SAN FRANCISCO
PLANNING DEPARTMENT

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

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377

Notice of Preparation of Environmental Impact Report

Date:	July 20, 2008
Case No.:	**2007.0558E; 2008.0789E**
Project Title:	**TRANSIT CENTER DISTRICT PLAN AND TRANSIT TOWER**
Zoning:	Multiple Zoning and Height and Bulk Districts
Block/Lot:	Multiple
Lot Size:	N/A
Project Sponsor	San Francisco Planning Department and Transbay Joint Powers Authority Joshua Switzky - (415) 575-6815
Lead Agency:	San Francisco Planning Department
Staff Contact:	Sarah Jones – (415) 575-9034 Sarah.B.Jones@sfgov.org

PROJECT DESCRIPTION

The Transit Center District Plan (Plan or proposed project) is a comprehensive plan for the southern portion of the downtown Financial District, roughly bounded by Market Street, the Embarcadero, Folsom Street, and Third Street (Plan Area). The area includes both private properties and properties owned or to be acquired by the Transbay Joint Powers Authority (TJPA) in and around the adopted Transbay Redevelopment Project Area (a plan for which was adopted in 2005) and Transbay Terminal. The Plan Area includes all of Zone 2 of the Transbay Redevelopment Area; streetscape changes and road modifications would occur within Zone 1 of the Redevelopment Area, but no land use or height changes are envisioned within this area. The Transit Tower, a high-rise office tower (approximately 1,000 feet in height) would be located adjacent to a new Transbay Transit Center. The Transit Tower would be located on the southeast corner of First Street and Mission Street at 425 Mission Street, Assessor's Block 3720 Lot 001, in the P (Public) zoning district and the 30-X/80-X height and bulk district.

The proposed project would result in new planning policies and controls for land use, urban form, and building design, as well as impact fees and other funding mechanisms to direct funding to the Transit Center and Caltrain Downtown Extension projects and other public infrastructure in the area. The proposed project includes a comprehensive plan for improvements and changes to streets, circulation, and open space in the area to support the existing, planned, and proposed land uses and activity in the area. The Plan also proposes amendments to the San Francisco *General Plan*, *Planning Code* and Zoning Maps. For the purposes of environmental review the proposed project includes both the Plan, which will be analyzed at a programmatic level, and the Transit Tower, which will be analyzed at a project level.

A more detailed project description is provided following this NOP or can be obtained from the staff contact listed above or at http://www.sfgov.org/site/planning_index.asp?id=80504.

FINDING

This project may have a significant effect on the environment and an Environmental Impact Report is required. This determination is based upon the criteria of the State CEQA Guidelines, Section 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance). The purpose of the EIR is to provide information about potential significant physical environmental effects of the proposed project, to identify possible ways to minimize the significant effects, and to describe and analyze possible alternatives to the proposed project. Preparation of an NOP or EIR does not indicate a decision by the City to approve or to disapprove the project. However, prior to making any such decision, the decision makers must review and consider the information contained in the EIR.

SCOPING OF ENVIRONMENTAL REVIEW

Pursuant to the State of California Public Resources Code Section 21083.9 and California Environmental Quality Act Guidelines Section 15206, the Planning Department will hold a public scoping meeting to receive oral comments concerning the scope of the EIR. The meeting will be held on **August 6, 2008 at 6:00 p.m. at the San Francisco State University Downtown Campus, 835 Market Street, Room 626/627.** Written comments will also be accepted at this meeting and until the close of business on **August 19, 2008**. Written comments should be sent to Bill Wycko, Acting Environmental Review Officer, Transit Center District Plan NOP, San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco, CA 94103.

State Agencies: We need to know the views of your agency as to 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. Thank you.

July 17, 2008
Date

Bill Cooper, for
Bill Wycko
Acting Environmental Review Officer

Transit Center District Plan and Transit Tower
Case No. 2007.0558E and 2008.0789E

PROJECT DESCRIPTION

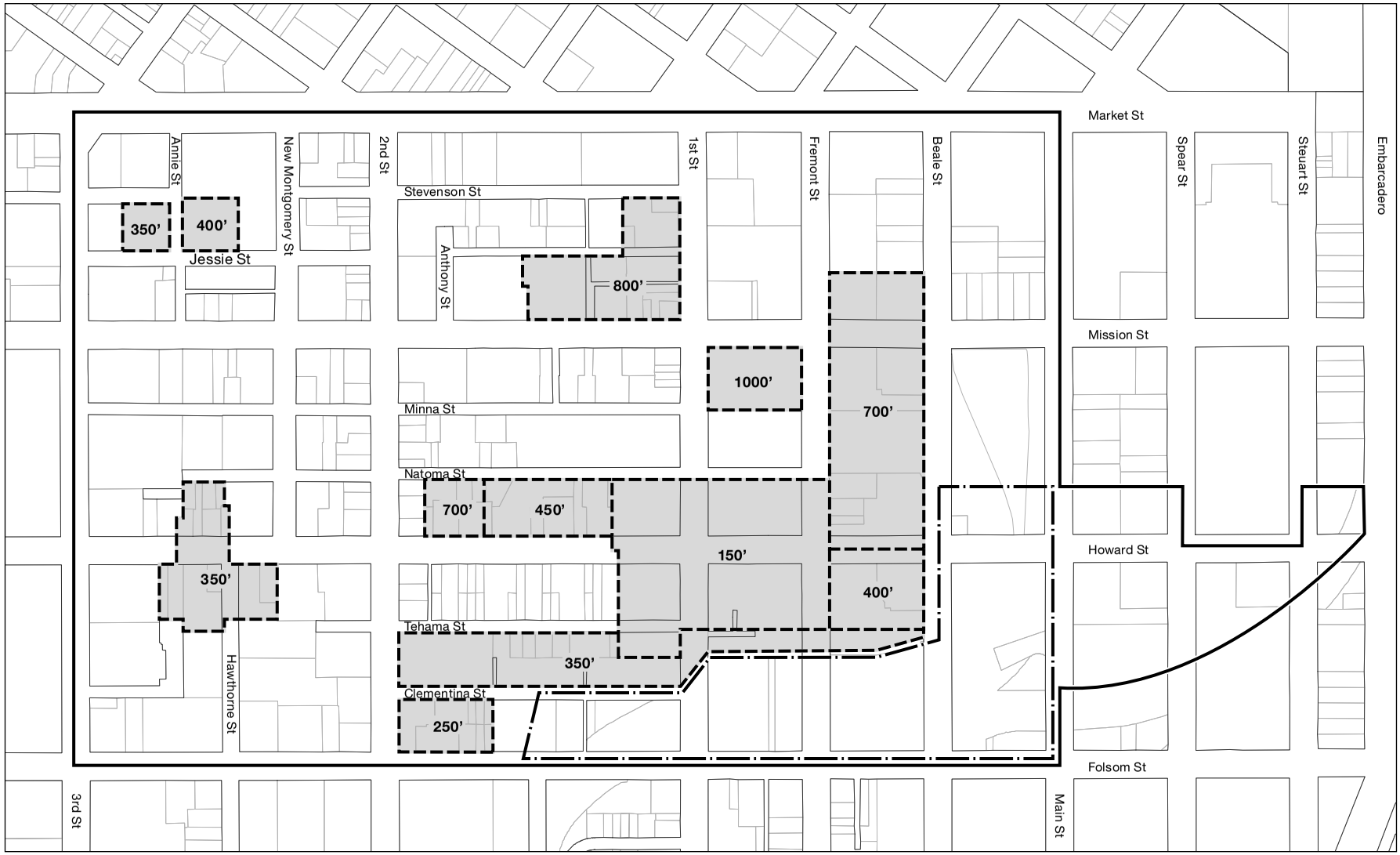
Overview

The Transit Center District Plan (Plan) is a comprehensive plan for the southern portion of the downtown Financial District, roughly bounded by Market Street, the Embarcadero, Folsom Street, and Third Street. The area includes private properties as well as properties owned or to be acquired by the Transbay Joint Powers Authority (TJPA) in and around the Transbay Redevelopment Project Area (a plan for which was adopted in 2005) and Transbay Terminal. The Plan Area includes all of Zone 2 of the Transbay Redevelopment Area, but generally excludes Zone 1 (see Figure 1). The Transit Tower, a high-rise office tower (approximately 1,000 feet in height, plus additional design features for a total height of up to approximately 1,200 feet) would be located adjacent to a new Transbay Terminal, or "Transit Center," on the south side of Mission Street between Fremont Street and First Street. The Transit Center District Plan and Transit Tower together comprise the proposed project for analysis.

The Proposed Project would result in new planning policies and controls for land use, urban form, building height and design, and street network modifications/public realm improvements. The Plan would allow for height limit increases in subareas comprised of multiple parcels or blocks within the Plan Area (See Figure 1). It would also propose one or more programs to support the Transit Center Program and other necessary public infrastructure and amenities in the area (Note: "Transit Center Program" includes the rebuilt Transbay Transit Center on the site of the existing Transbay Terminal, and the downtown extension of rail for Caltrain and future California High-Speed Rail from the current rail terminus at 4th/King Streets into the Transit Center). The Proposed Project would result in a comprehensive plan and implementing mechanisms, including *General Plan*, *Planning Code* and Zoning Map amendments, as necessary.

The main goals and objectives of the proposed plan are outlined below. In general, they include increasing the amount of allowable development in the transit-rich downtown core, while at the same time improving public amenities, modifying the system of streets and circulation to meet the needs and goals of a dense transit-oriented district, providing additional open space, and implementing policies to preserve existing historic structures. A primary goal of the proposed urban design controls is to alter the downtown skyline in a manner consistent with the existing objective of creating a downtown "hill" form, while relating the proposed structures to the surrounding mid- and low-rise residential and commercial neighborhoods.

The Planning Department will prepare a programmatic environmental impact report (EIR) to evaluate the physical environmental effects of the proposed Transit Center District Plan project. This document will contain the cumulative environmental impact analysis of development under the Proposed Project through the year 2030. The EIR also will analyze the project-specific effects of developing the proposed Transit Tower. In addition to the new policies and controls (including modified building height controls) proposed by the Planning Department for the Transit Center District Plan, the EIR will also analyze a Developer-Proposed Scenario, which would consist of a program-level analysis that reflects several applications submitted to the



SOURCE: San Francisco Planing Department, 2008

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Figure 1

Proposed Transit Center District Plan Boundaries and Analysis Subareas

Planning Department by private project sponsors proposing individual buildings, generally at heights that exceed the height limits identified in the proposed Plan.[1]

The EIR will also evaluate a No Project Alternative, which would entail a continuation of existing zoning controls within the Plan Area, including existing height limits and *General Plan* policies, as well as one or more reduced-intensity project alternatives that could potentially reduce or avoid any significant environmental impacts associated with the Proposed Project.

The Planning Department has held two public workshops to date on the Plan, addressing a variety of topics including citywide and downtown growth, land use, urban form, shadows, historic resources, and the public realm (streets and open spaces). Additional workshops will be held in the future as the Plan evolves. As part of the review process under the California Environmental Quality Act (CEQA), the Planning Department will convene a public scoping meeting at which public comment will be solicited on the issues that will be covered in the EIR. This notice provides a summary description of the Proposed Project, identifies environmental issues anticipated to be analyzed in the EIR, and provides the time, date, and location of the public scoping meeting.

BACKGROUND

In response to development trends and infrastructure investments in the vicinity of downtown San Francisco, the Planning Department is drafting a comprehensive plan for the area around the Transbay Transit Center. These recent changes include:

- *Transbay Transit Center/Rail Extension* – The Transbay Transit Center project will replace the existing Transbay Terminal with a new modern multimodal Transit Center that will serve multiple transportation systems under one roof and anchor the Transbay Redevelopment Area. The new terminal also would accommodate an underground extension of Caltrain line as well as the future California High-Speed Rail from Fourth and King Streets to the new terminal.[2]

- *2005 Transbay Redevelopment Plan* - The Transbay Redevelopment Project Area, created in 2005, encompasses about 40 acres and is generally bounded by Mission, Main, Folsom, and Second Streets. The Redevelopment Plan Area contains the existing Transbay Terminal and access ramps, as well as a number of vacant and underutilized properties and older buildings, many of which are substantially deteriorated and/or constructed of unreinforced masonry. The Redevelopment Plan is intended to address these conditions of "blight." The Plan sets forth various projects and programs that will be funded with tax increment dollars over the life of the Redevelopment Plan. Approximately $178 million of the net tax increment will be pledged to the Transbay Joint Powers Authority to help pay the cost of rebuilding the Transbay Terminal into a regional transit hub (the Transbay Transit Center). The

1 These individual proposed projects include 350 Mission Street (Case No. 2006.1524), 50 First Street (Case No 2006.1523), 41 Tehama Street (Case No. 2008.0801), 181 Fremont Street (Case No. 2007.0456), and 2 New Montgomery Street (Case No. 2005.1101). These case files are available for review by appointment at the Planning Department, 1650 Mission Street, Suite 400.

2 U.S. Department of Transportation Federal Transit Administration, the City and County of San Francisco, Peninsula Corridor Joint Powers Board, and San Francisco Redevelopment Agency, *Transbay Terminal/Caltrain Downtown Extension/ Redevelopment Project Final Environmental Impact Statement/Environmental Impact Report and Section 4(f) Evaluation, June 2004*. Available for review by appointment at the Planning Department, 1650 Mission Street, Suite 400, in Case No 2007.0558E and also available at http://www.transbaycenter.org/TransBay/content.aspx?id=114.

Plan also calls for new residential development on parcels along Folsom Street formerly occupied by the Embarcadero Freeway ramps, as well as office space adjacent to the new terminal (the Transit Tower). The Transbay Redevelopment Plan was analyzed in the previously-referenced EIR for the Transbay Transit Center/Rail Extension.

- *Rincon Hill Plan* - The Rincon Hill Plan, adopted in 2005, encourages high-density residential development and greater building heights in the area between Folsom Street and the Bay Bridge. The goal of the Plan is to encourage the ongoing transformation of the area into a new mixed-use residential neighborhood adjacent to the downtown, with both strong urban design controls and implementing mechanisms to fund the necessary public infrastructure, including open space, streets, community facilities, and affordable housing. Together with plans for the Transbay Redevelopment Plan, the Rincon Hill Plan will create housing for as many as 20,000 new residents. The Plan calls for location of retail shops and neighborhood services along Folsom Street, and transformation of Main, Beale, and Spear Streets into traffic-calmed, landscaped residential streets lined with townhouses and front doors. Funding is also included, from development impact fees, for the acquisition and development of open space in the district.
- *2006 Mayor's Interagency Working Group* - In early 2006, a Mayor's Interagency Working Group concluded that raising certain height limits and increasing development potential in the Transit Center district area would be consistent with the City's existing vision for downtown. It identifies a potential for generating additional funds for the Transit Center Program, which would result from the changes in controls of land use and urban form.

The Planning Department has determined that, due to the changes described above, coupled with the realization of moving forward with the Transit Center Program and the fact that substantial growth has occurred in the 20+ years since the *1985 Downtown Plan* was adopted, the land uses, urban form and public realm of the downtown core should be reexamined. This planning effort is intended to shape the next generation of downtown growth, extrapolating on the core principles of city building at the heart of the Urban Design Element and *Downtown Plan*.

The proposed Transit Center District Plan would build on the City's *1985 Downtown Plan* that envisioned the area around the Transbay Terminal as the heart of the expanded downtown, which at the time was concentrated north of Market Street. In contrast to the adopted *2005 Transbay Redevelopment Plan*, which focuses mostly on public properties south of the Transit Center along Folsom Street, this new effort focuses on both private properties and properties owned or to be owned by the TJPA around the Transit Center itself and extending toward Market Street. The Plan will include mechanisms to direct fund the construction of the Transit Center and other public improvements in the area.

The Plan Area overlaps with the Transbay Redevelopment Project Area, and includes all of Zone 2 of the Project area.[3] The San Francisco Redevelopment Agency has implemented a Delegation Agreement with the Planning Department to generally delegate responsibility and jurisdiction

3 The proposed Transit Center District Plan would include streetscape changes and road modifications within Zone 1 of the Transbay Redevelopment Area, although no land use or height changes are envisioned within this area.

for planning, zoning, and project entitlements to the *Planning Code*, Planning Department and Planning Commission. The Plan is being conducted in partnership with the Redevelopment Agency and involves the review by the Agency's Transbay Citizen's Advisory Committee.

MAJOR PROJECT COMPONENTS

The proposed project consists of an area plan that would produce new policies and land use controls for multiple plan subareas identified as appropriate sites for future downtown growth. Development assumptions concerning specific land uses within the different building types will be identified in the EIR.

Land Use

Office and Residential Controls

One of the major goals of the proposed Plan is to ensure that there is sufficient growth opportunity for high-density jobs in the downtown core, immediately proximate to the region's best transit service. To this end, the Plan would limit the amount of non-office space in major new construction opportunity sites within the district in an effort to achieve an overall ratio of no less than 70 percent office space within the Plan Area. To achieve this, the Planning Department is considering a preliminary recommendation that major new construction on large opportunity sites through most of the Plan Area (construction of greater than 7:1 Floor Area Ratio (FAR) on sites larger than 15,000 square feet) be required to have a minimum ratio of commercial to non-commercial (e.g. residential, hotel, cultural) uses of approximately 3:1.

Floor Area Ratio and TDR

As part of the proposed zoning amendments for the Plan Area, the current 18:1 FAR maximum limitation would be eliminated. The existing Transfer of Development Rights (TDR)[4] program would likely remain in place for projects achieving up to 18:1 FAR, with land use control mechanisms and/or appropriate fees applying to projects with FAR greater than 18:1.

Building Heights and Form

Figure 1 illustrates the subareas where height limits are proposed to be increased within the Plan Area. Heights greater than 600 feet constitute total heights of enclosed building space (including major mechanical penthouses), but exclude any thin or non-enclosed spires or ornamentation at the top of the building. All other building heights represent the highest occupied floor, excluding mechanical penthouses.

Within the proposed 800-foot Height District, the Plan would allow for only one building on the multiple potential opportunity sites in that zone to surpass 600 feet and reach a height of 800 feet.

Additional bulk, form, and ground-floor design controls and guidelines would also be included as part of the proposed project. Table 1, below, summarizes the proposed changes to height districts within each of the Plan subareas.

4 Zoning provisions that allow for the purchase of the right to develop land located in one particular area (a sending area) and the transfer of these rights to land located in another area (a receiving area). The "base" allowable FAR in the area varies, but is generally 9:1. A project may achieve up to a maximum of 18:1 through purchase and application of transferrable development rights ("TDR") from qualifying historic buildings in the downtown.

TABLE 1
PROPOSED HEIGHT DISTRICT CHANGES, BY SUBAREA

Subarea Location	Existing Height District(s) (feet)	Proposed Height District (feet)
Transit Tower (Mission and First Streets)	30	1,000
Between Fremont and Beale Streets, from north of Mission Street to Howard Street	Ranges from 80 to 550	700
Between Fremont and Beale Streets, from Howard Street to north of Folsom Street	Ranges from 200 to 350	400
Between Second and Beale Streets, from Tehama to Clementina Streets	Ranges from 80 to 350	350
Between Clementina and Folsom Streets, from Second Street to west of First Street	200	250
Between Natoma Street and south of Tehama Street, from Fremont Street to west of First Street	Ranges from 200 to 400	150
Between Natoma and Howard Streets, mid-block between First and Second Streets	450	450
Between Natoma and Howard Streets, east of Second Street	450	700
Between Stevenson and Mission Streets, west of First Street	550	800
Between Stevenson and Jessie Streets, west of Annie Street	120	350
Between Stevenson and Jessie Streets, from Annie to New Montgomery Streets	Ranges from 150 to 300	400
Between Natoma Street to north of Folsom Street, mid-block between Second and Third Streets	Ranges from 150 to 250	350

TRANSIT TOWER

As noted above, the EIR also will analyze on a project-specific level (in contrast to the program-level analysis otherwise contained in the EIR) the environmental impacts associated with developing the Transit Tower, an 80-story, 1,000-1,200-foot office building proposed for Block 3720, Lot 001, at Mission and First Streets. The Transit Tower project site is approximately 50,000 square feet in size and is currently used as the Transbay Terminal passenger waiting and loading area, with only a few offices occupied within the existing terminal building. Under the proposed Transit Tower project, the usable space within the building would encompass approximately 1,880,000 square feet and the tower would be constructed on a footprint of about 29,000 square feet, with approximately 170-foot frontages along each side. The new tower would include three floors of below-grade parking with approximately 400 to 600 parking spaces (combined), retail space within the first four floors, and office space spanning the remainder of the 80-story tower (see Figures 2 and 3). The Transit Tower would be projected to accommodate approximately 5,000 to 6,000 employees.

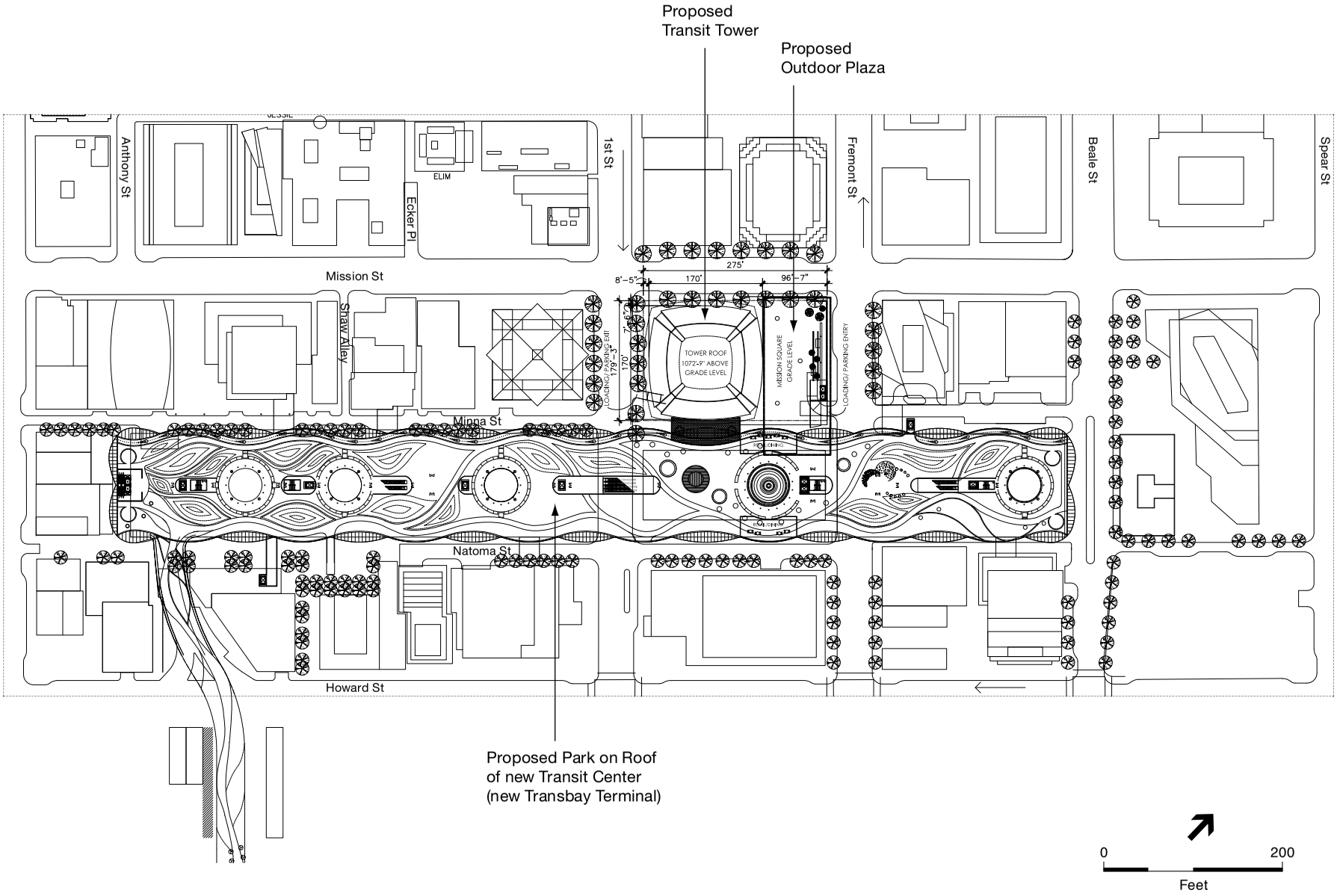
Historic Resources

The New Montgomery-Second Street Conservation District and the Second and Howard National Register District are located entirely within the Transit Center District Plan Area. The Planning Department is in the process of completing historic surveys within and surrounding the Plan Area in order to identify additional historic resources for potential preservation and rehabilitation in the future. Based on the preliminary findings of these surveys, an expansion of the existing local conservation district would likely be proposed as part of or in conjunction with the Transit Center District Plan. The proposed expansion would encompass areas along Howard Street, between First and Second Streets, and areas along Mission Street, between New Montgomery and Third Streets. The San Francisco Planning Department also could seek expansion of the existing Second and Howard National Register District through the State Office of Historic Preservation.

The *Planning Code* Article 11 ratings for individual buildings in the potentially expanded conservation district would be revised and updated, and newly-rated buildings would become eligible to sell TDR to development sites in the downtown. A small number of individual buildings outside of the current and proposed expanded Conservation District may be proposed for Article 10 or Article 11 rated status. These buildings are still being assessed through the Historic Resources survey process.

Streets and Circulation

The Proposed Project would reconfigure many of the existing right-of-ways throughout the Plan Area in an effort to meet the changing transportation and public space needs within the area, particularly to accommodate anticipated increases in pedestrian volume that would result from the intensification of the land uses and the completion of the Transbay Transit Center Program.



SOURCE: Pelli Clarke Pelli Architects, 2008

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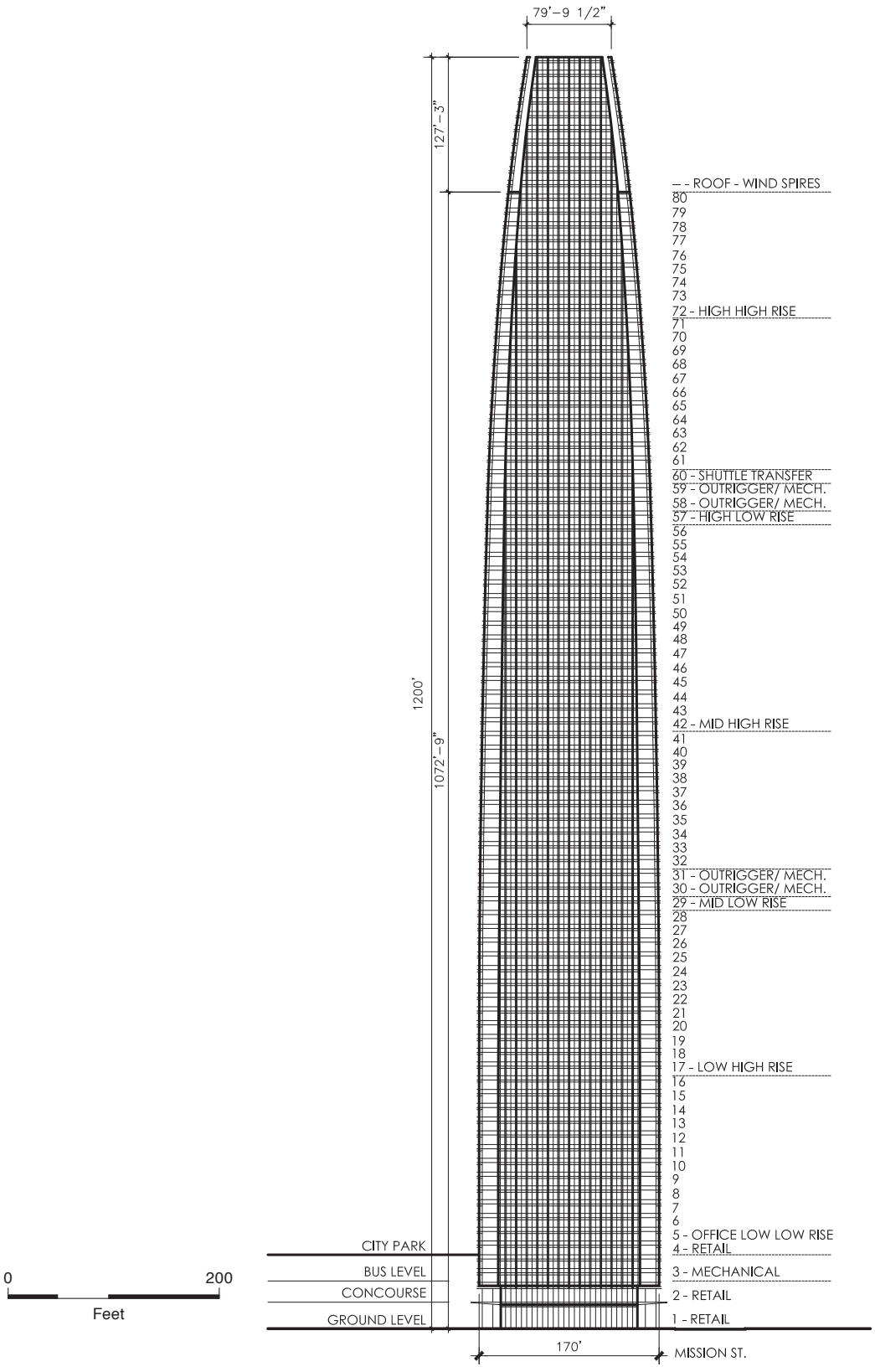
Figure 2
Transit Tower Site Plan



SOURCE: Pelli Clarke Pelli Architects, 2008

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Figure 3

Transit Tower Elevation View

Such modifications could include the widening of sidewalks, the removal or reconfiguration of parking and/or loading areas, the closure of one or more streets and alleys to general automobile traffic, installation of traffic-calming mechanisms, removal, addition or reconfiguration of auto travel lanes, conversion of one or more streets into a one-way or two-way operation, and dedication of transit-only lanes and delineation of pedestrian areas. Specific street and circulation improvements are currently being developed in collaboration with the San Francisco Municipal Transportation Agency and other agencies.

Open Space

In addition, as part of the Transit Center project being analyzed and implemented by the TJPA, a 5.4-acre "City Park" would be constructed atop the new Transit Center, and would contain various ecological settings representative of Northern California, different types of public spaces, walking paths, and areas for art exhibitions. In addition to the park atop the new Transit Center, discussed above, the Plan proposes to create a new public space at the northeast corner of Howard and Second Streets (Block 3721/ Lots 022, 023, 025, 092-106, 109-118), that would include a vertical circulation feature connecting to the rooftop park on the Transit Center and the connecting elevated bus ramps. This public space would be located on the combined parcels now occupied by the buildings identified for demolition as part of cut-and-cover construction for the Caltrain Downtown Extension (DTX), analyzed in the EIS/EIR for that project. The public space could be an open plaza, an indoor space, or a combination of indoor and outdoor space.

PROJECT OBJECTIVES:

The objectives for the Transit Center District Plan include the following:

(1) Create appropriate transit-oriented land use and density of development to provide supporting ridership for existing and planned mass transit infrastructure, including the Transit Center Program.

(2) Increase capacity for job growth in the existing downtown core to reflect local and regional smart growth and environmental sustainability strategies (e.g., location of growth in major urbanized centers proximate to major transit infrastructure).

(3) Create additional funding for the Transit Center Program and other necessary public improvements and infrastructure in the area, including streets and open space improvements.

(4) Modify building height and other form controls to create an elegant downtown skyline, building on existing policy to craft a distinct downtown "hill" form, with its apex at the Transit Center, tapering in all directions; provide distinct transitions to adjacent neighborhoods, topographic, and man made features of the cityscape.

(5) Enact urban design controls to ensure that the ground-level interface of buildings are active and engaging for pedestrians, in addition to providing adequate supporting retail and public services for the district.

(6) Ensure that changes to building heights and the skyline enhance, and do not detract from, important public viewpoints throughout the City and region, enhancing the perception of the City's and region's unique setting, features and quality of place, including views of key features, such as the Bay, bridges, hills, and neighborhoods, amongst others.

(7) Ensure that revisions to building heights meet the intent and requirements of Proposition K [Section 295 of the *Planning Code*] to minimize reduction of sunlight access on key downtown open spaces; balance shadow-related considerations with other major goals and objectives of the Plan.

(8) Protect important historical resources in the area, including both districts and individual structures.

(9) Modify the streets in the district to accommodate projected high pedestrian volumes, provide an enjoyable pedestrian experience, and enhance the level of landscaping, pedestrian amenity and consistency in streetscape treatments.

(10) Facilitate and improve surface transit movement to the Transit Center and through the district.

(11) Facilitate and improve facilities, circulation and safety for non-single-occupant-auto modes of transportation in the area.

(12) Enhance the open space network in the area to serve increasing numbers of workers, residents, and visitors, including provision of additional ground-level public open spaces.

(13) Create access points and maximize the visibility of the future rooftop park on the Transit Center from the surrounding neighborhoods, especially neighborhoods to the south.

(14) Adopt standards and guidelines for buildings and public improvements to ensure the highest-achievable levels of ecological performance and resource efficiency for individual projects and for the Plan Area as a whole.

POTENTIAL ENVIRONMENTAL ISSUES

The Proposed Project could result in potentially significant environmental effects. As required by CEQA, the EIR will examine those effects, identify mitigation measures, and analyze whether proposed mitigation measures would reduce the environmental effects to a less than significant level. As noted in the Overview, the EIR will analyze a Proposed Project based on the proposed new planning policies and controls for land use, urban form, building design, and street network/public realm improvements and including the Transit Tower, and will also analyze the Developer-Proposed Scenario, the No Project Alternative, and one or more reduced-project alternatives.

The following environmental issues are likely to be addressed in the EIR:

Land Use

By amending the existing land use and zoning controls, the proposed Transit Center District Plan would encourage increased density within the Plan Area and emphasize opportunities for office development. The EIR will analyze whether these changes could result in potential conflicts between uses and whether the existing neighborhoods surrounding the Transbay Terminal could be adversely affected. As part of the land use impact analysis, the EIR will describe and map the existing land uses within the Plan Area, as well as the proposed land use and zoning changes, which will be based on proposed controls and the Department's growth forecasts. The EIR will also consider any land use impacts associated with the development of the Transit Tower and the

associated change in use of its site. Any existing or potential land use conflicts will be described and analyzed.

The EIR will compare existing land uses to potential land use changes under proposed rezoning and describe the nature and magnitude of the change (types of uses, amounts of space lost and gained). Potential conflicts in land uses, should they arise, would be discussed in the context of the physical effect, and, thus, would be discussed under applicable topics such as noise and air quality.

The EIR will discuss consistency with the City's adopted *General Plan* and its relevant elements (notably the Housing and Urban Design Elements), including the *Downtown Plan*, Urban Design Element, Transportation Element, and *Rincon Hill Area Plan*. Other applicable planning documents and efforts will be discussed for context, including, among others, the *Transbay Redevelopment Plan, Bicycle Plan, and Climate Action Plan*. The EIR will also discuss the relationship between the proposed project and the San Francisco *Planning Code*, including specific sections relevant to downtown, such as Sections 124 (Floor Area Ratio), 128 (Transferrable Development Rights), 270 (Bulk), 309 (C-3 permit review), 321 (office limit), 148 (wind), and 295 (shadow).

Visual Quality

The potential addition of a handful of very tall towers, along with the ongoing and already approved increases in high-rise development in the eastern South of Market area, could engender the most dramatic change in San Francisco's skyline since the building boom of the late 1960s and early 1970s. The EIR will describe the existing urban design features for the environmental setting, including visual character, views and viewsheds, urban form, orientation, and shading of parks and streets. Assessment of height and urban design effects will be conducted by considering the Transit Tower within the visual setting of downtown and by translating land use changes, as well as modifications in building height and bulk, into physical changes that would be predicted to occur under the proposed rezoning.

In addition, visual simulations from at least ten publicly accessible viewpoints located throughout San Francisco will be presented for the existing setting, the proposed project, the Developer-Proposed Scenario, and the No-Project Alternative. The analysis of potential effects on existing visual character will focus on visual contrast and compatibility, including consistency with urban design objectives for the overall City form and skyline, and changes to visibility and relationship of major aspects of the City's and region's defining physical features, such as the Bay, bridges, hills, open spaces, and neighborhoods. Impacts will be described in terms of the type and magnitude of change in the visual components identified in the setting. Potential project effects on views and view corridors will be described. Potential effects on visual quality under the Developer-Proposed Scenario will also be described.

Population, Housing, and Employment

The EIR will adapt and summarize the results of the study titled *Downtown San Francisco: Market Demand, Growth Projections and Capacity Analysis*, completed by Seifel Consulting[5] in May 2008. In addition, it will describe existing and expected future conditions for housing supply, population,

5 Available for review by appointment at the San Francisco Planning Department, 1650 Mission Street, Suite 400, in Project File Case No. 2007.0558E, or on the internet at http://www.sfgov.org/site/uploadedfiles/planning/City_Design_Group/R_TransitCenter_051308_Final.pdf.

housing market conditions, business activity, and employment in the Plan Area, selected nearby neighborhoods and districts, the rest of the City, and the rest of the region, as relevant. The impact analysis will consider how the proposed project, specifically including the Transit Tower and generally comprising new development in the Plan Area, would influence population and employment growth patterns in the City and the region—evaluating the potential for net additions to growth as well as geographic shifts of growth that might otherwise occur in other locations.

The EIR will evaluate potential for displacement of housing, population, business activity and jobs—from both the Plan Area and, indirectly, from nearby areas, as appropriate. Finally, the analysis will evaluate the proposed Plan's implications for San Francisco's housing market and on housing affordability. This will include assessment of the Plan Area jobs/housing relationship in the context of jobs and housing in the rest of the City and the region.

Archaeological and Historical Resources

The analysis of potential archaeological impacts will include an areawide summary of the findings of existing archaeological research. This analysis may include a map of archaeological mitigation zones or specific areas of heightened concern for potential resources, for which project-specific mitigation will be required for subsequent development projects. The EIR will also describe specific conditions and any necessary mitigation measures for archaeological resources on the Transit Tower site.

The EIR will describe previously listed historical resources and those newly identified in the survey effort currently underway, and will identify potential impacts on historic resources that could be considered "at risk," based on anticipated development patterns resulting from land use changes and areas of potentially increased development density. Provisions for taking into consideration potential impacts on properties that are not currently identified as having historic significance will be described, including the City's ongoing procedures for review of future development proposals.

Transportation

The EIR will summarize the Transportation Study that will be prepared for the proposed project and will include an analysis of specific transportation impacts and mitigation measures associated with the Transit Tower and program-level impacts and mitigation measures associated with the Plan. Future traffic volumes will be developed from output of the San Francisco County Transportation Authority's travel demand model (herein referred to as the "SFCTA Model"), as the 2030 Base scenario. The travel demand associated with the alternatives studied will be obtained from the SFCTA Model based upon the anticipated future land uses that will be developed as a result of the land use controls under those options.

Transit conditions will be assessed, with future ridership also derived from the SFCTA Model. Pedestrian and bicycle conditions, freight loading, and parking conditions will be analyzed.

Noise

The EIR will evaluate the project design and land use mix for noise compatibility with existing and proposed land uses as well as with future traffic levels (including planned bus operations). Noise analysis will use available published information, such as the Department of Public Health's (DPH) recently prepared map of roadway noise levels, to evaluate compatibility of new

uses with traffic noise levels.[6] The EIR also will describe construction-period noise levels and identify sensitive receptors (residences) nearest to locations of anticipated major development and construction activities.

Air Quality

The air quality analysis will be prepared in accordance with the *BAAQMD CEQA Guidelines'* direction for plans, with the significance based upon Plan consistency with the most recent *Clean Air Plan* (currently the *Bay Area 2005 Ozone Strategy*), including the *Clean Air Plan*'s transportation control measures. The EIR also will analyze the air quality effects of the proposed Transit Tower on a project-specific level. The EIR will include a discussion of roadway-generated pollutant concentrations, notably $PM_{2.5}$ and diesel particulate emissions. The EIR also will quantify anticipated greenhouse gas emissions that could result from the Transit Tower and other development in the Plan Area, including analysis of the project's consistency with the California Global Warming Solutions Act of 2006 (AB 32). The EIR will also discuss issues associated with air quality for new development in close proximity to high-volume traffic corridors, consistent with DPH's *Assessment and Mitigation of Air Pollution Health Effects from Intra-Urban Roadways: Guidance for Land Use Planning and Environmental Review*.[7]

Wind Impacts

Tall structures (those over 100 feet in height) tend to redirect winds downward along the building facades and have the potential to result in adverse impacts on the pedestrian wind environment. Wind testing is currently under way to model existing wind conditions within the Plan Area as well as wind conditions that might result with the introduction of the Transit Tower and other very tall towers within the area. The EIR will summarize the results of the wind tests and will describe any mitigation measures intended to alleviate potentially adverse wind conditions in areas where wind speeds might exceed the established wind hazard criterion. The methodology used for conducting the wind testing is one that has been used for prior projects in downtown San Francisco. Wind testing will also be conducted for the Developer-Proposed Scenario and the No Project Alternative, and will be likewise summarized in the EIR.

Shadow Impacts

At least six major parks regulated under Section 295 of the *Planning Code* could be affected by the Transit Center District Plan: Union Square, Justin Herman Plaza, Portsmouth Square, St. Mary's Square, Maritime Plaza, and Ferry Park. Additional smaller parks also may be affected by the proposed project. It is likely that the Transit Tower would shade one or more protected open spaces, and at least some of the proposed and contemplated building heights for other parcels in the Plan Area could result in additional shadow. In accordance with Section 295 of the *Planning Code*, the EIR will prepare graphical depictions of net new shadow from the Proposed Project, the Developer-Proposed Scenario, and the No-Project Alternative. The EIR will also quantify Transit Tower-related and cumulative shadow impacts in terms of the durations and amounts of open space surface areas that may be shaded with the implementation of the proposed land use controls and building height modifications. Mitigation measures for shadow impacts will be identified as appropriate.

6 The Department of Public Health noise map is available online at http://www.sfdph.org/dph/files/EHSdocs/ehsPublsdocs/Noise/noisemap2.pdf.

7 This document can be viewed online at http://www.sfgov.org/site/frame.asp?u=http://www.dph.sf.ca.us/ (accessed June 23, 2008).

Recreation & Public Space; Utilities & Service Systems; Public Services

The EIR will analyze whether the San Francisco Public Utilities Commission has adequate water and sewer infrastructure in the area to provide both potable water and sewage treatment services with the implementation of the proposed project. The EIR also will assess the adequacy of parks and open space facilities and programs, schools, and the Fire and Police Departments, to determine whether the increased development in the Plan Area, including taller high-rise buildings than now exist in the City, would raise specific issues regarding current equipment, preparedness, or practices regarding public safety or fire protection, or would result in increased school enrollment or park and recreation facility use to a level that would result in significant environmental impacts.

Geology, Soils, and Seismicity

This section will summarize the geotechnical analysis for the Plan Area that is currently being prepared. The EIR will disclose the geotechnical feasibility of development pursuant to the Transit Center District Plan, including the proposal for several very tall towers, and will specifically identify geotechnical considerations for the Transit Tower.

Hydrology and Water Quality

This EIR section will assess potential construction-related impacts to water quality and will qualitatively analyze potential changes in municipal sewage and stormwater runoff associated with project implementation. This section will describe the City's combined sewer-storm drain system, discuss the regulatory framework for control of water quality, qualitatively assess changes in the volume of discharges to the combined sewer system, if any, as a result of the Transit Tower and other development anticipated in the Plan Area (along with any substantial cumulative increases from other development), and discuss the effects of any project-generated discharges to the SFPUC's Sewer System Master Plan currently being developed.

Hazards and Hazardous Materials

This section will be based on an area-wide Phase I environmental site assessment and environmental database review, will describe the legal requirements and required processes for remediation of contaminated sites, and will discuss the types of contaminants that are expected to be encountered on the Transit Tower site and within the Plan Area, based on historic land uses and subsurface conditions.

Energy

The EIR will evaluate energy use associated with the proposed project and also will consider potential energy savings of development at the Transit Tower site or on other locations in the Plan Area, compared to a comparable degree of development elsewhere, due to accessibility of jobs to housing, the relatively high density of development, and the numerous transit options in the Plan Area. This analysis will also identify potential energy savings, compared to development under the *Building Code* and Green Building Ordinance, for higher levels of LEED certification in buildings, if such structures are proposed by the TJPA and/or private developers.

Other Issues

The EIR will briefly discuss potential effects related to biological resources, mineral resources, and agricultural resources.