the building's integrity of design, materials, and workmanship. Retention of at least a portion the front 30 feet of the building helps retain the building's sense of height and scale as experienced from the street, although it is unclear how much of the original side walls will be preserved.

Plans for the new building above and behind the historic façade at 1656 Pine Street will add six-story massing set back 30 feet from the façade. Setting the new construction back from the façade where the character-defining features of the resource are concentrated somewhat complies with the *SOI Standards,* which emphasize avoiding destruction of historic materials, features, and spatial relationships that characterize the property. The new building will also be differentiated from the old, in compliance with the *SOI Standards*. The new building would allow for retention of much of the historic building's character-defining features, but the size and scale of the new building's tower is quite large in relationship to the historic building. Introduction of this much larger element represents a loss of integrity of setting. The effect of this differential in scale is somewhat alleviated by the setback that distances the new construction from an observer at street level who would still be able to understand and discern the historic form and scale of the building.

At this stage in project planning, the partial preservation alternative is not developed enough to analyze the compatibility of the architectural details of the new design with the historic building at 1656 Pine Street. The *SOI Standards* encourage compatibility with materials, features, size, scale, and massing of historic buildings. To support this compatibility and help reduce impacts to the historical resource, considerations for the new building's aesthetic elements (e.g., geometric detailing) should account for the architectural context and transition between the new building and the remaining portions of the old building. There is also potential impact from construction, vibration for example, that could damage the historic façade, which was categorized as an unreinforced masonry structure. Extant reinforcement alterations that are not visible from the exterior and/or protection measures provided during construction could reduce this potential impact.

This partial preservation alternative complies more closely with the *SOI Standards* than the Project because it avoids complete demolition of the historical resource, 1656 Pine Street, and sets new construction back from the façade which preserves most the character-defining and allows the historic scale of the building to still be discernible from street level. While the Project demolishes the building and the historical resource loses all integrity, the partial preservation alternative retains much of the historic integrity of this resource's character-defining features.

#### 4.1.4. 1660 Pine Street: *De Facto* Demolition

The partial preservation alternative retains the front façade and portions of the front 20-30 feet of 1660 Pine Street, a contributor to the Pine Street Auto Shops Historic District. This alternative demolishes the remainder of the rear of the building, which constitutes *de facto* demolition based on Article 10 of the Planning Code, and constructs a six to thirteen story stepped tower behind the retained front portion of the building. Despite constituting *de facto* demolition, this alternative retains much of the character-defining features of this historical resource because those features are concentrated on the façade (see Section 4.1.6 for a discussion of partial preservation alternative impacts to the historic district).

This alternative would cause loss of historic integrity of this resource through demolition of portions of the building and through construction of a six to thirteen story tower above and behind it. In comparison, the Project does not include any new construction above the retained façade. Retention of the façade and portions of the building as proposed by this alternative preserves almost all of the building's character-defining features, which primarily consist of architectural details concentrated on the façade. The building's height and width, the only character-defining features not located exclusively on the façade, would be impacted by the demolition of portions of the building, which diminishes the building's integrity of design, materials, and workmanship. Retention of at least a portion the front 20-30 feet of the building

helps retain the building's sense of height and scale as experienced from the street, although it is unclear how much of the original side walls will be preserved.

Plans for the new building above and behind the historic façade at 1660 Pine Street will add six to thirteen story massing set back 20-30 feet from the façade. Setting the new construction back from the façade where the character-defining features of the resource are concentrated somewhat complies with the *SOI Standards*, which emphasize avoiding destruction of historic materials, features, and spatial relationships that characterize the property. The new building will also be differentiated from the old, in compliance with the *SOI Standards*. The new building would allow for retention of much of the historic building's character-defining features, but the size and scale of the addition is large in relationship to the historic building. Visual intrusion of this much larger element represents a loss of integrity of setting. The effect of this differential in scale is somewhat alleviated by the setback that distances the new construction from an observer at street level who would still be able to understand and discern the historic form and scale of the building.

At this stage in project planning, the partial preservation alternative is not developed enough to analyze the compatibility of the architectural details of the new design with the historic building at 1660 Pine Street. The *SOI Standards* encourage compatibility with materials, features, size, scale, and massing of historic buildings. To support this compatibility and help reduce impacts to the historical resource, considerations for the new building's aesthetic elements (e.g., geometric detailing) should account for the architectural context and transition between the new building and the remaining portions of the old building. There is also potential impact from construction, vibration for example, that could damage the historic façade, which was categorized as an unreinforced masonry structure. Extant reinforcement alterations that are not visible from the exterior and/or protection measures provided during construction could reduce this potential impact.

This partial preservation alternative has a greater impact on 1660 Pine Street than the Project. Like the Project, this alternative preserves the façade and portions of the front of 1660 Pine Street, but demolishes the rear portion of the building constituting *de facto* demolition. The Project does not include construction of a tower behind and above the retained portion of the façade, which enhances the ability of an observer to understand the historic form and scale of the building. In comparison, the partial preservation alternative would erect a six to thirteen story tower behind the retained façade, which represents a loss of integrity of setting of this historical resource because of the visual intrusion of an element that is of larger different scale than the historic building.

### 4.1.5. 1670 Pine Street: *De facto* Demolition

The partial preservation alternative retains the front façade and portions of the front 20 feet of 1670 Pine Street, which is both a contributor to the Pine Street Auto Shops Historic District and individually eligible for the CRHR under Criteria 1 and 3. This alternative demolishes the remainder of the rear of the building, which constitutes *de facto* demolition based on Article 10 of the Planning Code, and constructs a thirteen story tower behind the retained front portion of the building. Despite constituting *de facto* demolition, this alternative retains much of the character-defining features of this historical resource because those features are concentrated on the façade (see Section 4.1.6 for a discussion of partial preservation alternative impacts to the historic district).

Although this alternative would cause losses of historic integrity of this resource through demolition of portions of the building, the new building presented in this alternative complies better with the *SOI Standards* than the building in the Project. Retention of the façade of 1670 Pine Street preserves almost all of the building's character-defining features, which primarily consist of architectural details concentrated on the façade. The building's height and width, the only character-defining features not located exclusively on the façade, would be impacted by the demolition of portions of the building, which diminishes the building's integrity of design, materials, and workmanship. Retention of at least a portion the front 20 feet of the building helps retain the building's sense of height and scale as experienced from the street, although it is unclear how much of the original side walls will be preserved.

Plans for the new building above and behind the historic façade at 1670 Pine Street will add thirteen story massing set back 20 feet from the façade. Setting the new construction back from the façade where the character-defining features of the resource are concentrated somewhat complies with the *SOI Standards*, which emphasize avoiding destruction of historic materials, features, and spatial relationships that characterize the property. The new building will also be differentiated from the old, in compliance with the *SOI Standards*. The new building would allow for retention of much of the historic building's character-defining features, but the size and scale of the addition is large in relationship to the historic building. Visual intrusion of this much larger element represents a loss of integrity of setting. The effect of this differential in scale is somewhat alleviated by the setback that distances the new construction from an observer at street level who would still be able to understand and discern the historic form and scale of the building.

The use of the façade at 1670 Pine Street as the part of the entrance to the partial preservation alternative's residential area does not itself cause an impact to the historical resource, as it continues the historic use as storefront entrances. The alternative intends to incorporate the façade's character-defining openings and install new windows (replacing the replacement windows) that would be historically appropriate with the building's period of significance.

At this stage in project planning, the partial preservation alternative is not developed enough to analyze the compatibility of the architectural details of the new design with the historic building at 1670 Pine Street. The *SOI Standards* encourage compatibility with materials, features, size, scale, and massing of historic buildings. To support this compatibility and help reduce impacts to the historical resource, considerations for the new building's aesthetic elements (e.g., geometric detailing) should account for the architectural context and transition between the new building and the remaining portions of the old building. There is also potential impact from construction, vibration for example, that could damage the historic façade, which was categorized as an unreinforced masonry structure. Extant reinforcement alterations that are not visible from the exterior and/or protection measures provided during construction could reduce this potential impact.

The impacts to 1670 Pine Street are minimally different for the Project and the partial preservation alternative. The partial preservation alternative has a modestly smaller impact on the setting of the historical resource because it sets the new tower back 20 feet from the front façade as opposed to the 16-foot setback designed for the Project. While a small improvement, this four-foot differential is not sufficiently different in changing the effect of a thirteen story tower built behind an historically two-story building facade.

#### 4.1.6. Pine Street Auto Shops Historic District: *De facto* Demolition

The Pine Street Auto Shops Historic District is a singular historical resource composed of multiple contributing buildings that will be impacted by the partial preservation alternative by *de facto* demolition of five of the contributing buildings. In effect, taking into account the Article 10 Planning Code definition of demolition, this alternative demolishes the Pine Street Auto Shops Historic District. The alternative's proposed *de facto* demolition of the Pine Street Auto Shops Historic District is not consistent with the *SOI Standards*, which emphasize retention of a property's historic use and character, minimal change to its distinctive features, materials, and spatial relationship, and alterations that are reversible.

While retention of the façades and portions of the fronts of the buildings preserves a modicum of the historical resources' integrity of location, design, material, and workmanship, as well as a heavy concentration of the district's character-defining features, the alternative's *de facto* demolition diminishes all seven aspects of the district's historic integrity. Height and width, the only character-defining features not located exclusively on the façades, would be impacted by the demolition of the rear portions of the buildings which represents a loss of integrity of design, materials, and workmanship. In addition to these losses of integrity, this alternative will also lead to a loss of the overall collective quality of the five auto-related one- to- two story properties grouped together that is an important character of the historical resource's

significance. This alternative will eliminate by *de facto* demolition this last surviving example of more than two intact auto-related buildings in a row from the early era of the Van Ness auto row.

The design of this alternative, as it relates to the historic district's remaining façades and remaining portions of buildings, has elements that conform to portions of the *SOI Standards*, as well as elements that are inconsistent with the *SOI Standards*. Retention of all five façades preserves some of the district's continuous and contiguous quality that is important to its historic significance. This partial preservation alternative's new construction – a six-story element behind the historic façades at 1634-44, 1650, 1656, and portions of 1660 Pine Street and a thirteen-story tower behind the historic façades of portions of 1660 Pine Street and behind 1670 Pine Street – is incompatible with the *SOI Standards* because it is an introduction of massing that is out of proportion with the scale of the historic one to two-story buildings. The setback of the new construction 20-30 feet behind the façades, however, conforms in part with recommendations from the *SOI Standards* guidelines that new construction be set back from the façade and be as inconspicuous as possible when viewed from the street. This aspect of the partial preservation alternative helps preserve a portion of the historic district's character-defining features of scale and form, as well as a measure of integrity of design, feeling, and association, wherein these buildings can be understood as elements of former modest-scale commercial buildings.

This alternative corresponds to the *SOI Standards* by constructing a compatible use within the Pine Street Auto Shops Historic District that relates to the district's history as storefronts. While use of the large garage door at 1634-44 Pine Street for the entrance to this alternative's underground parking does not cause an impact and is an appropriate reuse of the building's historic design, it is unclear from project plans how the remaining portions historic façade will be used and whether the character-defining storefront windows will be retained, for example. The use of the façades at 1660 and 1670 Pine Street as the entrance to this alternative's residential area does not itself cause an impact to the historical resource, as it continues their use as storefront entrances. However, proposed interior design immediately behind the façades is open and includes only a portion of original sidewalls. While retaining a portion of interior walls would help indicate the separate businesses that once stood at these locations, the general openness of the interior spaces abstracts the façades in a manner that does not provide recognition of the multiple component design of the historic district's contributors, along with reducing the ability of the historic district contributors to illustrate their association to one another and to the district's historical significance.

At this stage in project planning, and as noted above, the partial preservation alternative is not developed enough to analyze the compatibility of the architectural details of the new design with the historic district and its contributors. The *SOI Standards* encourage compatibility with

materials, features, size, scale, and massing of historic buildings. To support this compatibility and help reduce impacts to the historical resource, considerations for the new building's aesthetic elements (e.g., geometric detailing) should account for the architectural context and transition between the new building and the remaining portions of the old building. JRP understands that this alternative intends to retain all five façades, including preservation of historic materials such as original windows; however the details of these efforts have not been fleshed out. Thus, it is unclear at this point how door and window openings and their historic material will be handled as the historic façades are integrated into this alternative.

Of less impact to the historic façades than other elements of this alternative is the new tower to be constructed in the now vacant parcel west of and adjacent to 1670 Pine Street (at 1690 Pine Street). While this portion of the project is outside the historic district boundaries, it has the potential to affect the remaining façades because it somewhat diminishes the original historic district's integrity of design as a row of five one to two story commercial buildings, modifies the setting of the remaining historic façades, and reduces the ability for the district to convey the feeling and association of the historical resource's significance as an important grouping of auto-related support buildings.

This partial preservation alternative complies more closely with the *SOI Standards* than does the Project, primarily because it retains all five historic façades and allows for a greater degree of setback of new construction. By retaining all five façades, where most of the character-defining features of the historic district are concentrated, the historic district retains much of its continuous and contiguous nature and its ability to convey its historic significance as an important grouping of auto-related support buildings. The greater degree of setback afforded in this alternative impacts the setting to a lesser degree than the Project because the new construction is not as imposing or visible from the street or sidewalk.

## 4.2. Cumulative Impacts

There are two categories of potential cumulative impacts this partial preservation alternative may have on historical resources. The first is the potential impact this alternative may have taken together with other projects from the past or foreseeable future.[5] The second is impacts this alternative may have on this type of historical resource city-wide. The alternative does not have a cumulative impact in combination with other projects that have specifically affected the historic district, because since its recognition as a historic district in 2010, the Pine Street Auto Shops Historic District has not been subject to other projects that have impacted the historical resource or any of its contributors.

[5] The Planning Department provided JRP a list of projects and programs to be included in this section's analysis.

Other current major projects and proposed projects in the area include 1101 Van Ness Avenue / 1255 Post Street, 1800 Van Ness Avenue / 1749 Clay Street, and 1333 Gough Street / 1481 Post Street. Also, the Van Ness Bus Rapid Transit program and San Francisco Metropolitan Transit Authority Transit Effectiveness program will have components constructed in the general vicinity of the Pine & Franklin project. The projects listed above involve demolition of existing buildings and construction of new buildings or facilities. The projects are all at least three blocks from the Pine Street Auto Shops Historic District and do not have any potential to impact the historic district, either directly or indirectly. These other projects, along with the programs noted above, will not demolish, destroy, or alter the historic district and its contributors. The other projects and programs will also not diminish the historic district's setting in a manner that would impair its CRHR eligibility. From the information provided to JRP, it appears these projects and programs also do not involve the demolition or alteration of any buildings or structures related to the Van Ness Auto Row context.

This alternative has a cumulative impact on a rare type of historical resource, Van Ness Auto Row support structures. In 2010 Kostura concluded that 64 structures within the study area for the Van Ness Auto Row Support Structures survey were individually eligible or contributors to an historic district.[6] Another current project, located at 1545 Pine Street, one block west of the Pine Street Auto Shops Historic District, involves demolition of five buildings, one of which is a Van Ness Auto Row support structure identified as eligible for the CRHR. This single demolition, combined with the proposed demolitions of this project will eliminate entirely one Van Ness Auto Row support structures and cause *de facto* demolition of four more. Taken together, these projects have a cumulative impact on the support structures identified by Kostura in 2010.

Furthermore, the five buildings along Pine Street that are the subject of this HRE are the only buildings Kostura found to be part of an historic district associated with the Van Ness Auto Row support buildings. They are a rare surviving example of their type – a row of more than two auto-related support buildings – located in the greater Van Ness Auto Row. Not merely rare, the Pine Street Auto Shops Historic District is the only example in the Van Ness Auto Row Support Structures study area where more than two support structures were found remaining in a contiguous row. The DPR 523 form prepared for the Pine Street Auto Shops Historic District notes that many auto-related buildings have been demolished since the 1950s and that survivors are mostly scattered.[7] This partial preservation alternative retains the contiguous nature of the five building façades, but eliminates this surviving example of more than two fully intact auto-related buildings in a contiguous row. This is a significant loss of integrity to this

[6] Kostura, "Van Ness Auto Row Support Structures," 5.
[7] Kostura, DPR 523 form for Pine Street Auto Shops Historic District, pg. 3, found in appendix of "Van Ness Auto Row Support Structures."

historic district and a loss of a historical resource type within the broader Van Ness Auto Row and within the City and County of San Francisco.

The *de facto* demolition of the Pine Street Auto Shops Historic District and construction in its place of a thirteen-story tower and six-story element has a spatial impact on the relationship between these automotive support structures and the grander auto-showrooms along Van Ness Avenue that are historical resources with a shared context. Two dedicated auto-showrooms and two multi-purpose auto industry buildings that have been determined eligible for the CRHR are located in the 1500 and 1600 block of Van Ness, near the Pine Street Auto Shops Historic District.[8] This partial preservation alternative diminishes the ability of the historic district to demonstrate the smaller size and scale of support buildings in relation to the showrooms left standing along Van Ness Avenue, which contributes to the cumulative impact of the project. This alternative lessens this impact in comparison to the project because of the greater degree of setback of new construction which does allow an observer to understand the historic size and scale of the buildings.

## 5. CONCLUSIONS

The Pine & Franklin Project Partial Preservation Alternative diminishes the historic integrity of historical resources and is inconsistent with the *SOI Standards* because it demolishes historical resources. This alternative reduces impacts to historical resources in comparison to the Project by retaining the five facades of the Pine Street Auto Shops Historic District, along with a portion of the sidewalls of historic district's contributors. The impacts are also reduced, in comparison to the Project, by increasing the setback and decreasing the overall height of the new building towers. Thus, the specific impacts of the Partial Preservation Alternative are less than the Project. The cumulative impact of the partial preservation alternative is less than the impact of the Project because it retains the contiguous nature of all five façades and does not entirely eliminate this last surviving example of more than two contiguous auto-related support buildings in the Van Ness Auto Row study area.

[8] Kostura, "Van Ness Auto Row Support Structures," 68-69.

# Appendix A

Project Plans

**Pine and Franklin - Historicist Scheme**

7/23/2012

| Level | Gross Area |
|---|---|
| P1 | 34,600 |

| Parking Spaces | |
|---|---|
| Total | 159 |
| HC (incl. 1 van) | 4 |
| SHARE | 1 |
| RETAIL | 3 |

| Loading |
|---|
| 1 - 12' x 35' |

| Bicycle Spaces |
|---|
| 64 |

| Level | Gross Area | Retail | Saleable | Unit Count | | | | | Open Space | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | | Private | | Common |
| | | | | Jr | 1Br | 1Br+ | 2Br | TOT | # | Δ | |
| 1 | 28,500 | 5,700 | 5,750 | | 2 | 4 | 1 | 7 | 7 | 252 | |
| 2 | 24,380 | | 9,850 | 1 | 2 | 7 | 2 | 12 | 8 | 288 | |
| 3 | 22,550 | | 16,900 | 1 | 3 | 11 | 5 | 20 | 10 | 360 | |
| 4 | 22,550 | | 16,900 | 1 | 3 | 11 | 5 | 20 | 8 | 288 | |
| 5 | 22,550 | | 16,900 | 1 | 3 | 11 | 5 | 20 | 8 | 288 | |
| 6 | 22,550 | | 16,900 | 1 | 3 | 11 | 5 | 20 | 8 | 288 | |
| 7 | 10,865 | | 7,630 | 1 | | 2 | 5 | 8 | 6 | 216 | 6,600 |
| 8 | 10,525 | | 7,780 | | 1 | 2 | 5 | 8 | 5 | 180 | |
| 9 | 10,525 | | 7,780 | | 1 | 2 | 5 | 8 | 5 | 180 | |
| 10 | 10,525 | | 7,780 | | 1 | 2 | 5 | 8 | 5 | 180 | |
| 11 | 10,525 | | 7,780 | | 1 | 2 | 5 | 8 | 5 | 180 | |
| 12 | 10,525 | | 7,780 | | 1 | 2 | 5 | 8 | 5 | 180 | |
| 13 | 10,525 | | 7,780 | | 1 | 2 | 5 | 8 | 5 | 180 | |
| | **217,095** | **5,700** | **137,510** | 6 | 22 | 69 | 58 | **155** | **85** | **3,060** | **6,600** |
| | | | | 3.9% | 14.2% | 44.5% | 37.4% | | | | |

| Lot Area | **35,463** |
|---|---|

Required Open Space

| | | |
|---|---|---|
| Private (36sf/unit) | 5,580 sf | OR |
| Common | 7,421 sf | |

Provided Open Space

| | | |
|---|---|---|
| Private | 3,060 sf provided | |
| leaves | 3,352 sf common space required | |
| Common | 6,600 sf Provided | |

**Pine and Franklin - Historicist Scheme**

7/23/2012

| | A | B | C | D | E | F | G | H | J | K | L | M | N | P | Q | R | S | T | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 2 | 1+ | 1+ | 1+ | 1 | 1 | 2 | Jr | 2 | 1+ | 2 | 2 | Jr | 1 | 1+ | 2 | 2 | 2 | |
| Level | 1,250 | 750 | 800 | 800 | 670 | 730 | 1,080 | 600 | 1,150 | 750 | 1,050 | 1,170 | 530 | 680 | 730 | 1,200 | 900 | 1,200 | |
| 1 | 1 | 2 | 1 | 1 | 1 | 1 | | | | | | | | | | | | | 7 |
| 2 | 2 | 4 | 1 | 1 | 1 | 1 | | 1 | | 1 | | | | | | | | | 12 |
| 3 | 2 | 4 | 2 | 2 | 2 | 1 | 1 | 1 | 1 | 3 | 1 | | | | | | | | 20 |
| 4 | 2 | 4 | 2 | 2 | 2 | 1 | 1 | 1 | 1 | 3 | 1 | | | | | | | | 20 |
| 5 | 2 | 4 | 2 | 2 | 2 | 1 | 1 | 1 | 1 | 3 | 1 | | | | | | | | 20 |
| 6 | 2 | 4 | 2 | 2 | 2 | 1 | 1 | 1 | 1 | 3 | 1 | | | | | | | | 20 |
| 7 | | | | | | | | | | | | 2 | 1 | | 2 | 1 | 1 | 1 | 8 |
| 8 | | | | | | | | | | | | 2 | | 1 | 2 | 1 | 1 | 1 | 8 |
| 9 | | | | | | | | | | | | 2 | | 1 | 2 | 1 | 1 | 1 | 8 |
| 10 | | | | | | | | | | | | 2 | | 1 | 2 | 1 | 1 | 1 | 8 |
| 11 | | | | | | | | | | | | 2 | | 1 | 2 | 1 | 1 | 1 | 8 |
| 12 | | | | | | | | | | | | 2 | | 1 | 2 | 1 | 1 | 1 | 8 |
| 13 | | | | | | | | | | | | 2 | | 1 | 2 | 1 | 1 | 1 | 8 |
| | 11 | 22 | 10 | 10 | 10 | 6 | 4 | 5 | 4 | 13 | 4 | 14 | 1 | 6 | 14 | 7 | 7 | 7 | **155** |

CALIFORNIA STREET

6 STORY BUILDING (RES.)

4 STORY BUILDING (RES.)

4 STORY BUILDING (RES.)

2 STORY BUILDING (COMMERCIAL)

FRANKLIN STREET

LOT 12

1 STORY PARKING GARAGE (WHOLE FOODS)

LOT 13

2 STORY BUILDING (WHOLE FOODS)

LOT 14

3 STORY BUILDING & GARAGE (WHOLE FOODS)

LOT 1

4 STORY BUILDING & GARAGE (SF FORD LINCOLN MERCURY)

LOT 2

FENCED, AT GRADE PARKING (SF FORD LINCOLN MERCURY)

LOT 3

3 STORY BUILDING (AUDIO SYMPHONY)

LOT 4

GAS STATION (CHEVRON)

Tower
(13 Story)

East Wing
(6 Story)

LOT 11A | LOT 11 | LOT 10 | LOT 9 | LOT 8 | LOT 7

137'-4"

259'-3"

VAN NESS AVENUE

WELLS FARGO

HOLIDAY INN

PINE STREET

4 STORY BUILDING (RES.)

13 STORY RESIDENTIAL BUILDING SAN FRANCISCO TOWERS

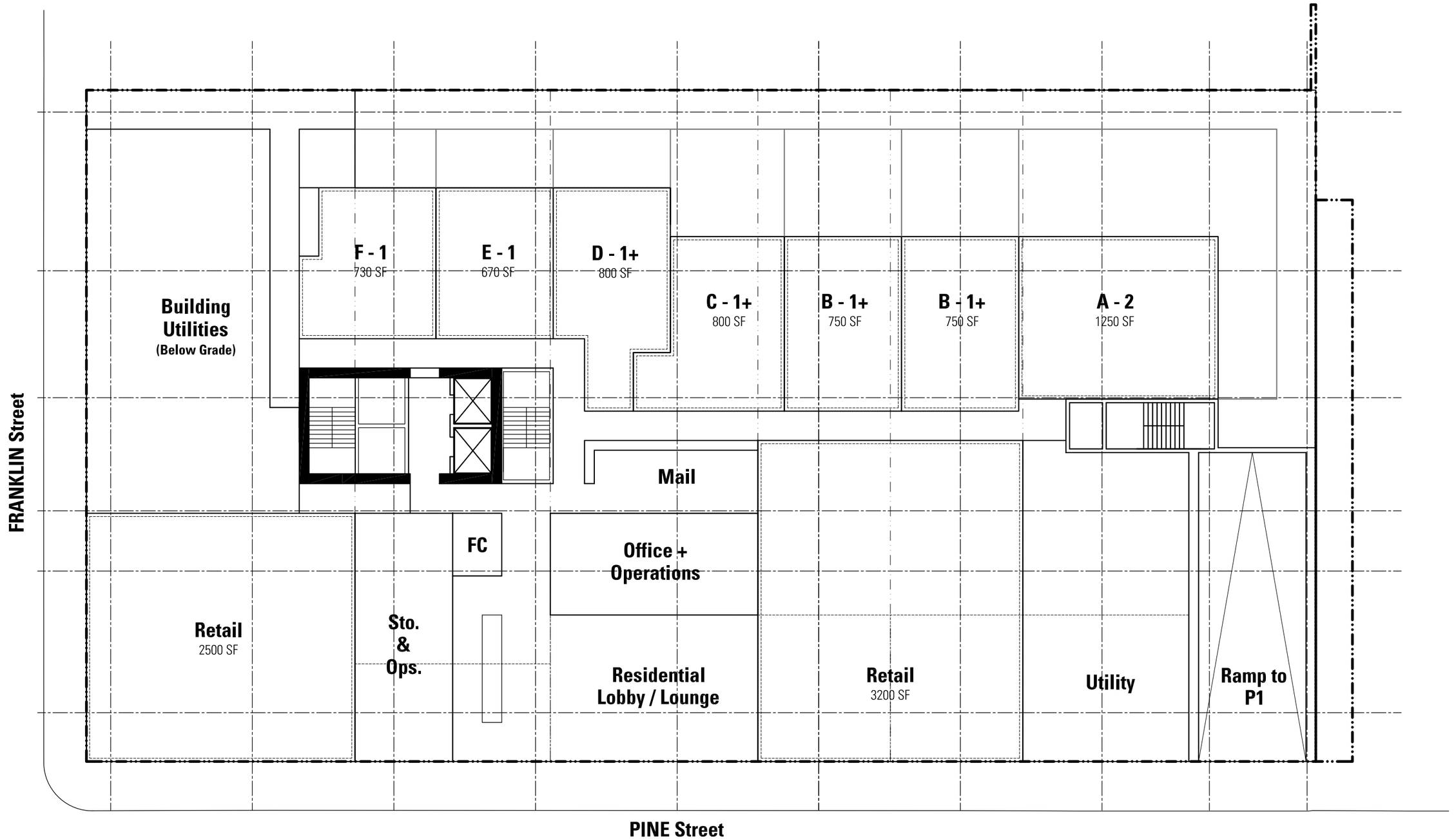
2 STORY BUILDING (COMMERCIAL)

**PINE-FRANKLIN** PARTIAL PRES. ALT. **Site**

0 4' 8' 16' 32' 64'

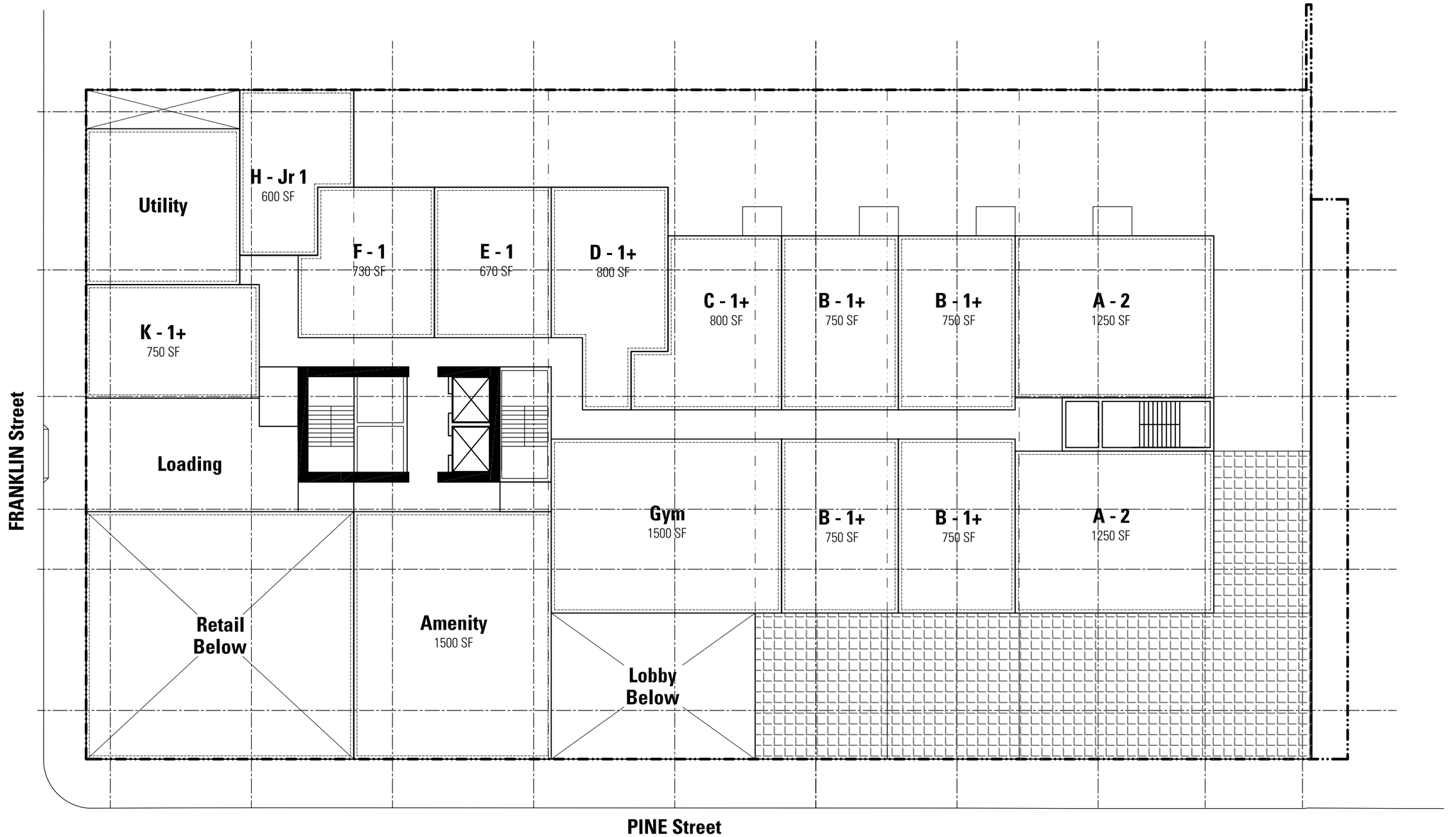
2012-12-28

KH


F - 1
730 SF
E - 1
670 SF
D - 1+
800 SF
C - 1+
800 SF
B - 1+
750 SF
B - 1+
750 SF
A - 2
1250 SF
Building
Utilities
(Below Grade)
Mail
FC
Office +
Operations
Retail
2500 SF
Sto.
&
Ops.
Residential
Lobby / Lounge
Retail
3200 SF
Utility
Ramp to
P1
FRANKLIN Street
PINE Street

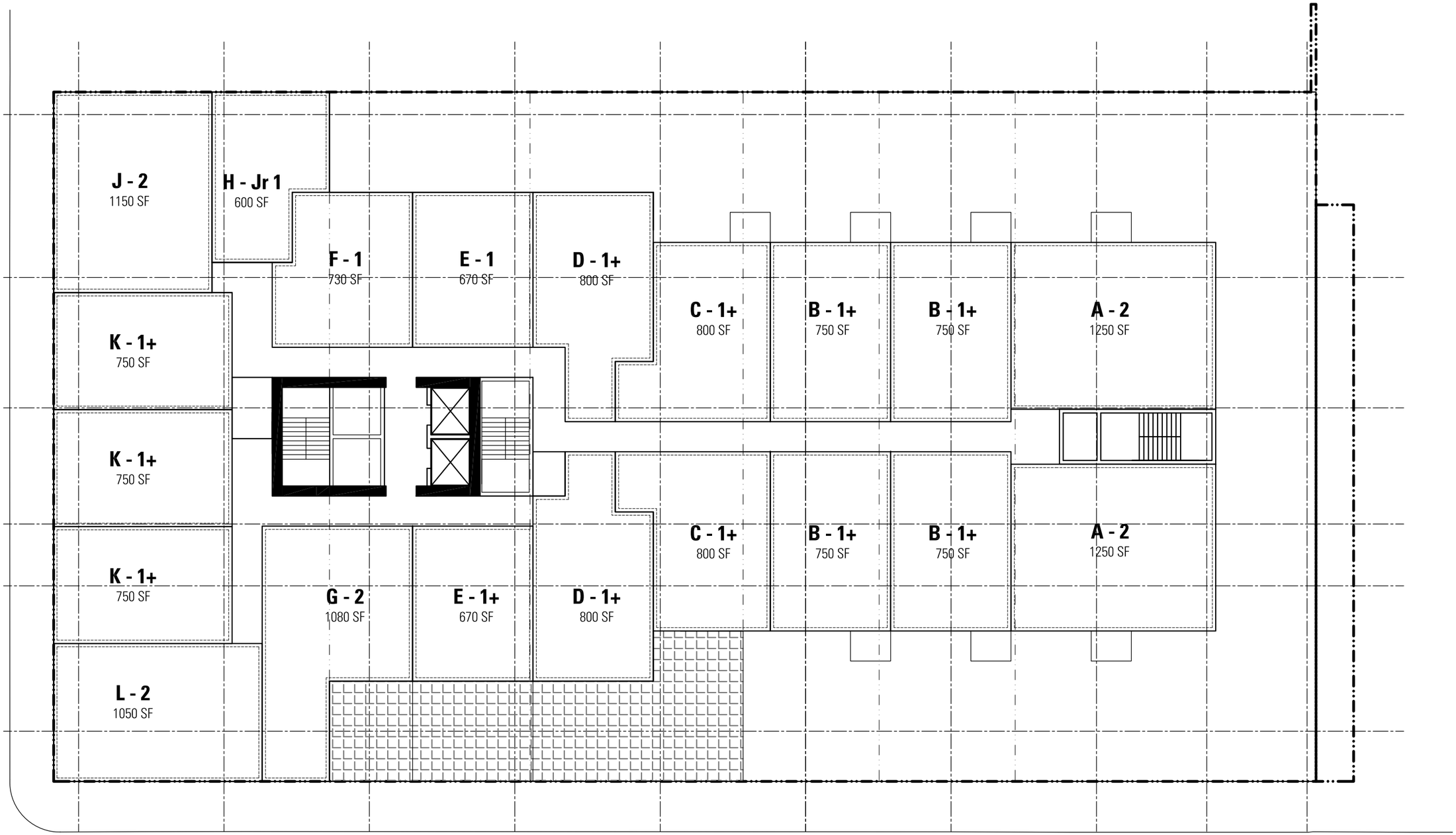
1

7 Units


Utility
H - Jr 1
600 SF
F - 1
730 SF
E - 1
670 SF
D - 1+
800 SF
C - 1+
800 SF
B - 1+
750 SF
B - 1+
750 SF
A - 2
1250 SF
K - 1+
750 SF
Loading
FRANKLIN Street
Gym
1500 SF
B - 1+
750 SF
B - 1+
750 SF
A - 2
1250 SF
Retail
Below
Amenity
1500 SF
Lobby
Below
PINE Street

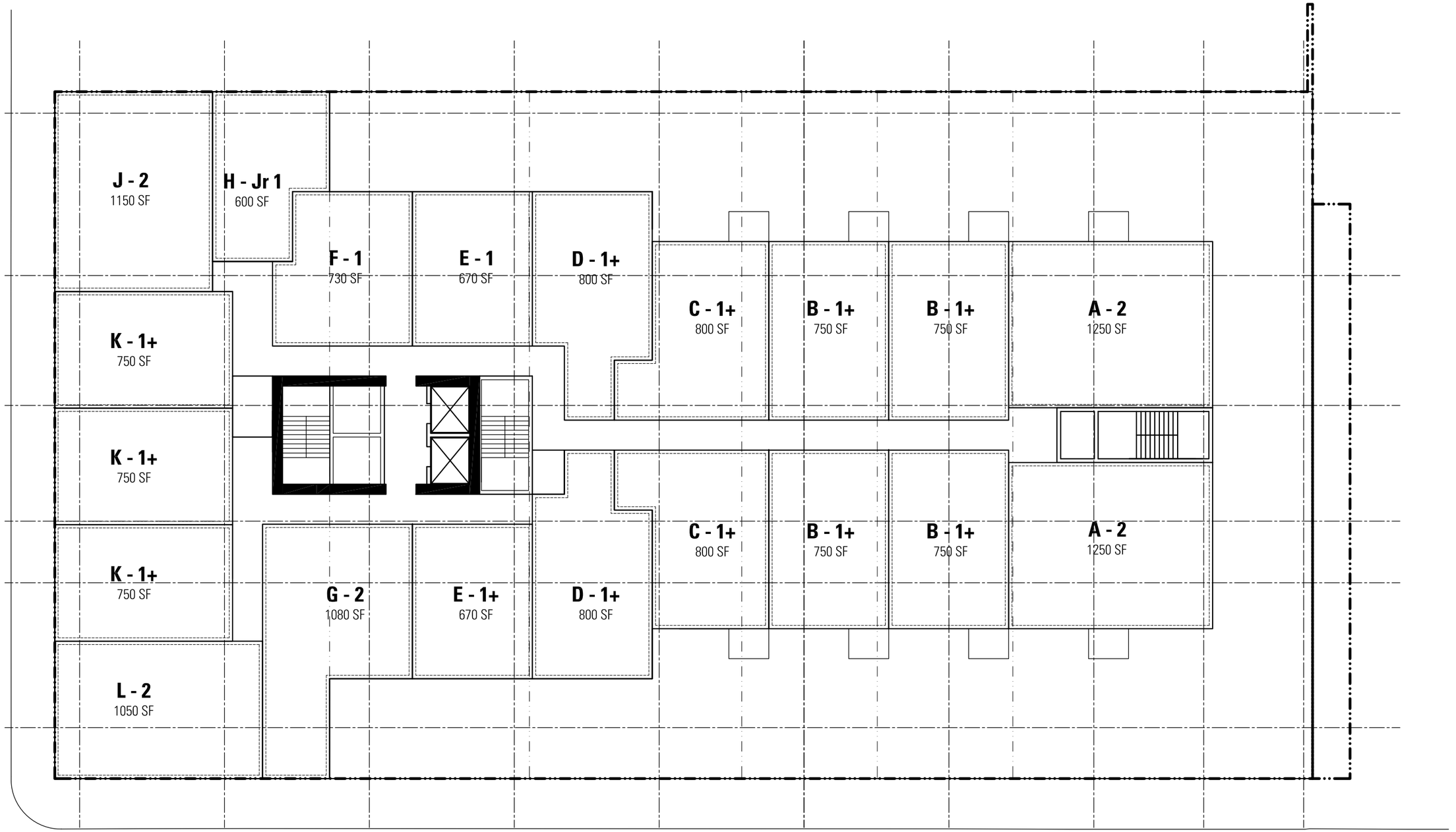
2

12 Units


J - 2
1150 SF
H - Jr 1
600 SF
F - 1
730 SF
E - 1
670 SF
D - 1+
800 SF
C - 1+
800 SF
B - 1+
750 SF
B - 1+
750 SF
A - 2
1250 SF
K - 1+
750 SF
K - 1+
750 SF
L - 2
1050 SF
G - 2
1080 SF
E - 1+
670 SF
D - 1+
800 SF
C - 1+
800 SF
B - 1+
750 SF
B - 1+
750 SF
A - 2
1250 SF

3

20 Units


J - 2
1150 SF
H - Jr 1
600 SF
F - 1
730 SF
E - 1
670 SF
D - 1+
800 SF
C - 1+
800 SF
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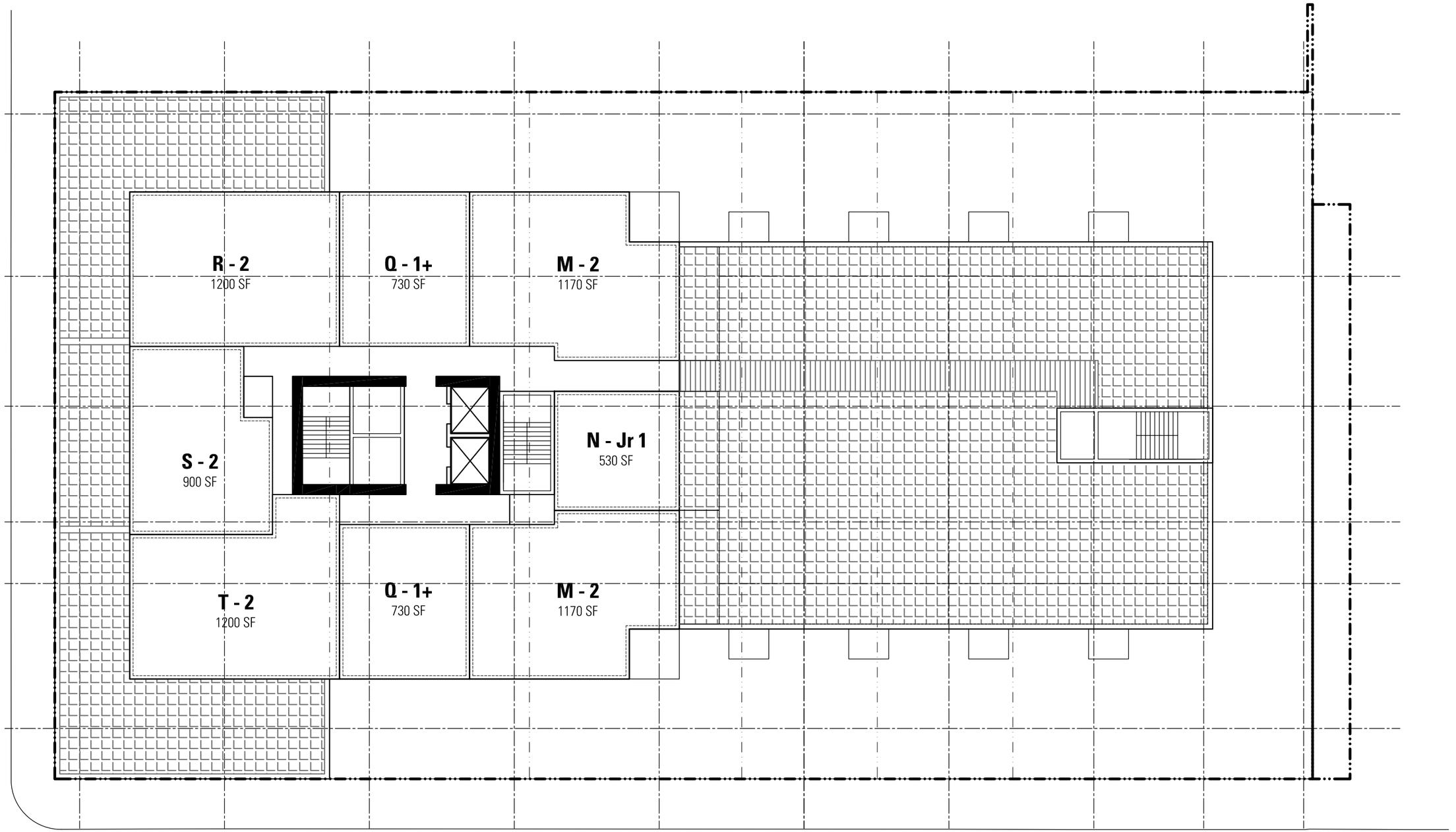
750 SF
B - 1+
750 SF
A - 2
1250 SF
K - 1+
750 SF
K - 1+
750 SF
L - 2
1050 SF
G - 2
1080 SF
E - 1+
670 SF
D - 1+
800 SF
C - 1+
800 SF
B - 1+
750 SF
B - 1+
750 SF
A - 2
1250 SF

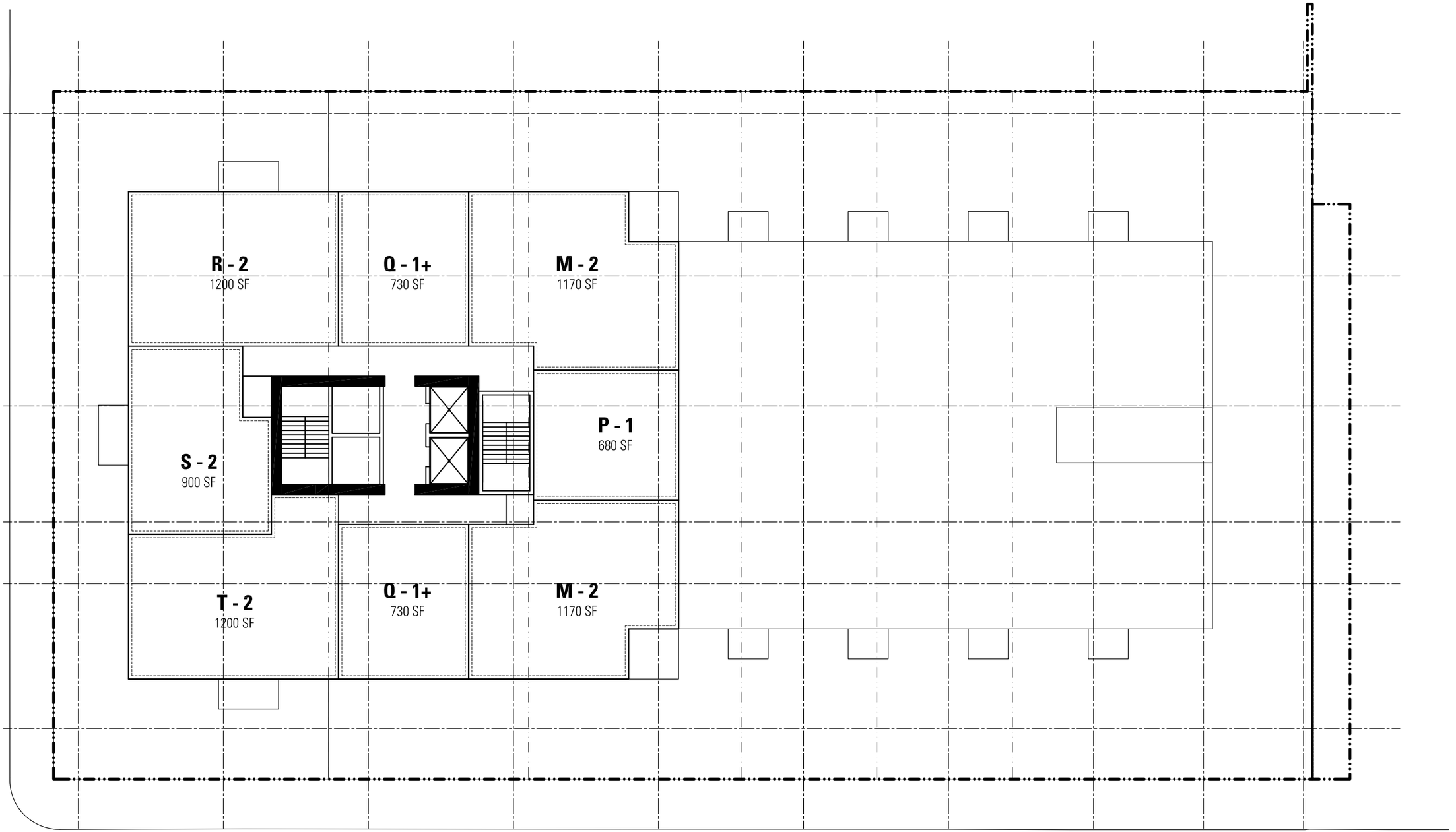
# 4-6

20 Units


R - 2
1200 SF
Q - 1+
730 SF
M - 2
1170 SF
S - 2
900 SF
N - Jr 1
530 SF
T - 2
1200 SF
Q - 1+
730 SF
M - 2
1170 SF

# 7

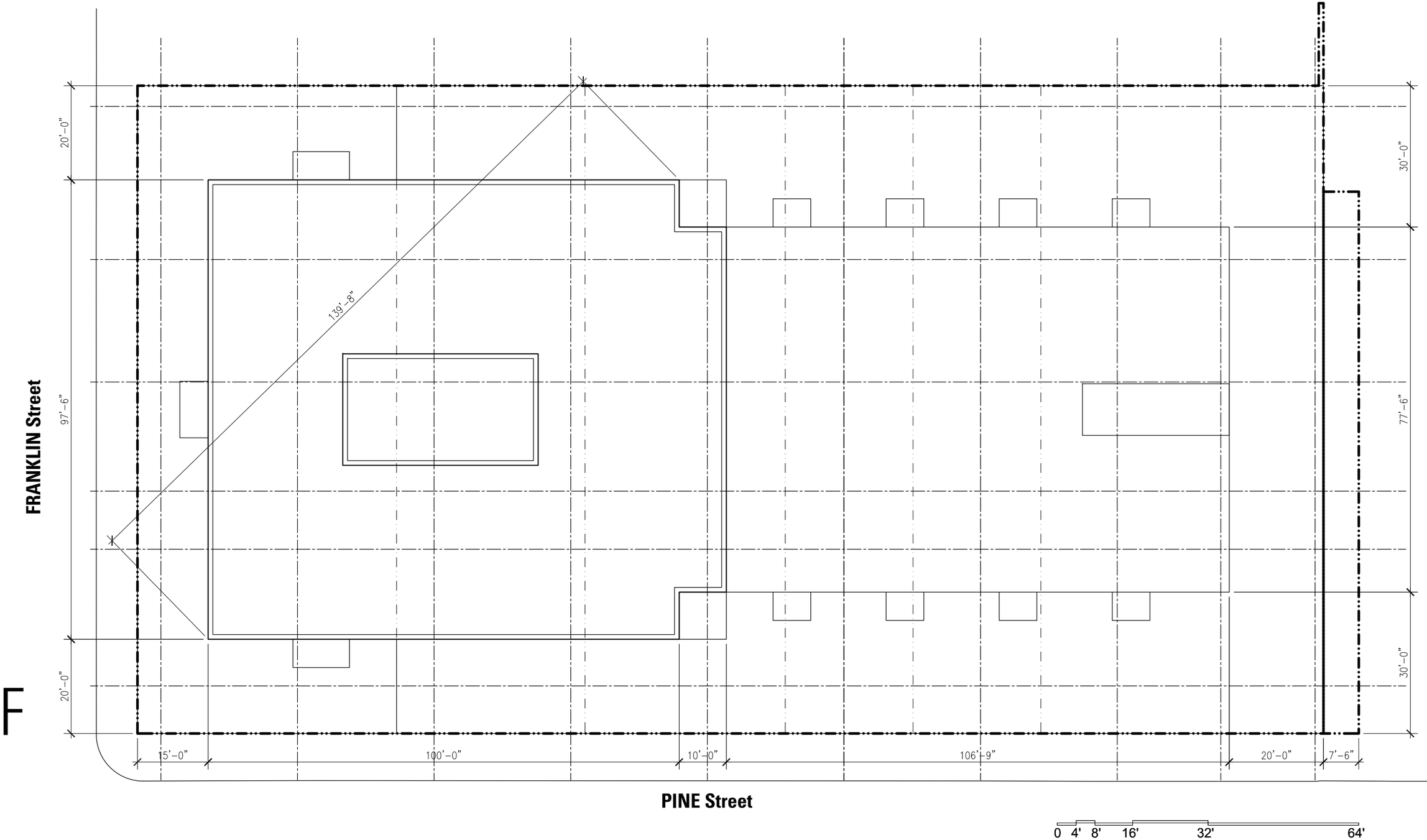
8 Units

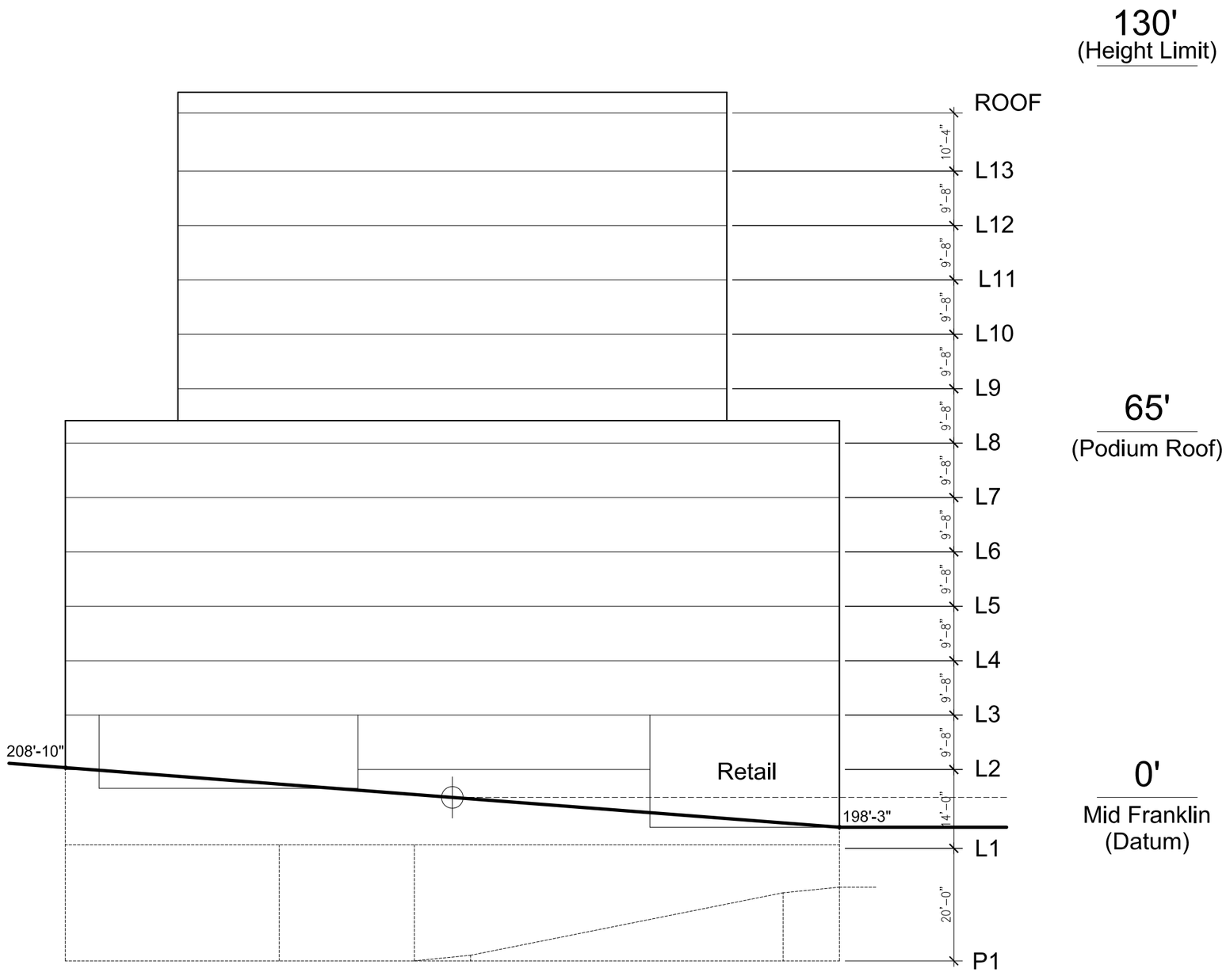

R - 2
1200 SF
Q - 1+
730 SF
M - 2
1170 SF
P - 1
680 SF
S - 2
900 SF
T - 2
1200 SF
Q - 1+
730 SF
M - 2
1170 SF

# 8-13

8 Units

# ROOF


FRANKLIN Street
PINE Street
139'-8"
20'-0"
97'-6"
20'-0"
30'-0"
77'-6"
30'-0"
15'-0"
100'-0"
10'-0"
106'-9"
20'-0"
7'-6"
0 4' 8' 16' 32' 64'




**PINE-FRANKLIN** PARTIAL PRES. ALT.

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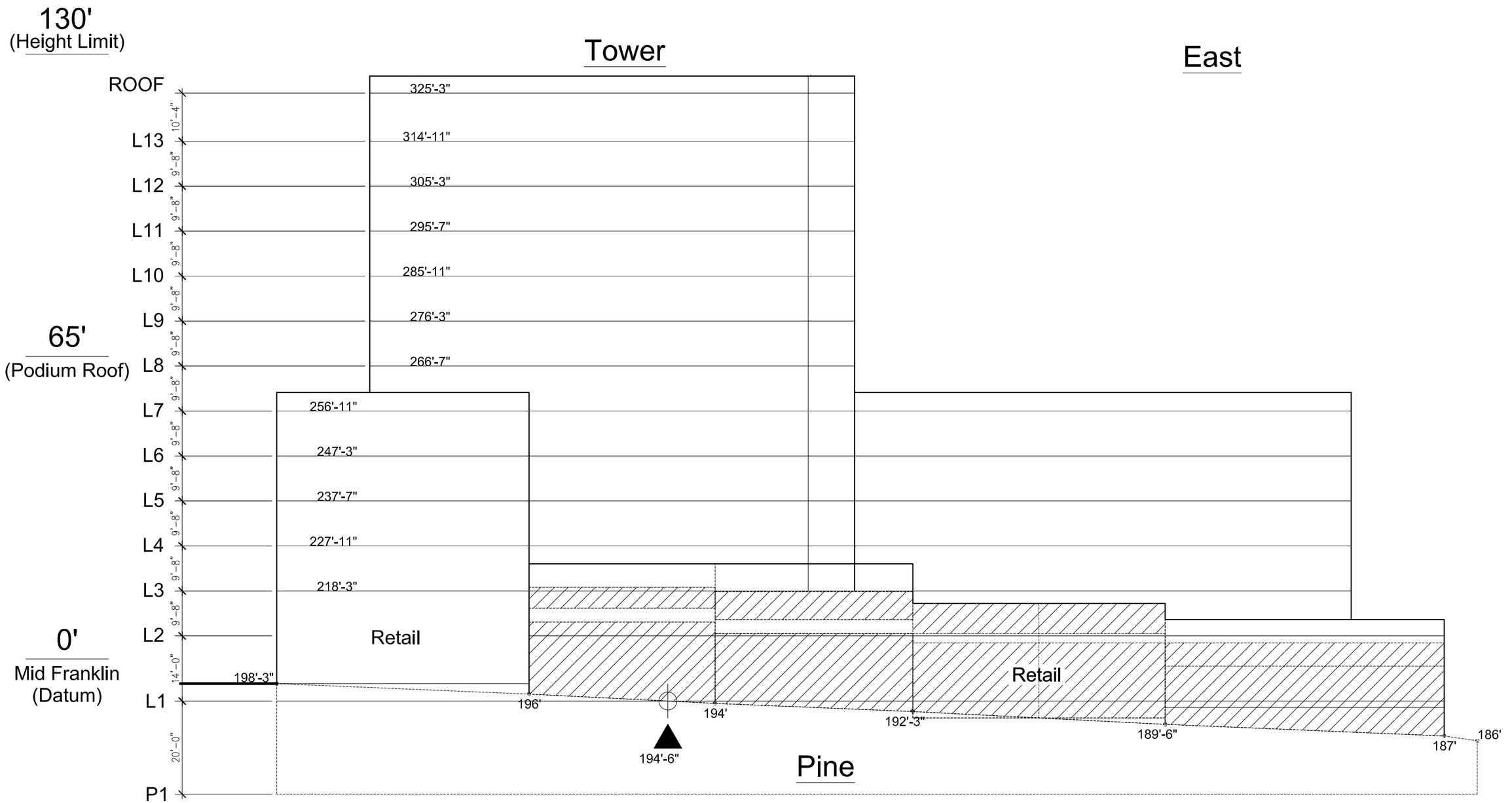
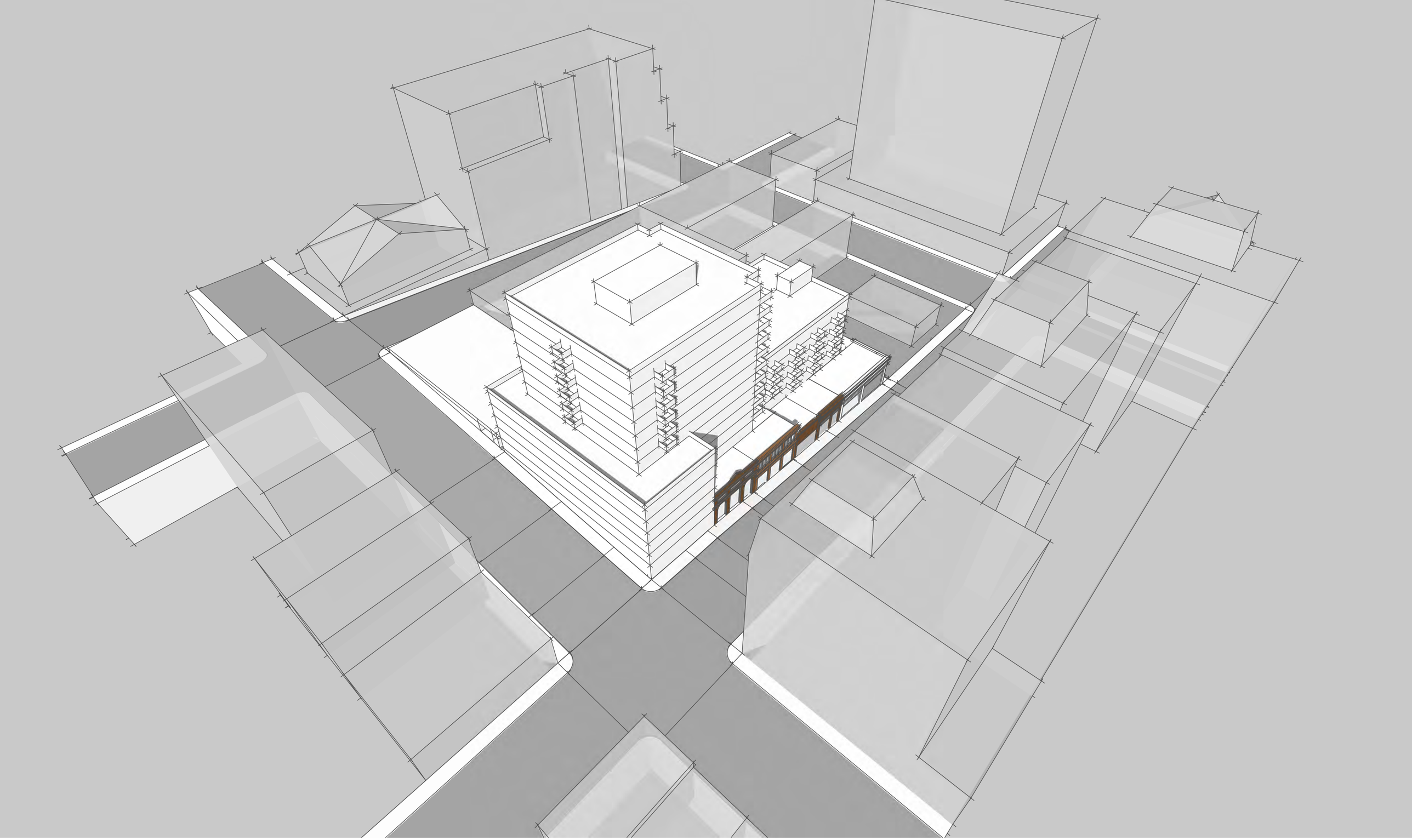
2012-12-28

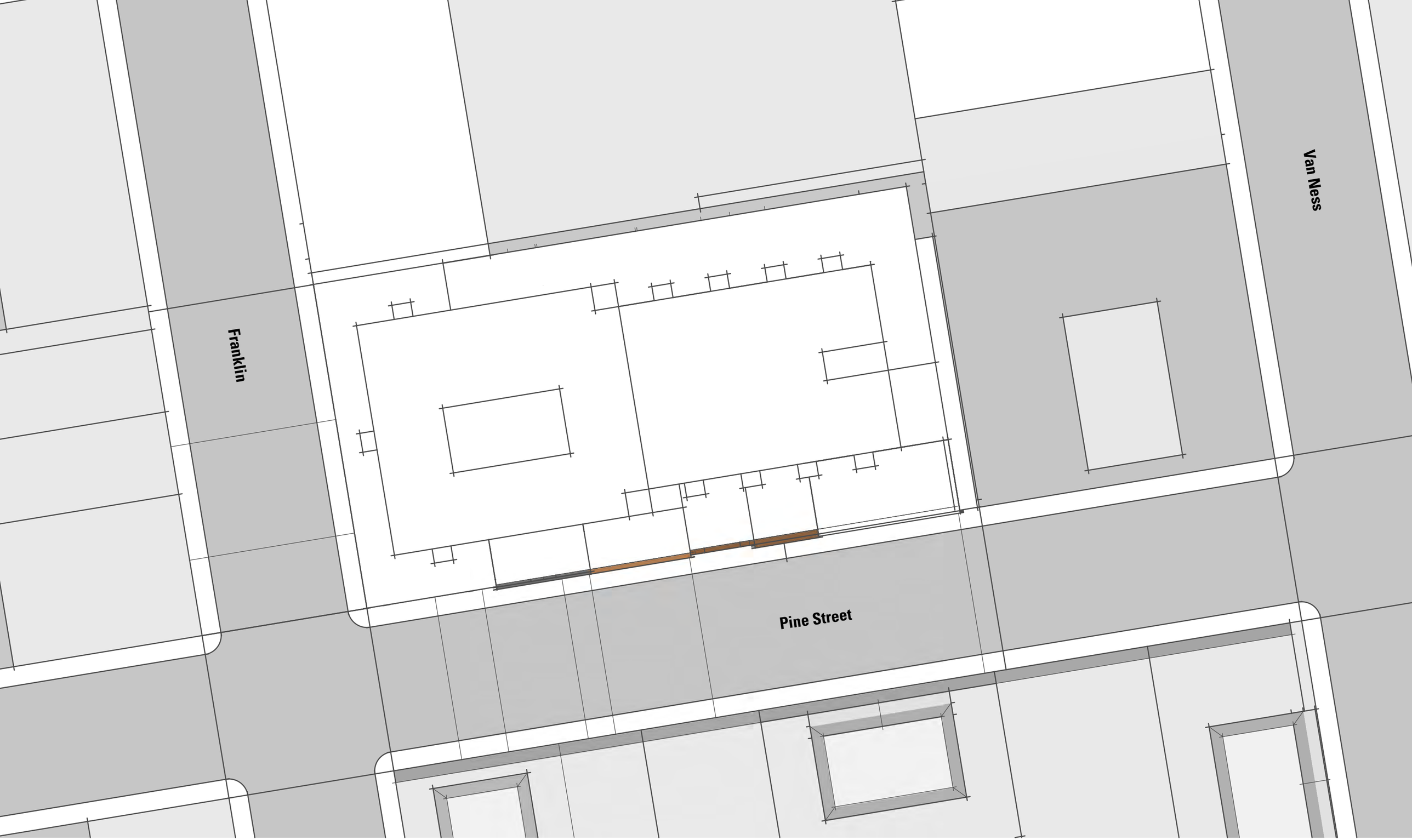


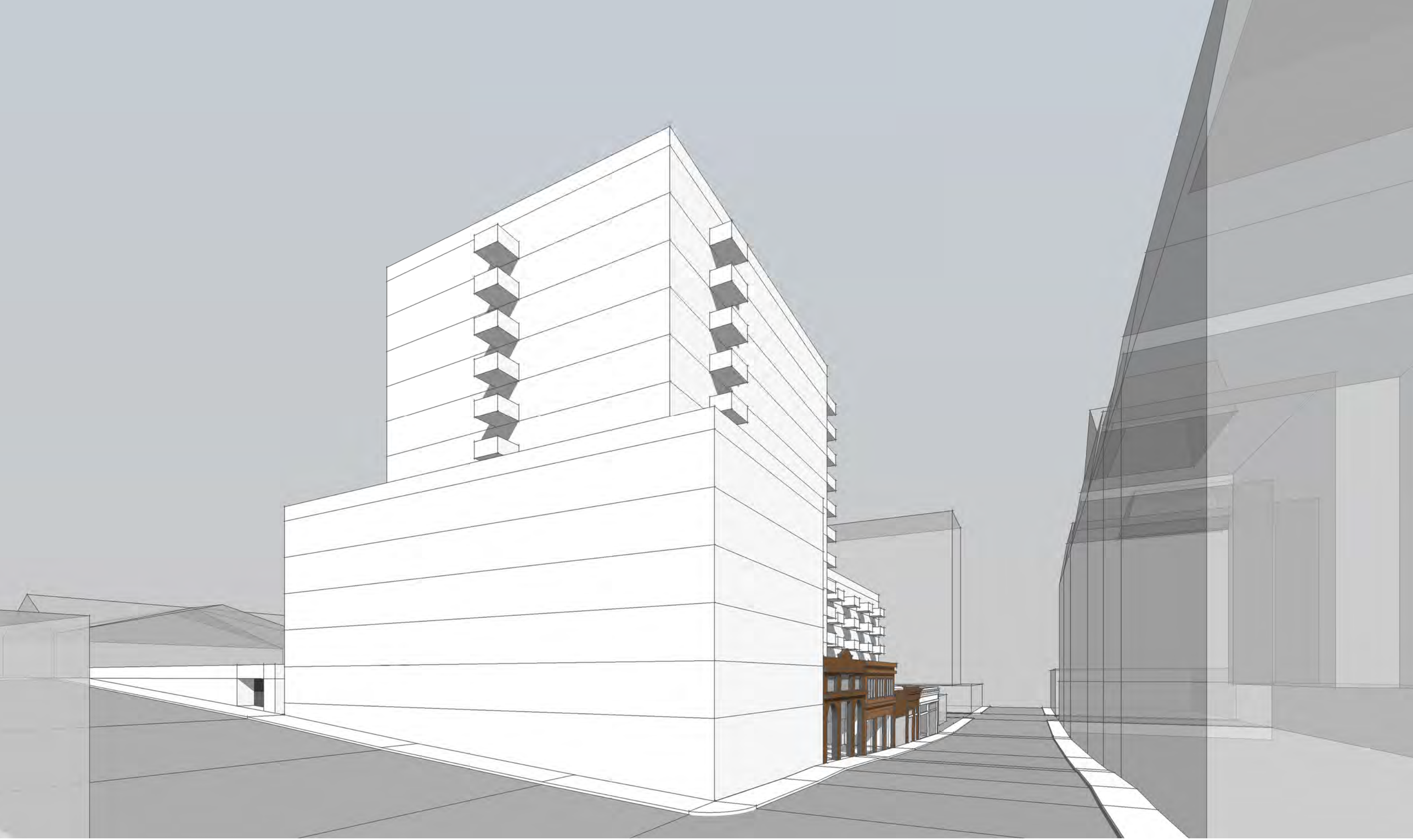

**PINE-FRANKLIN** PARTIAL PRES. ALT.

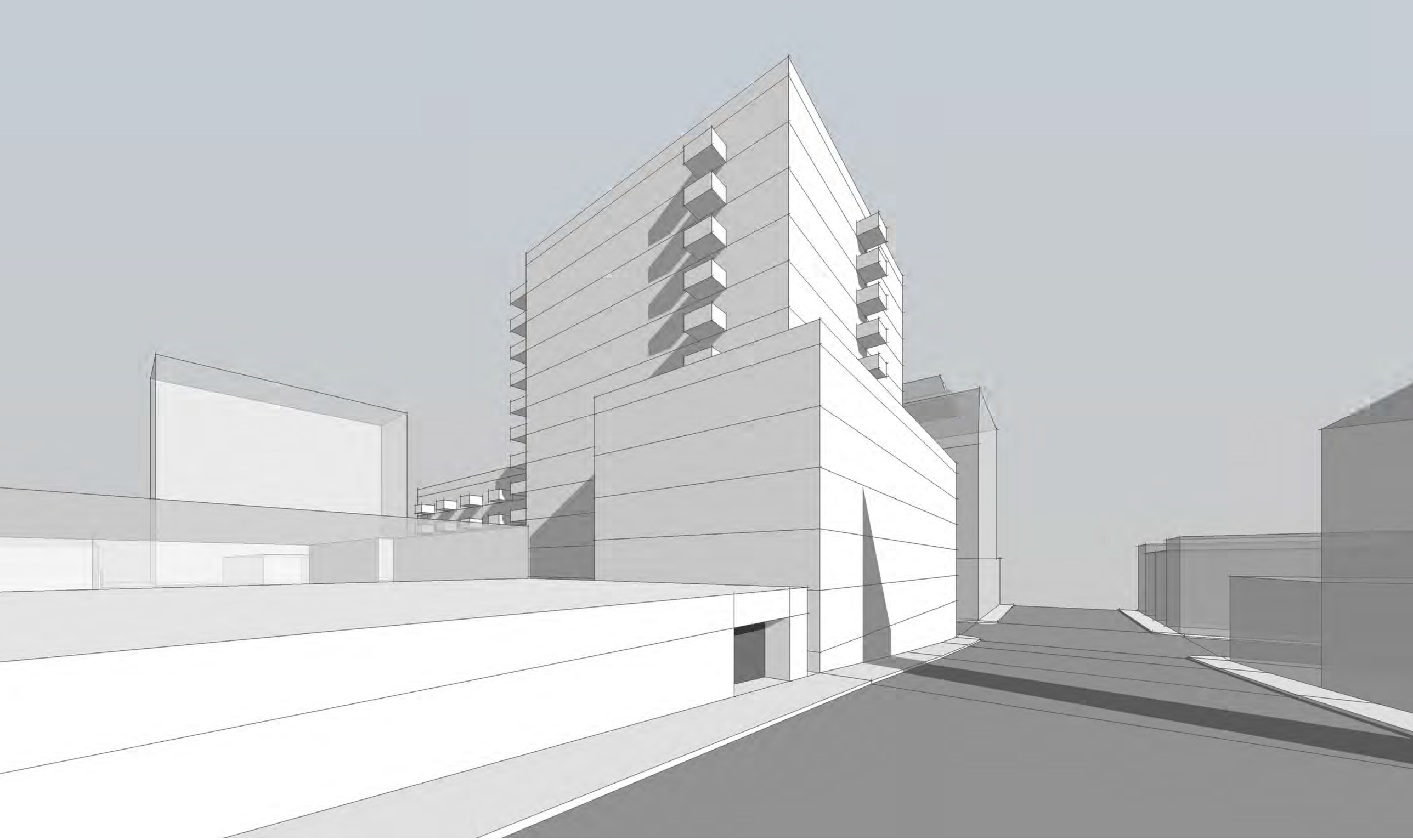
0 4' 8' 16' 32' 64'

2012-12-28




Franklin
Van Ness
Pine Street





July 20, 2012 - **Pine & Franklin** PRESERVATION ALT - Perspective View along Pine, Looking Northwest

July 20, 2012 - **Pine & Franklin** PRESERVATION ALT - Perspective View along Pine, Looking Northwest

July 20, 2012 - **Pine & Franklin** PRESERVATION ALT - Perspective View from Pine at Van Ness, Looking West (Van Ness 'Elevation' View)