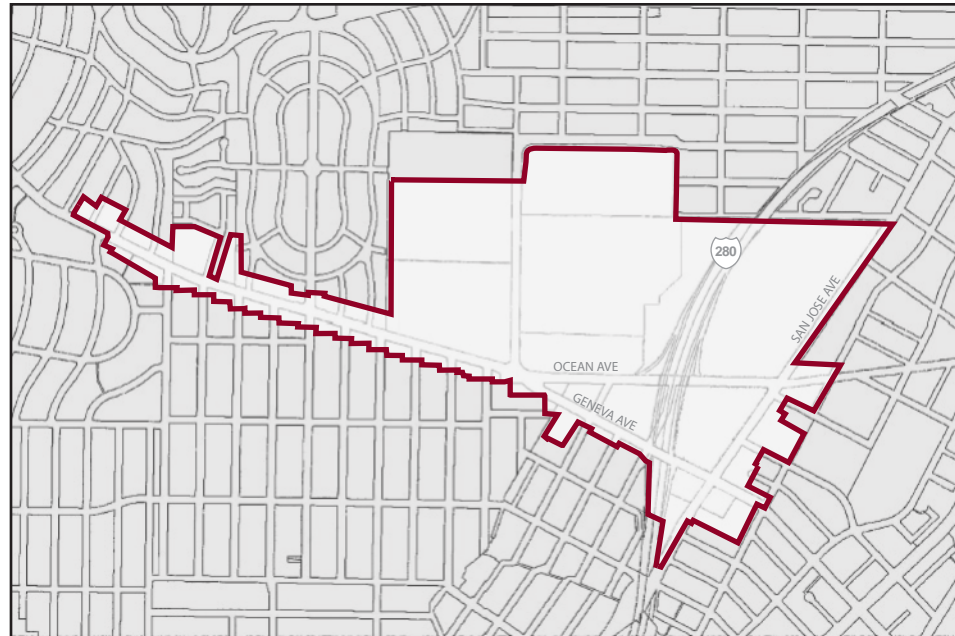


# BALBOA PARK STATION AREA PLAN



**SAN FRANCISCO PLANNING DEPARTMENT: 2004.1059E**

STATE CLEARINGHOUSE NO. 2006072114

**DRAFT EIR PUBLICATION DATE: SEPTEMBER 21, 2007**

**DRAFT EIR PUBLIC HEARING DATE: OCTOBER 25, 2007**

**DRAFT EIR PUBLIC COMMENT PERIOD:  
SEPTEMBER 21, 2007 TO NOVEMBER 5, 2007**

**FINAL EIR CERTIFICATION DATE: DECEMBER 4, 2008**





# SAN FRANCISCO PLANNING DEPARTMENT

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**CERTIFYING A FINAL ENVIRONMENTAL IMPACT REPORT FOR THE PROPOSED BALBOA PARK STATION AREA PLAN. THE PLAN AREA GENERALLY INCLUDES THE AREA SURROUNDING THE BALBOA PARK STATION, AND ALONG GENEVA, OCEAN, AND SAN JOSE AVENUES.**

MOVED, that the San Francisco Planning Commission (hereinafter "Commission") hereby CERTIFIES the Final Environmental Impact Report identified as Case File No. 2004.1059E - Balboa Park Station Area Plan (hereinafter "Area Plan" or "Project") based upon the following findings:

- 1) The City and County of San Francisco, acting through the Planning Department (hereinafter "Department") fulfilled all procedural requirements of the California Environmental Quality Act (Cal. Pub. Res. Code Sections 21000 *et seq.*, hereinafter "CEQA"), the State CEQA Guidelines (Cal. Admin. Code Title 14, Sections 15000 *et seq.*, hereinafter "CEQA Guidelines") and Chapter 31 of the San Francisco Administrative Code (hereinafter "Chapter 31").
  - a. The Citywide Group of the Department filed for environmental evaluation on October 8, 2004, and the Major Environmental Analysis section of the Department determined that an Environmental Impact Report (hereinafter "EIR") was required and provided public notice of that determination by publication in a newspaper of general circulation on July 29, 2006.
  - b. Notice of Preparation of an EIR was filed with the State Secretary of Resources via the State Clearinghouse on July 29, 2006.
  - c. On September 21, 2007, the Department published the Draft Environmental Impact Report ("DEIR") and provided public notice in a newspaper of general circulation of the availability of the document for public review and comment and of the date and time of the Planning Commission public hearing on the DEIR; this notice was mailed to the Department's list of persons requesting such notice.
  - d. On September 21, 2007, copies of the DEIR were mailed or otherwise delivered to a list of persons requesting it, to those noted on the distribution list in the DEIR, and to government agencies, the latter both directly and through the State Clearinghouse.

- e. Notices of Availability of the DEIR and of the date and time of the public hearings were posted on the Planning Department's website and also in various locations in the project area by Department staff on September 21, 2007.
- 2) The Commission held a duly advertised public hearing on the DEIR on October 25, 2007, at which time opportunity for public comment was given, and public comment was received on the DEIR. The period for acceptance of written comments ended on November 5, 2007.
- 3) The Department prepared responses to comments on environmental issues received at the public hearing and in writing on the DEIR, prepared revisions to the text of the DEIR in response to comments received or based on additional information that became available during the public review period, corrected errors in the DEIR, and prepared impact analysis for proposed revisions to the Area Plan. This material was presented in a Comments and Responses document, published on October 30, 2008, that was distributed to the Commission and to all parties who commented on the DEIR, and was available to others upon request at Department offices and web site.
- 4) A Final Environmental Impact Report ("FEIR") has been prepared by the Department, consisting of the DEIR, all background studies and materials, any consultations and comments received during the review process, any additional information that became available, and the Summary of Comments and Responses all as required by law.
- 5) Project environmental files have been made available for review by the Commission and the public. These files are available for public review at the Department offices at 1650 Mission Street, Suite 400, and are part of the record before the Commission.
- 6) On December 4, 2008, the Commission reviewed and considered the FEIR and hereby does find that the contents of said report and the procedures through which the FEIR was prepared, publicized, and reviewed comply with the provisions of CEQA, the CEQA Guidelines, and Chapter 31 of the San Francisco Administrative Code.
- 7) The Planning Commission hereby does find that the FEIR concerning Case File 2004.1059E - Balboa Park Station Area Plan reflects the independent judgment and analysis of the City and County of San Francisco and is adequate, accurate, and objective. The Commission also finds that since publication of the DEIR there has been no significant new information or other factors that would require recirculation of the document pursuant to CEQA Guidelines Section 15088.5. Information to support this conclusion is found in the FEIR, which includes the Comments and Responses, and in Department staff analysis. In furtherance of the above findings, the Planning Commission hereby does CERTIFY THE



COMPLETION of said Final Environmental Impact Report in compliance with CEQA, the CEQA Guidelines, and Chapter 31.

The Commission, in certifying the completion of the FEIR, hereby does find that the proposed project described in the FEIR would have the following significant unavoidable environmental impacts, which could not be mitigated to a level of non-significance:

- a. Traffic impacts at three intersections: (1) Ocean Avenue/Junipero Serra Boulevard, (2) Ocean Avenue/I-280 Northbound On-Ramp, and (3) Ocean Avenue/San Jose Avenue;
- b. Traffic and transit impacts at two project intersections: (1) Ocean Avenue/Geneva Avenue/Phelan Avenue, and (2) Geneva Avenue/I-280 Northbound and Southbound Ramps;
- c. Transit operations impacts on the Muni K-Ingleside Metro line; and
- d. Cumulative impacts to a potential historic district along Ocean Avenue.

I hereby certify that the foregoing Motion was ADOPTED by the Planning Commission on December 4, 2008.

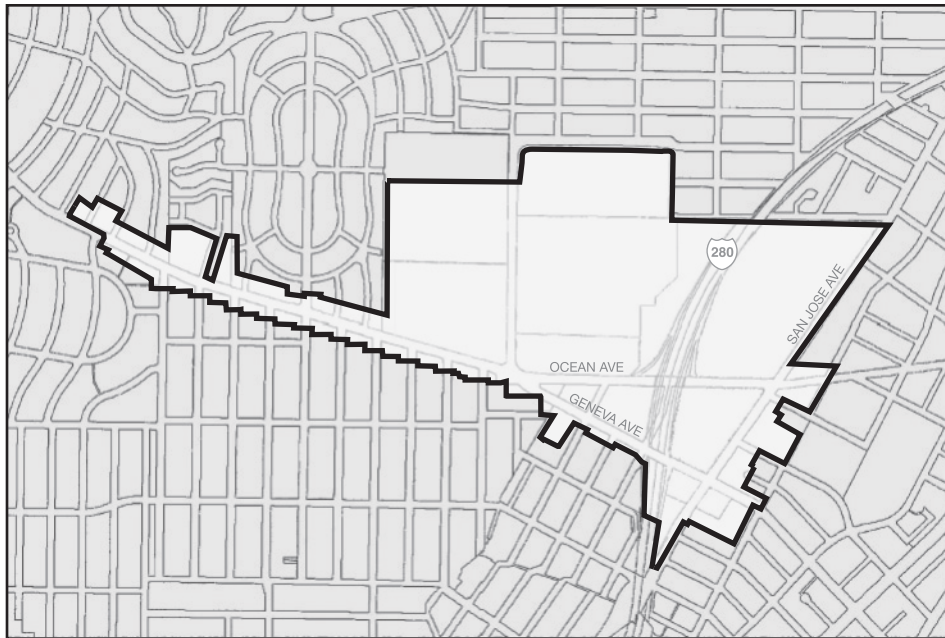
Linda Avery  
Planning Commission Secretary

AYES: Olague, Antonini, Borden, Lee, Miguel, Moore  
NOES: None  
ABSENT: None  
EXCUSED: Sugaya

ACTION: Certification of the Balboa Park Station Area Plan FEIR



# BALBOA PARK STATION AREA PLAN



## FINAL ENVIRONMENTAL REPORT

SAN FRANCISCO PLANNING DEPARTMENT: 2004.1059E

STATE CLEARINGHOUSE NO. 2006072114

DRAFT EIR PUBLICATION DATE: SEPTEMBER 21, 2007

DRAFT EIR PUBLIC HEARING DATE: OCTOBER 25, 2007

DRAFT EIR PUBLIC COMMENT PERIOD:  
SEPTEMBER 21, 2007 TO NOVEMBER 5, 2007

FINAL EIR CERTIFICATION DATE: DECEMBER 4, 2008

Changes from the Draft EIR text are indicated by a dot (●) in the left margin



**BALBOA PARK STATION AREA PLAN  
FINAL ENVIRONMENTAL IMPACT REPORT**

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## **I. INTRODUCTION**

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### **A. PROJECT OVERVIEW**

In October 2002 the San Francisco Planning Department published the Public Review Draft of the *Balboa Park Station Area Plan* (Area Plan), which presents a draft Area Plan for an improved Balboa Park Station and its surrounding area as part of the “Better Neighborhoods Program.” The “Project Area” for the Area Plan consists primarily of the parcels surrounding Balboa Park Station and those along Geneva, Ocean, and San Jose Avenues. Prior to the development of the Draft Area Plan, the planning process included two years of community involvement. The Area Plan mainly envisions improvements to the Project Area through identifying transportation and infrastructure solutions for the Balboa Park Station (Station), which currently does not meet space utilization standards. High-density mixed-use development on underused<sup>1</sup> parcels adjacent to the Station and along Ocean and San Jose Avenues is also envisioned.

This Environmental Impact Report (EIR) is based on the assumption of future implementation of the Area Plan, including all the Area Plan changes and development noted below. Specifically, the Area Plan includes (1) a series of proposed transportation, infrastructure, and zoning and height and bulk district changes; (2) proposed new open spaces, land use controls, and urban design and architectural guidelines; and (3) a development program, including two specific development projects within the Project Area. The two development projects propose residential units over ground-floor retail uses. This EIR is focused on the physical environmental effects of the proposed Area Plan and the two individual development proposals.

### **B. ENVIRONMENTAL REVIEW PROCESS**

#### **PURPOSE OF THE DRAFT EIR**

An EIR is an informational document that is intended to make the public and the decision-makers aware of the environmental consequences of a proposed project and to present mitigation measures and feasible alternatives to avoid or reduce the 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 adopt and implement the Area Plan. Implementation of individual

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<sup>1</sup> Underused parcels in the Project Area are those parcels that are not developed to their maximum zoning potential.

development proposals by the City, private developers, or other public agencies under the proposed Area Plan may require additional environmental review.

This Draft EIR has been prepared by the City and County of San Francisco, pursuant to California Environmental Quality Act (CEQA).<sup>2</sup> This EIR is a program-level EIR pursuant to CEQA Guidelines Section 15168<sup>3</sup> for the proposed *Balboa Park Station Area Plan*. A program EIR is useful in certain cases because it provides an occasion for an evaluation of the overall impacts of a program or plan for an area larger than is generally practical or appropriate for an individual development project. It allows an agency to consider policy implications of area-wide mitigation measures earlier than with specific development proposals and provides an analysis of cumulative impacts on an area-wide basis.

This EIR is also a project-level EIR. That is, it analyzes development of two individual projects within the Project Area: the Phelan Loop Site, and the Kragen Auto Parts Site. The analysis is performed at a project-specific level. More detailed discussions are included to specifically address the environmental effects associated with these individual projects. Details about these two proposed development projects are provided in Chapter III, Project Description, on pp. 102-105, following the description of the Area Plan.

### **STEPS IN EIR PROCESS**

Under the San Francisco Administrative Code, Chapter 31, the Planning Department is responsible for CEQA review for all City and County of San Francisco projects and serves as the Lead Agency. The EIR process as implemented by the Planning Department includes several steps: preparation of an Initial Study, public scoping, publication of a Draft EIR for public review and comment, preparation of responses to public comments on the Draft EIR, and certification of the Final EIR.

An Initial Study, published in July 2006, determined that implementation of the proposed Area Plan and its associated public improvements and development projects may result in potentially significant environmental impacts; therefore, preparation of an EIR was required. The Initial Study determined that the following effects of the Area Plan would either be insignificant or would be reduced to a less-than-significant level by mitigation measures included in the Area Plan and, thus, required no further analysis: land use; visual quality; climate (wind);

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<sup>2</sup> California Public Resources Code Section 21000 *et seq.*

<sup>3</sup> According to California Code of Regulations Title 14, Sections 1500 *et seq.* (“CEQA Guidelines”) CEQA Guidelines Section 15168, a program EIR is an EIR which may be prepared on a series of actions that can be characterized as one large project and are related either (1) geographically; (2) as logical parts in a chain of contemplated actions; (3) in connection with issuance of rules, regulations, plans, or other general criteria to govern the conduct of a continuing program; or (4) as individual activities carried out under the same authorizing statutory or regulatory authority and having similar environmental effects that can be mitigated in similar ways.

utilities/public services (except hydrology and water quality); biology; geology/topography; water; energy/natural resources; and hazards (see Appendix A for a copy of the Initial Study). With the exception of land use, which is included in the EIR for informational purposes and to orient the reader to the Project Area, the EIR does not discuss the environmental topics listed above. The Area Plan's potential for significant impacts related to population, housing, and employment; transportation; noise; air quality; climate (shadow); hydrology and water quality; cultural resources (historic architectural resources and archaeological resources); and growth inducement are evaluated in the EIR.

On May 23, 2006, the Board of Supervisors adopted Ordinance 116-06, which directs the City to use an Initial Study Checklist based on the form included in Appendix G of the CEQA Guidelines. Accordingly, the Planning Department has adopted a new checklist that is consistent with Appendix G, which incorporates questions specific to the urban environment of San Francisco. During development of the new checklist, Initial Studies prepared with the older checklist that were near publication were not transferred to the new checklist. Instead, these Initial Studies were augmented with additional discussion of topics not included on the older checklist. These topics include public schools, recreation, police and fire protective services, and power and communication facilities in the utilities/public services section; and an expansive soil discussion in the geology and seismicity section. These discussions are found in Appendix A to this EIR, on pp. 38-42 and pp. 44-53, respectively. Two other new checklist topics, agricultural resources and mineral resources, were not discussed in the Initial Study. Agricultural resources were not discussed because the Project Area is in a developed urban area that does not include any agricultural uses or agricultural zoning. Therefore, the Area Plan would not affect any farmlands mapped by the California Resources Agency, nor would it conflict with any existing agricultural zoning or Williamson Act contracts. As there are no farmlands in the vicinity of the Project Area, the Area Plan would not result in any conversions of Farmland of Statewide Importance to non-agricultural use. Mineral resources were not discussed because the Project Area is in a developed urban area that does not include any known mineral resources or any designated mineral resource recovery sites.<sup>4</sup> Therefore, the Area Plan would not result in impacts related to mineral resources.

The Planning Department issued a Notice of Preparation/Initial Study (NOP/IS) for the Area Plan on July 29, 2006. Notification of the availability of the Initial Study and its 30-day public comment period was also advertised in the newspaper, and was mailed to approximately 1,500 property owners, agencies, and other interested parties. The Planning Department held a public scoping meeting on August 22, 2006. During the public scoping meeting, members of the public

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<sup>4</sup> 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 Project Area is not a designated area of significant mineral deposits.

identified issues of concern that they believed should be addressed in the EIR and identified issues related to the draft Area Plan. Both written and oral comments were received during the public comment period.

Environmental issues raised during the public scoping process included the following: visual effects related to increases in building heights; effects of changes to height/bulk limits and residential densities; transportation issues including parking shortages, traffic impacts, transit facilities, bicycle lanes, and pedestrian safety; soil contamination due to past and present land uses; and duration of the planning and EIR process. Other issues raised during public scoping related to the Area Plan and implementation, rather than physical environmental issues, such as funding availability for traffic-calming measures, availability of the City Car-Share program, and development on the Muni Upper Yard parcel along San Jose Avenue. Comments on the NOP/IS are addressed in Chapter II, Summary, under “Areas of Controversy and Issues to Be Resolved,” pp. 70-71.

The Draft EIR will be circulated for public review and comment for a period of 45 days. During this period, written comments concerning the accuracy and adequacy of the Draft EIR will be accepted and a public hearing will be held before the Planning Commission to receive oral comments on the Draft EIR. After the close of the comment period, written responses will be prepared to address comments received on environmental issues and any revisions to the Draft EIR will be identified. This Summary of Comments and Responses document will be presented to the Planning Commission along with the Draft EIR for consideration of certification of the Final EIR. The certification action by the Planning Commission may be appealed to the San Francisco Board of Supervisors; if an appeal is filed the Board holds an independent review hearing to determine whether the Commission’s action to certify the final EIR should be upheld or the EIR should be returned to the Commission for further action.

Following certification, the Planning Commission will use the information in the Final EIR in its deliberations on the Area Plan. If the Commission decides to approve the Area Plan, it will include in its approval action the following findings: identification of the significant impacts that would result; a discussion of mitigation measures or alternatives that have been adopted to reduce significant impacts to less-than-significant levels; determination as to whether mitigation measures or alternatives are within the jurisdiction of other public agencies and therefore must be rejected; and an explanation of reasons for rejecting mitigation measures or alternatives if any are infeasible. A Mitigation Monitoring and Reporting Plan (MMRP) must be adopted by the Planning Commission as part of its action if mitigation measures are made part of the project. The MMRP identifies the measures included in the project, the entities responsible for carrying out the measures, and timing of implementation. If significant unavoidable impacts remain after all feasible mitigation measures are included in the project, the Planning Commission, if it elects to proceed with the Area Plan, must adopt a statement of overriding considerations explaining

how the benefits of the proposed Area Plan outweigh the significant impacts in order to approve the Area Plan.

If one or both of the development projects on the two development sites analyzed in the EIR are presented to the Planning Commission for approval, the Commission will consider them in light of the information in the EIR. If the project and circumstances surrounding the project have not changed, further environmental review may not be needed prior to action by the Commission.

Development and public improvements identified in the Area Plan that are expected to occur outside the analysis time-frame of this EIR, beyond 2025, would be subject to additional environmental review when more specific information has been developed and approval actions have been requested for specific improvements under the Area Plan.

### **ORGANIZATION OF THE EIR**

This EIR is organized into eleven chapters, plus technical appendices. This chapter (I, Introduction) is followed by Chapter II, Summary, which provides a summary of the proposed Area Plan and two specific development projects, and their significant environmental impacts. The Summary chapter also identifies the mitigation measures and improvement measures that could avoid or reduce significant impacts. In addition, it summarizes areas of known controversy, including issues raised by agencies and the public, as well as unresolved issues. Chapter III, Project Description, presents details about the proposed Area Plan, the two specific development projects, and the approvals required to implement the Area Plan and the development projects. The Project Description chapter also identifies the project sponsors and project objectives.

Chapter IV, Environmental Setting and Impacts, is organized by environmental topic, and addresses 10 topics: Land Use, Plans, and Policies; Population, Housing, and Employment; Transportation; Noise; Air Quality; Shadow; Hydrology and Water Quality; Historic Architectural Resources; Archaeology; and Growth Inducement. (Other environmental topics are addressed in Appendix A: Initial Study.) In each of these environmental sections, existing conditions in the Project Area are described first. These existing conditions serve as the baseline for analysis of potential environmental impacts, including program-level and project-specific impacts that would result from implementation of the Area Plan. The environmental analyses in Chapter IV, as well as the analyses presented in Appendix A: NOP/Initial Study, account for construction and operational impacts, where relevant. Cumulative impacts from the overall Area Plan and the specific development projects within the Area Plan are analyzed for each environmental topic when appropriate.

Chapter V, Mitigation Measures, includes mitigation measures identified to avoid, eliminate, or reduce potentially significant adverse impacts of the proposed Area Plan and its specific

development projects. The Mitigation Measures chapter also identifies improvement measures to reduce the effects of less-than-significant impacts. Chapter VI, Other CEQA Considerations, addresses other topics required by the CEQA Guidelines, an overview of cumulative impacts, a summary of potentially significant, unavoidable, and irreversible effects associated with the Area Plan. As required by CEQA Guidelines Section 15126.6(e), Chapter VII, Alternatives to the Proposed Project, includes the No Project Alternative, and an alternative that could avoid or lessen identified significant impacts. Chapter VIII presents the Draft EIR distribution list of all agencies, organizations, and individuals who will receive either a copy of the Draft EIR or notification of publication of the Draft EIR. Chapter IX identifies the EIR authors and the agencies, organizations, and individuals who were contacted during preparation of the Draft EIR. Chapter X includes technical references cited throughout the Draft EIR. The Draft EIR also includes Appendix A: NOP/Initial Study, and Appendix B: Selected Traffic Study Tables.

## II. SUMMARY

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### A. PROJECT DESCRIPTION

#### PROJECT OVERVIEW

This document is a program-level EIR for the *Balboa Park Station Area Plan* (Area Plan) published by the San Francisco Planning Department in October 2002. The “Project Area” for the Area Plan consists primarily of the parcels surrounding Balboa Park Station along Geneva, Ocean, and San Jose Avenues. The Planning Department, on behalf of the City, is the project sponsor of the Area Plan. The overall objective of the sponsor is to realize the central vision of the Area Plan:

*The transformation of the currently underutilized Balboa Park Station Area into an efficient and vital transit hub that supports the development of a mix of complementary uses, including residential, retail, cultural/institutional uses and publicly-accessible open space, in the vicinity of the Station and along the nearby Geneva, Ocean, and San Jose Avenues.*

The Area Plan is intended to influence various transportation/infrastructure and public space improvements, and define zoning changes aimed at enhancing the existing neighborhood, as well as potential future development in the Project Area. The transportation/infrastructure and public space improvements and potential future development outlined in the Area Plan are expected to occur either in the near future (2008-2010) or within the long-term (2010-2025) timeline evaluated in this EIR. Improvements and potential future development expected to be completed beyond the 20-year time frame of the EIR (beyond 2025) are considered too speculative in nature and have not been included in the EIR analyses. These speculative development proposals would be subject to environmental review when specific plans for these proposals are developed. Overall, implementation of the Area Plan would result in a net increase of about 1,780 new residential units and about 104,620 net new gross square feet (gsf) of commercial development in the Project Area by the year 2025. A net increase of about 200-250 jobs is also expected in the Project Area by the year 2025 as a result of implementation of the Area Plan.<sup>1</sup>

This EIR is also a project-level EIR. It analyzes development of two individual projects within the Project Area: the Phelan Loop Site and the Kragen Auto Parts Site. At the project level, the main objective of the two development projects is to develop a mix of residential and neighborhood-serving commercial uses, associated parking, and open space on these two

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<sup>1</sup> Based on the City’s average employment factor of 440 square feet (sq. ft.) per employee for new commercial development (104,620 sq. ft. divided by 440 is approximately 200-250 new employees), as used in “Balboa Park Area Plan – Summary of SFCTA Model Data” spreadsheet, prepared by Korve Engineering.

individual sites. If approved, the two development projects are expected to be built in the near future (2008-2010).

## **PROJECT LOCATION**

The Project Area is located in the southern portion of San Francisco. It consists primarily of those parcels that front on Geneva, Ocean, and San Jose Avenues. The Project Area encompasses the following four subareas: (1) Transit Station Neighborhood, which includes the major regional transit facilities of the Project Area, as well as Balboa Park; (2) Ocean Avenue Neighborhood Commercial District, which extends along Ocean Avenue from Phelan Avenue west to Manor Drive; (3) the main campus of the City College of San Francisco;<sup>2</sup> and (4) Balboa Reservoir site, a 25-acre, empty potential reservoir site located across from the City College campus.<sup>3</sup>

The two individual development projects sites, Phelan Loop Site and Kragen Auto Parts Site, are located adjacent to each other along the north side of Ocean Avenue between Phelan and Plymouth Avenues in the Project Area's Ocean Avenue Neighborhood Commercial District subarea.

## **AREA PLAN COMPONENTS**

Implementation of the Area Plan would require certain physical improvements, including street network changes, transportation and infrastructure changes, and open space improvements. In addition, the Area Plan would also require certain changes to existing land use controls and height limits. These program-level Area Plan components are summarized below:

### **Street Network Changes**

The proposed street network changes include the following:

- Redesign Geneva Avenue between San Jose Avenue and I-280; San Jose Avenue between Ocean and Geneva Avenues; Ocean Avenue between San Jose Avenue and I-280 and between I-280 and Geneva Avenue; and Phelan Avenue between Judson and Ocean Avenues. Redesign of these streets would include strategies to better accommodate large volumes of through automobile traffic, bus loading/unloading, bicycle lanes, and passenger drop-offs and pick-ups, while providing a pedestrian-friendly environment.
- Extend certain streets, such as Brighton, Lee, and Harold Avenues, north of Ocean Avenue and up to the southern edge of the Balboa Reservoir parcel. Harold Avenue

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<sup>2</sup> The City College campus is included in the boundaries of the Area Plan, although the college is not under the City's jurisdiction and has recently completed its own master plan and EIR. City College of San Francisco Board of Trustees certified its Final EIR and approved the CCSF Master Plan in June 2004.

<sup>3</sup> The Balboa Reservoir Site is divided into two basins; the San Francisco Public Utilities Commission (SFPUC) owns the north basin, while City College owns the south basin. The north basin is currently used as a surface parking lot for City College, with some overflow parking provided in the south basin.



would be extended, but as a bus-only road that would be a part of a Muni loop to replace the existing turnaround area that is proposed for development.

After publication of the *Balboa Park Station Area Plan*, revisions were made to the Area Plan by Planning Department staff. These revisions include changes to the configuration of Phelan Avenue north of Ocean Avenue for the relocated bus turnaround, so that the bus entrance would be from Ocean Avenue and the buses would exit onto Phelan Avenue. A new pedestrian-activated traffic signal would also be added at the new bus exit onto Phelan Avenue.

In addition, the street network changes involving the elimination of two of the four automobile travel lanes to provide for dedicated light rail lanes on Ocean Avenue between Phelan Avenue and Manor Drive were removed from the Area Plan, subsequent to the publication of the NOP/Initial Study.

#### Lee Avenue Connection to CCSF Variant<sup>4</sup>

City College of San Francisco (CCSF) is considering a variant to the street network that would extend Lee Avenue into the reservoir site to provide access to new campus uses that would be developed as part of the CCSF Master Plan. This variant to the street network could also connect the new campus buildings to the Ocean Avenue Neighborhood Commercial District. This roadway extension would have one traffic lane in each direction; however, no on-street parking would be provided. This configuration will be analyzed as a variant to the proposed street network changes. The Lee Avenue Connection to CCSF Variant would be initiated as a separate project by CCSF if the college decides to pursue this option.

#### **Transit Facility Changes**

The proposed transit facility changes include the following:

- - Reconfigure streetcar and bus stops at the Balboa Park BART Station. The following changes are proposed:
    - The Muni Metro M-line would continue to end at the Balboa Park Station (Station), until development occurs on the Upper Yard site. If the MTA plan goes forward, the M-line would terminate at San Francisco State University rather than at the Balboa Park BART Station Upper Yard. The Muni J-line would be extended to meet the M-line at San Francisco State University.

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<sup>4</sup> To distinguish the two separate street network changes, hereinafter, the “Lee Avenue Extension” refers to the extension of Lee Avenue proposed by the Area Plan that terminates at the southern boundary of the Balboa Reservoir site; and the “Lee Avenue Connection to CCSF Variant” refers to the extension of Lee Avenue onto the Balboa Reservoir property on the CCSF campus.

- The existing Muni K-line platform on Ocean Avenue underneath the footbridge would be demolished and a new K-line platform would be created at the intersection of Ocean Avenue and Howth Street.
- Upon future construction of the freeway deck over I-280 between Geneva and Ocean Avenues, the Muni Metro K-line would make a right-turn from Ocean Avenue onto the freeway deck to terminate at a new stop on the deck, to the west of the BART station. Similarly, the J-line would travel further west on Ocean Avenue and make a left-turn onto the new freeway deck to terminate at the new stop on the deck. The J- and K-lines would each have their own dead-end tracks on the freeway deck. New pedestrian entrances would be provided on the west side of the existing BART station, to facilitate the connection between the new J- and K-line stops and the BART station. A new bus transfer center would be constructed on the freeway deck, adjacent to the new J- and K-line stops.
- Reconstruct the station facility to enable BART and Muni Metro lines to function together in an efficient manner, with improved internal circulation and addition of an Ocean Avenue entrance.
- Improve the existing bus stop area on the north side of Geneva Avenue, between I-280 and San Jose Avenue, and create a pedestrian plaza. Alternatively, a new bus transfer area would be constructed on top of the freeway deck.
- Reconfigure the existing Muni bus layover facility at the Phelan Loop Site so that it would circle around the existing fire station at the intersection of Phelan and Ocean Avenues. This change would allow redevelopment of the Phelan Loop Site.

### **Changes to Existing Open Space and Proposed New Open Spaces**

The proposed Area Plan would create a system of neighborhood open spaces, including active, passive, and informal gathering areas that would contribute to the overall neighborhood character. Balboa Park edges would be redesigned to provide better physical and visual connections between the park and surrounding neighborhoods. The Area Plan includes the introduction of six new open spaces into the Project Area: the Geneva Transit Plaza; the Freeway Deck Plaza; Balboa Reservoir site open space; the Brighton Avenue open space; the Library open space; and the Phelan Loop Plaza. The Phelan Loop Plaza may be acquired by the Recreation and Park Department.

### **Urban Design and Architectural Guidelines**

The Area Plan contains a general set of urban design and architectural guidelines which would apply to all improvements in the Project Area, as well as more specific guidelines for key development sites (see pp. 91-94 for details).

### **Changes to Land Use Policies**

Existing land use policies for the Project Area would continue to apply, except as specifically enumerated in the Area Plan. Area Plan land use policies are related to (1) encouraging the development of mixed-use infill housing, especially affordable housing; (2) encouraging the development of new commercial and residential uses in the Project Area's Ocean Avenue corridor; (3) creating a transit-oriented, mixed-use neighborhood around the Transit Station; (4) protecting existing housing stock in the Project Area, and assisting lower-income homeowners in making housing improvements; and (5) restricting curb cuts for mid-block parcels on main Project Area streets.

### **Changes to the Planning Code**

Zoning changes would be necessary to implement the Area Plan. Some portions of the Project Area, such as all the parcels in the Ocean Avenue Neighborhood Commercial District, the parcel along the east side of San Jose Avenue between Ocean and Geneva Avenues, and the Upper Yard parcel, would be rezoned to NC-T (Neighborhood Commercial Transit).

Changes to the Planning Code Height and Bulk Map height and bulk limits would be necessary to implement the Area Plan. Some portions of the Project Area, including all parcels in the Ocean Avenue Neighborhood Commercial District, would be reclassified to 45-X with the exception of the Kragen Auto Parts and Phelan Loop Sites, which would be reclassified to 55-A. The east side of San Jose Avenue, between Geneva and Ocean Avenues would be changed to 45-X. The Upper Yard parcel would be changed to 85-E.<sup>5</sup> The site of the Geneva Office Building and Powerhouse would be changed to 40-X. The Balboa Reservoir site would be reclassified to reflect the proposed north-south re-orientation of the reservoir berm; the western half and northernmost portion of the eastern half of the reservoir site would be reclassified to 40-X, while the remaining portion of the reservoir site would be reclassified to 65-A.

Other proposed Planning Code-related changes are as follows:

- Parcel consolidation rules would continue to be governed by Planning Code Section 121.1, but consideration of Conditional Use authorizations (CUs) would be governed by policies in this Area Plan.
- A CU would be required for new development that results in the demolition of existing dwelling units, even if it results in a net increase of dwelling units in the area.
- The following controls would be applicable to development in the proposed new NC-T District:

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<sup>5</sup> The Area Plan calls for development on the Upper Yard parcel to step down to 40 feet along San Jose Avenue.

1. Development on parcels smaller than 7,500 sq. ft would be permitted as-of-right, while a CU would be required for development on parcels of 7,500 sq. ft. and above.
2. Commercial uses under 4,000 sq. ft. would be permitted as-of-right, while a CU would be required for 4,000 sq. ft. and above, with specified conditions to be met.
3. Pursuant to provisions of Planning Code Sections 711.13 and 145.1, new garage entries would be limited to no more than 30 percent of the width of the ground level. A CU would be required for street frontage greater than 60 feet in new developments.
4. A floor area ratio (FAR) of 2.5:1 would be permitted for new development, pursuant to Planning Code Sections 711.20 and 124(a) and (b).
5. A maximum of one off-street parking space would be permitted for each residential unit in the NC-T District. No minimum amount of parking would be required.
6. No minimum amount of parking would be required for new commercial/institutional uses. A maximum of one off-street parking space per 1,500 sq. ft. of occupied space would be permitted for commercial uses, with the exception that retail grocery stores larger than 20,000 gross sq. ft. would be permitted one off-street parking space per 500 sq. ft. for the first 20,000 sq. ft., and, with conditional use authorization, one space per 250 sq. ft. of occupied space in excess of 20,000 sq. ft.
7. The provision of off-street loading, outdoor activity area, hours of operations and signage would be governed by Planning Code Sections 711.23–32, 152, 161(b), 145.2(a) and (b), and 607.1(c)-(g). The provision of awnings, canopies, marquees and street trees on development sites would be governed by Planning Code Sections 711.14–17, 136.1(a)-(c), and 143.
8. Unlike in NC-2 Districts, there would be no residential density requirements for dwelling units and group housing in the new NC-T district.

## **DEVELOPMENT PROGRAM**

The Area Plan estimates the amount of development that could occur in the Project Area over short-term, long-term, and potential future time-periods (see Table 1, p. 100). The Area Plan makes no proposal pertaining to new developments in the existing residential neighborhoods surrounding the Project Area. The development proposals that are expected to be implemented either in the near future (Tier 1 - 2010) or within the long-term (Tier 2 – up to 2025) timeline are considered part of the proposed project. Improvements or development expected to occur beyond the year 2025 (Tier 3) are considered to be too speculative in nature and will not be analyzed in the EIR.

### **Comparison of Revised Land Use Program to Originally Proposed Program in the Area Plan**

Since publishing the draft Area Plan, City staff has continued to review development potentials in the Project Area as well as throughout the City, and have modified the amounts and types of

development forecast for the Project Area. The revised land use program is correctly reflected in Table 1, p. 100, and notable changes are summarized on p. 101.

### **PROPOSED DEVELOPMENT SITES**

The two development sites, Phelan Loop and Kragen Auto Parts Sites, are part of Tier 1 development and are analyzed at a project level in this EIR because specific interest has been expressed to Planning Department staff in developing these particular sites.

#### **Phelan Loop Site**

The Phelan Loop Site is a City-owned property. The site, currently in an NC-2 zoning district, would be changed to a new NC-T zoning designation. The site is proposed to be developed with up to approximately 80 residential units occupying up to four floors above approximately 15,000 sq. ft. of ground-floor retail uses. The proposed development would also include about 0.5 acres of public open space (Phelan Loop Plaza). The Phelan Loop Plaza may be acquired by the Recreation and Park Department. A new bus layover facility would be built to replace the existing Phelan Loop facility. The Phelan Loop development would meet the proposed off-street parking standards for the new NC-T District of a maximum of one parking space for each residential unit; therefore, the development would include up to 80 residential parking spaces. No parking would be required for the proposed retail uses. The proposed mixed-use building would be up to 55 feet in height. It is assumed that affordable housing would be developed at this site.

#### **Kragen Auto Parts Site**

The Kragen Auto Parts Site is privately owned. The site, currently in an NC-2 zoning district, would be changed to a new NC-T zoning designation. The site is proposed to be developed with up to 175 residential units above up to 35,000-sq.-ft. of ground-floor retail uses. The retail uses would include up to a 30,000-sq.-ft. food market and up to 5,000 sq. ft. of other smaller neighborhood-serving retail spaces. The development would also include about 4,300 sq. ft. of open space. It is assumed that market-rate housing with an inclusionary affordable housing component would be developed at this site. The Kragen Auto Parts Site development would meet the proposed off-street parking standards for the new NC-T District of a maximum of one parking space for each residential unit; therefore, the development could include up to 175 residential parking spaces. The parking standards for new non-residential uses in an NC-T District would permit a maximum of one space per 1,500 sq. ft. of occupiable space, with the exception that retail grocery stores larger than 20,000 gross sq. ft. would be permitted to have one off-street parking space per 500 sq. ft. for the first 20,000 sq. ft., and, with conditional use authorization, one space per 250 sq. ft. of occupiable space in excess of 20,000 sq. ft. The development could therefore include a maximum of 83 parking spaces for the retail uses. As currently proposed, the development at Kragen Auto Parts Site would include a total of up to 258 off-street parking spaces, including 175 spaces for the residential units, 80 spaces for the food market, and three

- spaces for the other retail. The project sponsor would also provide five car share spaces (exceeding the Planning Code Section 166 requirement of three car share spaces) and would also be required to comply with handicapped accessible parking requirements per Planning Code Section 155.

### **DEVELOPMENT ON OTHER PROJECT AREA SITES**

The following development sites are listed in Table 1, p. 100, and are part of the reasonably foreseeable development program for the Area Plan; however, they will be analyzed at a program level of detail because no specific development proposals have been presented.

#### **Tier 1: Near-Term Development (2010)**

Although Tier 1 development is analyzed in the near term to be completed by about 2010, with the exception of a development proposal for an infill site at 1607-1649 Ocean Avenue, no specific interest has been expressed in developing these sites. Therefore, development of several Tier 1 potential sites may occur beyond 2010. These development sites are listed by subarea.

##### (i) Transit Station Neighborhood subarea Tier 1 sites:

- The Upper Yard parcel is proposed to be developed with about 200 residential units above 10,000 sq. ft. of retail uses, parking, and new entrances to the existing BART station.
- The “Donut Shop” parcel is estimated to be developed with about 20-40 residential units above a small amount of retail and parking on the site.
- The Geneva Office Building and Powerhouse is Recreation and Park Department property. The Area Plan anticipates development of about 15,853 sq. ft. of cultural/institutional uses in this building.
- The Area Plan estimates the development of about 135 residential units and 11,620 sq. ft. of commercial space on various infill sites on Ocean Avenue.<sup>6</sup>
- The Area Plan estimates the development of about 200 residential units and 3,120 sq. ft. of neighborhood-serving commercial uses on various infill sites on San Jose Avenue.

##### (ii) Ocean Avenue Neighborhood Commercial District subarea Tier 1 sites:

- The Sunset Garage Parcel is approved for the new 7,000-sq.-ft. Ingleside Branch Library. This site will not be analyzed in the EIR as environmental review has already been completed, and the building is expected to be constructed whether or not the Area Plan is adopted. Use of the building is included in the cumulative analyses where appropriate.

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<sup>6</sup> The Planning Department recently received an Environmental Evaluation application for a mixed-use project at 1607-1649 Ocean Avenue for the development of about 31 residential units, 23,500 sq. ft. of commercial uses, and about 58 parking spaces.

**Tier 2: Long Term Development (2025)**

(i) Transit Station Neighborhood subarea Tier 2 sites:

- The Area Plan estimates the development of about 80 residential units on various infill sites on San Jose Avenue.

(ii) Ocean Avenue Neighborhood Commercial District subarea Tier 2 sites:

- Firehouse site (Fire Station No. 15), which is a City-owned property.<sup>7</sup> The Area Plan estimates the development of about 80 residential units and about 10,000 sq. ft. of commercial uses. This site would only be developed if the fire station were relocated to another site with the approval of the San Francisco Fire Department.
- The Area Plan estimates the development of about 330 residential units and 19,880 sq. ft. of commercial uses on various infill sites along Ocean Avenue.

(iii) Balboa Reservoir subarea Tier 2 site:

- Reservoir site, where 60 percent of the site is controlled by SFPUC and 40 percent is controlled by City College. The Area Plan calls for the development of the SFPUC's site holdings with approximately 500 residential units and a large new public open space. This site would only be developed if the SFPUC decides to abandon the site for water storage.

(iv) Infrastructure for Freeway Deck:

- The Area Plan includes the construction of a deck over the I-280 freeway between Geneva and Ocean Avenues by 2025. Since the deck would be constructed by Caltrans and no funding or plans for infrastructure construction have been identified, transportation improvements related to the deck have not been analyzed at a project level in the EIR.

**SPECULATIVE DEVELOPMENT SITES**

The following potential development sites are part of Tier 3, in which development is projected to occur beyond 2025. Development of these sites is considered too speculative in nature to be analyzed in this EIR, because development on some sites requires action by other public agencies, construction would be complex and costly, and financing sources are unknown. Therefore, they are likely to be developed beyond the 20-year time frame of the current environmental review.

(i) The Green Yard parcel. Development of this site could include about 500-1,000 residential units, retail uses, and parking above the operating light rail yard and maintenance facility.

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<sup>7</sup> The Firehouse site is currently zoned Public (P); however, it is proposed to be rezoned to the NC-T zoning designation under the Area Plan.

(ii) School District parcels. These San Francisco Unified School District parcels front on San Jose Avenue, and are part of the Transit Station Neighborhood subarea. These parcels may be available for future residential development.

(iii) Freeway Deck Development. The development program for buildings and public open space above the new freeway deck is undetermined at present. This development site would require a complex approval process and financing; therefore, it is expected to occur beyond the 20-year time frame of the EIR.

Further environmental review would be required at a later time before these potential sites, listed under Tier 3, could be developed.

## **PROJECT APPROVALS**

### **Area Plan**

Approval and implementation of the proposed Area Plan would require the following actions, with acting bodies shown in italics:

- Certification of the Balboa Park Station Area Plan EIR. *Planning Commission action. Certification of EIR may be appealed to the Board of Supervisors.*
- Adoption of the Area Plan and its incorporation into the *General Plan*. *Planning Commission recommendation; Board of Supervisors approval.*
- Amendment of the Planning Code Zoning Maps ZN11, ZN12, and HT12 and Planning Code text amendments to change zoning and height and bulk districts in the Project Area. *Planning Commission recommendation; Board of Supervisors approval.*
- Extension of Project Area Streets, such as Lee, Brighton, Harold, and Phelan Avenues. *Municipal Transportation Agency recommendation; Board of Supervisors approval.*

### **Phelan Loop Site Development**

- Sale of this City-owned site for affordable housing development. *Municipal Transportation Agency and Board of Supervisors approval of sale.*
- New bus layover facility and new pedestrian-activated signal. *Municipal Transportation Agency approval.*
- Any necessary land use entitlements for development of site for residential and commercial uses. *Department of Building Inspection; Department of Public Works; Planning Department recommendation. (Some entitlements require Board of Supervisors approval.)*

### **Kragen Auto Parts Site Development**

- Conditional Use authorization for Planned Unit Development (PUD). *Planning*



*Commission Approval.*

- Any necessary City approvals related to surface development of Brighton Avenue extension, should it become a public right-of-way. *Department of Public Works recommendation; Board of Supervisors approval.*
- Any City approvals necessary for Lee Avenue extension to become a public right-of-way. *Department of Public Works recommendation; Board of Supervisors approval.*
- Lot Subdivision if the residential units on site are condominiums. *Department of Public Works approval.*
- Building Permits, *Planning Department and Department of Building Inspection approval.*

**B. MAIN ENVIRONMENTAL EFFECTS**

The San Francisco Planning Department published an Initial Study on July 29, 2006, (provided in Appendix A), that determined an EIR was required for the proposed *Balboa Park Station Area Plan*. The Planning Department adopted a new Initial Study Checklist in May 2006 that is consistent with Appendix G of the CEQA Guidelines, and incorporates questions specific to the urban environment of San Francisco. Since the Initial Study for the Area Plan (using the old checklist) was near publication, the Initial Study was augmented with discussion of new checklist topics that were not included on the older checklist; these include discussions of topics such as public schools, recreation, police and fire protective services, and power and communication facilities in the public services/utilities section, and a discussion of expansive soil in the geology and seismicity section.<sup>8</sup>

The following topics are addressed in this EIR: Land Use, Plans, and Policies; Population, Housing, and Employment; Transportation; Noise; Air Quality; Shadow; Hydrology and Water Quality; Historic Architectural Resources; Archaeological Resources; and Growth Inducement.<sup>9</sup> All other potential environmental effects were found to be less than significant or to be mitigated to a less-than-significant level with mitigation measures to be implemented by the project sponsor. (Please see Appendix A: Initial Study for analysis of other environmental topics.)

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<sup>8</sup> Two other new checklist topics, agricultural resources and mineral resources, were not discussed in the Initial Study. Agricultural resources were not discussed because the Project Area is in a developed urban area that does not include any agricultural uses or agricultural zoning. Similarly, mineral resources were not discussed because the Project Area is in a developed urban area that does not include any known mineral resources or any designated mineral resource recovery sites. Therefore, the Area Plan would not result in impacts related to agricultural or mineral resources.

<sup>9</sup> Land Use was found to be less than significant in the Initial Study; however, it is included for informational purposes in the EIR.

**LAND USE, PLANS, AND POLICIES (p. 111)****Program Level**Land Use Effects

The Area Plan does not propose changes to existing land use patterns, but would intensify and encourage mixed-use housing and neighborhood-serving retail development near transit. It is possible that some of this development would occur without the Area Plan. However, existing land use controls, zoning, and urban design guidelines would not be expected to maximize the potential to create a transit-oriented, mixed-use residential neighborhood in the Project Area. Most new Area Plan-related development would occur on opportunity or infill development sites identified by the Plan. Changes in land use would be expected to occur incrementally and gradually over the 20-year build-out period (up to 2025). The Area Plan's emphasis on infill development would help retain existing uses, particularly housing. The proposed deck over I-280 between Geneva and San Jose Avenues would help connect the Project Area to neighborhoods to the east that were separated after construction of I-280. Therefore, implementation of the Area Plan would not divide or disrupt an established community, and would not have adverse land use effects. In addition, the role of transit, bicycle travel and walking as convenient modes of travel would be better defined in the neighborhood as part of the proposed project.

Proposed Zoning and Height and Bulk Limit Changes, and Plan Consistency

Under the proposed Area Plan, portions of the Project Area would be rezoned to NC-T zoning district; this would need to be approved as part of the Area Plan. The NC-T district is expected to encourage mixed-use, moderate-scale development concentrated near intensive transit services. There would be no minimum residential parking requirement in the NC-T district, although a maximum of one space per unit could be provided.

The Area Plan would result in moderate increases in height limits. Existing height limits in the Project Area would be retained, except for portions of the Balboa Reservoir subarea and where the height limit would increase from 40 feet to 65 feet; as well as along the Ocean Avenue Neighborhood Commercial District subarea west of Phelan Avenue and along the east side of San Jose Avenue in the Transit Station Neighborhood subarea, between Geneva Avenue and the north side of Ocean Avenue (including the "Donut Shop" site), where height limits would increase from 40 feet to 45 feet.<sup>10</sup> In several areas, a reduction in height limits would occur, including the triangular area south of Havelock Avenue in the City College subarea, which would be reduced from 105 feet to 65 feet; and the southwestern half of the Balboa Reservoir subarea (closest to the Westwood Park neighborhood), which would be reduced from 65 feet to 40 feet. The Kragen Auto Parts and Phelan Loop Sites would be reduced from 65 feet to 55 feet. The Muni Upper

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<sup>10</sup> In addition, a portion of the City College subarea fronting Ocean Avenue currently within the 65-foot height limit would increase to 105 foot height district under the CCSF Master Plan.

Yard site in the Transit Station Neighborhood subarea, which is in the 105-foot height limit on its northern half and 40-foot limit on its southern half, would be reclassified to an 85-foot height limit for the entire site. The height limit for the Geneva Office Building and Powerhouse would be reduced from 105 feet to 40 feet.

Overall, the proposed Area Plan is consistent with applicable *General Plan* policies and the Better Neighborhoods Program (see p. 130 for a detailed discussion).

### **Project Level**

#### Development Project Effects

The proposed development projects on the Phelan Loop and Kragen Auto Parts Sites would be higher in density and scale than the low-density, single-family housing in surrounding neighborhoods. However, they would not alter the character of those communities because of their location on the Ocean Avenue commercial corridor where mixed-use residential development of a similar scale already exists. The proposed projects would not divide or disrupt existing residential uses in the Project Area or the commercial corridor west of Plymouth Avenue. Combined, the proposed mixed-use developments on the Phelan Loop Site and Kragen Auto Parts Site would help integrate the 14-block Ocean Avenue commercial district. The food market component of the proposed Kragen Auto Parts Site development would be consistent with the goals of the *General Plan* and the Better Neighborhoods Program, related to increased neighborhood services within walking distance.

### **Cumulative Effects**

Cumulative impacts occur when significant impacts from a proposed project combine with those from other projects in the area that are past, present, or reasonably foreseeable. In addition to the 1,780 housing units and 123,600 sq. ft. of commercial and cultural uses proposed under the Area Plan, implementation of the City College of San Francisco (CCSF) Master Plan by 2015 is the only foreseen major development that would occur in the Project Area. The integration of the City College campus is one of the key objectives of the Area Plan, and it is also closely tied to revitalization of the Ocean Avenue Neighborhood Commercial District, and improved recognition of the Balboa Park BART Station as a multi-modal transit hub. Full build-out of the CCSF Master Plan is expected by 2015 and would occur entirely within the CCSF campus. This development would be a continuation of an existing institutional use in the Project Area. Transportation-related improvements proposed by the Area Plan are consistent with the CCSF Master Plan and would minimize potential cumulative impacts on transportation, parking, and traffic-related air quality and noise. Cumulatively, at the program level, implementation of the Area Plan and the CCSF Master Plan is not expected to result in significant adverse impacts on land use. Cumulative development of the CCSF Master Plan, and the Phelan Loop and Kragen Auto Parts Sites, either individually or combined, would not divide an established community or

substantially alter the character of the surrounding neighborhood. Therefore, cumulative impacts related to land use would be less than significant.

## **POPULATION, HOUSING, AND EMPLOYMENT (p. 141)**

### **Program Level Effects**

The total estimated household population for the Project Area was about 6,340 in 2000. The Project Area is expected to gain 4,095 residents by the year 2025 if the proposed Area Plan is implemented. This would constitute a 65 percent growth in Project Area population, compared to the City's baseline population growth projections of 60 new residents under the current Plan and zoning designations. Project Area population growth with implementation of the Area Plan would therefore be substantially greater than the growth anticipated in the Planning Department's baseline population projections for the Project Area. However, Area Plan-related population growth is not expected to result in adverse physical impacts, because portions of the Project Area are under-developed and have the potential to absorb substantially more household population growth than anticipated in the City's baseline population growth projections. Implementation of the Area Plan would increase household population in an established urban area with a high level of transit and neighborhood commercial facilities, as well as other public amenities and services that could accommodate the substantial increase in residents. Area Plan-related growth in housing and household population would also help the City meet its fair share of regional housing needs. Overall, total Area Plan-related population growth (4,095) would account for about 3.6 percent of the overall citywide population growth between 2000 and 2025 (113,670), and it would not result in a net increase in the City's population growth that is not accounted for in citywide projections.

The Area Plan would create the potential for approximately 1,780 new residential units at full buildout by 2025, about three percent of the City's total anticipated housing production between 2000-2025. In comparison, approximately 27 new residential units would be expected to be developed in the Project Area by 2025 without the implementation of the proposed Area Plan. Overall, the Area Plan would not result in a net increase in City residential growth beyond the amount anticipated in citywide projections. The Area Plan would also not induce substantial growth or concentration of population or reduce the housing supply; therefore, it would not result in a significant population impact.

With implementation of the Area Plan, there would be a net increase of about 200-250 jobs in the Project Area by 2025. This increased employment would not create a substantial demand for additional housing, or necessitate new residential development beyond what is anticipated to be provided under the Area Plan. Overall, Area Plan-related employment is not expected to result in significant physical environmental impacts. Implementation of the Area Plan would also not create a substantial demand for increased public services/utilities through major employment

growth. No demolitions, removal, nor large-scale clearing of property are proposed. However, some displacement of existing businesses could occur as specific sites are redeveloped under the Area Plan. Overall, implementation of the Area Plan would not be expected to displace any residences; nor is substantial displacement of businesses expected.

### **Project Level Effects**

Overall, development of the Phelan Loop Site and Kragen Auto Parts Site would not have significant physical environmental impacts due to population, housing, or employment growth. Development on these in-fill parcels would fall within the range of the effects, as discussed under the program level analysis.

### **Cumulative Effects**

Area Plan-related development is not expected to result in significant cumulative environmental impacts related to population, housing, or employment growth.

## **TRANSPORTATION (p. 161)**

### **Program Level Impacts**

#### Traffic

Intersection operating conditions in the Project Area were analyzed for the weekday p.m. peak hour for two future scenarios: 2025 without the Area Plan and 2025 with the Area Plan. Seven study intersections would be expected to operate at acceptable conditions (LOS D or better) during the p.m. peak hour in 2025, with the Area Plan's traffic contribution. However, the Area Plan's traffic contribution to five intersections—Ocean Avenue/Junipero Serra Boulevard; Ocean Avenue/Geneva Avenue/Phelan Avenue; Ocean Avenue/I-280 NB On-Ramp; Ocean Avenue/San Jose Avenue; Geneva Avenue/I-280 SB and NB Ramps—would be expected to deteriorate to unacceptable levels of service (LOS F), and would result in significant adverse impacts. The Ocean Avenue/San Jose Avenue and Ocean Avenue/Junipero Serra Boulevard intersections would operate at unacceptable conditions (LOS F) in 2025 with or without the proposed Area Plan; however, the Area Plan would contribute significantly to these adverse conditions. Mitigation measures have been identified to reduce impacts at the Ocean Avenue/Junipero Serra Boulevard; Ocean Avenue/I-280 NB On-Ramp; and Ocean Avenue/San Jose Avenue intersections to acceptable levels. No feasible mitigation measures have been identified to address operating conditions at the Ocean Avenue/Geneva Avenue/Phelan Avenue intersection; and the Geneva Avenue/I-280 NB and SB Ramps. Therefore, proposed transportation changes implemented as part of the Area Plan would result in significant unavoidable cumulative impacts at these intersections.

Lee Avenue Connection to CCSF Variant

With the Area Plan the affected intersections would all operate at LOS D. With a shift of a portion of CCSF traffic from Phelan Avenue to Lee Avenue, however, the intersection of Ocean Avenue/Lee Avenue would degrade from LOS D to LOS F, which would constitute a significant traffic impact solely attributable to accommodating CCSF traffic through the extension of Lee Avenue. The Lee Avenue connection to the CCSF campus is not part of the proposed Area Plan and, therefore, this significant impact would not be attributable to implementation of the Area Plan. In order to avoid this significant impact, the provision of vehicular access to City College parking facilities through Lee Avenue is not recommended.

The impacts of accommodating CCSF parking access through the Lee Avenue extension could possibly be mitigated by creating a dedicated eastbound left lane between the tracks at the eastbound Ocean Avenue approach to this intersection. This would require moving the light rail tracks at an expense of \$8-12 million as well as disruptions to MUNI service during the construction period. Because CCSF has not committed to paying its fair share of these substantial expenses, this mitigation is infeasible at this time.

While full access to CCSF parking facilities through the Lee Avenue extension cannot be accommodated without the above-described mitigation, limited CCSF access may be feasible without mitigation. CCSF truck access to the new facilities along the west side of Phelan Avenue proposed in the CCSF Master Plan could be accommodated without significant impacts. If designed with sufficient queuing space in the new southbound approach to the Ocean Avenue/Lee Avenue intersection, egress traffic from CCSF parking facilities could likely be accommodated through the Lee Avenue extension without significant traffic impacts. With respect to CCSF's desire to accommodate westbound right turn ingress into its parking facilities from the Ocean Avenue/Lee Avenue intersection while prohibiting eastbound left turn ingress, such a design may allow intersection operations to continue at LOS D without further degradation. However, this intersection configuration would require more detailed analysis due to the potential to generate a localized bottleneck affecting through traffic along Ocean Avenue, conflicts with MUNI operations at this location, and the potential for unacceptable conflicts between right turning vehicles and increased numbers of pedestrians.

In summary, absent adoption and implementation of mitigation that reduces to a level of insignificance the transportation impacts associated with provision of full access to CCSF parking facilities from Ocean Avenue, such access would create significant traffic impacts. Any future plan to allow full access to CCSF parking facilities from Ocean Avenue would require separate environmental review.

### Freeway Ramp Operating Conditions

The I-280 freeway ramps at Geneva Avenue and at Ocean Avenue were evaluated because the Area Plan proposes a single-point interchange that would consolidate the on- and off-ramps at Geneva and Ocean Avenues so that there would be only one on- and off-ramp for each freeway mainline direction. In 2025, with the Area Plan, the reconfigured freeway on-ramps are expected to operate at LOS D, with conditions similar to the current configuration. However, the off-ramps would operate at LOS F with the ramp reconfiguration due to queues that are expected to spill back onto I-280. At the program level of analysis, feasible mitigation measures cannot be identified or developed to address the effects on mainline conditions. Therefore, for purposes of CEQA, this would be a significant unavoidable impact. Since reconfiguration of the freeway ramps would require evaluation, engineering design, review, and approval by various city, state, and federal agencies (including Caltrans), additional analysis of alternative reconfigurations would need to be conducted during subsequent environmental review and state and federal approval phases to avoid or mitigate this impact to a less-than-significant level. Therefore, at the program level of analysis conducted for this EIR, impacts on the Geneva Avenue I-280 ramps would be significant and unavoidable under CEQA.

### Transit Impacts

Primary commute access from downtown San Francisco to the Project Area is provided by BART, the Muni J-Church and K-Ingleside Metro lines, and the Muni 26-Valencia and 49-Van Ness-Mission bus lines. In 2025 with the Area Plan, the capacity utilization on southbound BART trains at the maximum load point (Civic Center Station) would increase from 104 percent to 109 percent (i.e., all seats full with some standees), but would remain within BART's load factor standard of 135 percent during the p.m. peak hour. Likewise, the capacity utilization of Muni lines serving the Project Area during the evening commute would remain below the Muni service standard of 85 percent of seated capacity, except on the K-Ingleside line. Implementation of the Area Plan would contribute about six percent to the future ridership on this line at the maximum load point, increasing the already exceeded capacity utilization from 100 percent to 106 percent during the p.m. peak period. As such, the Area Plan would be considered to have a significant contribution to adverse transit conditions on the K-Ingleside line. No feasible mitigation measures have been identified that would reduce this impact to a less-than-significant level. Therefore, this would be a significant, unavoidable impact.

### Parking Impacts

Full buildout of development under the proposed Area Plan would result in a peak parking demand for about 3,004 spaces, including 2,314 spaces for the residential uses and 690 spaces for the retail uses (524 short-term spaces and 166 long-term spaces). For the analysis of parking conditions with implementation of the Area Plan, two scenarios were considered: 1) no parking provided (as allowed under the proposed Planning Code changes with the Area Plan); and 2)

current code-required parking provided (a total of 2,027 spaces). If no parking were to be provided as part of development proposals within the Project Area, there would be a shortfall of about 3,004 parking spaces during the weekday evening period. If the maximum parking were to be provided under the current Planning Code requirement, there would be a shortfall of about 929 parking spaces during the weekday evening period. With the new developments proposed in the Area Plan, and with either current or proposed parking requirements, parking occupancy in the Project Area would increase to over 100 percent capacity at full buildout. Due to parking supply constraints and the Project Area's accessibility to transit and other alternate modes, future parking demand and shortfalls may be lower than estimated.

### Pedestrian and Bicycle Impacts

Implementation of the Area Plan would generate over 600 "other mode" trips, the majority of which are anticipated to be pedestrian trips. Overall, pedestrian conditions would continue to remain acceptable with the addition of the land use and development programs. A portion of the 600 "other mode" trips generated by the Area Plan would be made on bicycles. Although implementation of the Area Plan would result in an increase in the number of bicyclists and vehicles throughout the Project Area, this increase would not be substantial enough to affect bicycle travel in the Project Area.<sup>11</sup> The Area Plan would establish new bicycle lanes along Ocean Avenue between San Jose Avenue and Harold Avenue, and Phelan Avenue between Judson Avenue and Ocean Avenue. These new bicycle lanes would enhance bicycle conditions by extending the current bicycle network and by providing key connections to CCSF and transit nodes in the Project Area.

The proposed bicycle lanes along Ocean Avenue would require the elimination of one through-lane in the westbound direction between the I-280 Southbound Off-Ramp and Geneva Avenue. As a result, delay at the westbound approach to the Ocean Avenue/Geneva Avenue/Phelan Avenue intersections can be expected to significantly increase due to the reduction in capacity. Therefore, the proposed bicycle lanes on westbound Ocean Avenue approaching the Ocean Avenue/Geneva Avenue/Phelan Avenue intersection would result in significant impacts to traffic operations at this intersection. No feasible mitigation measures have been identified to mitigate this impact to a less-than-significant level and, therefore, this would be a significant, unavoidable impact.

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<sup>11</sup> The Balboa Park Plan DEIR fully evaluates the potential environmental impacts of these bicycle proposals in the context of the Balboa Park Plan itself but does not evaluate these bicycle proposals in the cumulative citywide context of the Bicycle Master Plan EIR. The bicycle proposals in the Balboa Park Plan are not consistent with the bicycle proposals for these streets in the citywide Bicycle Master Plan. For these reasons, unless the pending Bicycle Master Plan EIR evaluates the bicycle proposals in the Balboa Park Plan in a citywide cumulative context, the bicycle proposals in the Balboa Park Plan could not be implemented in accordance with a judicial determination that overturned prior environmental review of the Bicycle Master Plan.



### Loading and Construction Impacts

At the program level of analysis, loading impacts cannot be assessed for potential future development in the Project Area. In general, the analysis of construction impacts is specific to individual development proposals or transportation improvements. As such, construction impacts have not been assessed for the Area Plan and would need to be conducted for all future development proposals in the Project Area. Potential construction impacts associated with individual development proposals are not considered significant since they are temporary and of short-term duration.

### **Project Level Impacts**

#### Phelan Loop Site

##### Traffic Impacts

Details of the proposed Phelan Loop Site development have not yet been developed, so the analysis of project-specific impacts is limited, and additional environmental review of the Phelan Loop Site development may be required at a later date. The Phelan Loop Site development is expected to generate a total of about 133 vehicle trips during the weekday p.m. peak hour (75 inbound and 58 outbound). All of these vehicle trips would enter and exit the development at Lee Avenue, which would be extended one block north of Ocean Avenue. Vehicles would be able to access the project from both eastbound and westbound Ocean Avenue. With the addition of project generated vehicle trips, all study intersections would continue to operate at LOS D or better, and the average delays would not substantially increase. Unlike the Kragen Auto Parts Site development, access to and from the Phelan Loop Site development can be accommodated at the Lee Avenue/Ocean Avenue intersection without changes to the existing traffic signal.

##### Freeway Ramp Operating Conditions

The operations analysis for the Existing plus Phelan Loop Site development scenario indicates that all I-280 on-ramps and off-ramps would continue to operate at the same LOS D or better during the weekday p.m. peak hour, with small or no increases in the density at the on-ramps and the queuing distances at the off-ramps.

##### Transit Impacts

The Phelan Loop Site development would add approximately 34 trips to southbound BART trains and seven trips to southbound Muni lines serving the Project Area during the evening commute. With the addition of project-generated transit trips, the capacity utilization on southbound BART trains leaving the Civic Center Station would increase by less than one percent during the weekday p.m. peak hour, and would remain below BART's capacity standard. The capacity utilization on the J-Church, 26-Valencia, and 49-Van Ness-Mission bus routes would increase by

less than two percent, and would remain below Muni's capacity standard. The capacity utilization standard on the K-Ingleside line's maximum load point would be exceeded both with and without the addition of project-generated transit trips. However, since the Phelan Loop Site development's contribution to adverse transit conditions would be small (one percent), the addition of project-generated transit trips to this line would not result in a significant impact to transit.

#### *Phelan Loop Operations*

To allow for the development of the Phelan Loop Site, the current Muni layover facility for the 9X-San Bruno Express and 49-Van Ness-Mission bus lines would need to be relocated. To accommodate the Phelan Loop Site development, the new loop would have a similar entrance point near Harold Avenue, but buses would travel around the loop in the clockwise direction and then exit the facility to southbound Phelan Avenue. In order to allow for buses to easily depart the facility and be in position to make a left-turn from Phelan Avenue to eastbound Ocean Avenue, MTA would designate the new intersection as a "KEEP CLEAR" zone (so that southbound vehicles would not block the bus exit). In addition, as part of MTA's plans to establish bicycle lanes on Phelan Avenue, in conjunction with CCSF, a new pedestrian-actuated traffic signal is planned a short distance north of the proposed new loop driveway at Cloud Circle. Overall, the establishment of a new transit layover facility, as a result of the Phelan Loop Site development, would not significantly impact Muni bus operations, conditions on the adjacent streets, intersection operating conditions, or the proposed new bicycle lanes on Phelan Avenue.

#### *Parking Impacts*

The Phelan Loop Site development would have a peak parking demand for 104 residential parking spaces and 82 retail parking spaces; this peak demand would occur in the evening. The amount of parking that would be provided by the Phelan Loop Site development is not currently known. However, it is anticipated that this development would meet existing Planning Code parking requirements for residential uses by providing one parking space per residential unit (up to 80 parking spaces), and that limited retail parking of about 27 spaces would be provided. With proposed revisions to the Planning Code under the Area Plan, no parking spaces would be required; however, development on this site would be allowed to provide up to 107 parking spaces. If this amount of parking was supplied, the development would have a parking shortfall of 79 spaces. Improvement measures to reduce the effect of the Phelan Loop Site development's parking shortfall are included in Chapter V, Mitigation and Improvement Measures.

#### *Pedestrian and Bicycle Impacts*

During the weekday p.m. peak hour, the Phelan Loop Site development would generate over 106 pedestrian trips (including about 44 walk trips and 62 transit trips to and from the site). These new pedestrian trips could be accommodated on the nearby sidewalks and would not substantially

affect pedestrian operations along the nearby sidewalks and crosswalks, or cause a significant increase in the number of conflicts between vehicles and pedestrians. This development would result in an increase in the number of bicycles and vehicles on the surrounding streets, however, this increase would not be substantial enough to negatively affect bicycle travel in the area. The amount of on-site bicycle parking to be provided by this development is not currently known; however, it is anticipated that the development would meet Planning Code requirements by providing 32 bicycle parking spaces on the site.

### Loading and Construction Impacts

The Phelan Loop Site development would generate demand for approximately six daily truck trips on an average weekday. The amount of off-street loading to be provided by the Phelan Loop Site development is not currently known; however, it is anticipated that the Phelan Loop Site development would meet Planning Code requirements for provision of one off-street loading space. If this development provides an off-street loading space, it would likely be accessed from Lee Avenue that would be extended north of Ocean Avenue. Due to the proposed configuration of the Lee Avenue extension, delivery vehicles may have difficulty accessing the loading dock area, particularly trucks longer than 30 feet. Measures to improve loading conditions, including addressing access by trucks longer than 30 feet, are included in Chapter V, Mitigation and Improvement Measures. Detailed plans for construction of the Phelan Loop Site development are not currently available. Generally, construction impacts are not considered significant as they are temporary and of short-term duration.

### Kragen Auto Parts Site

#### Traffic Impacts

Proposed development at the Kragen Auto Parts Site would generate a total of about 380 vehicle trips during the weekday p.m. peak hour (207 inbound and 175 outbound). All of these vehicle trips would enter and exit the Kragen Auto Parts Site development at Brighton Avenue, which would be extended one block north of Ocean Avenue. All study intersections would continue to operate at LOS D or better for Existing plus Project conditions, except for the intersection of Ocean Avenue/Brighton Avenue. At this intersection, operations would worsen from LOS C to LOS D. It is assumed that the traffic signal at the intersection of Ocean Avenue/Brighton Avenue would be upgraded as part of the project to provide a protected left-turn phase for westbound traffic volumes. The required signal upgrade is included in this EIR as a project-specific mitigation measure. Without this mitigation, the project would have a significant traffic impact at the Ocean Avenue/Brighton Avenue intersection.

Freeway Ramp Operating Conditions

The operations analysis for the I-280 freeway ramps for the Existing plus Kragen Auto Parts Site development scenario, indicates that all I-280 on-ramps and off-ramps would continue to operate at the same LOS D or better during the weekday p.m. peak hour, with small or no increases in the density at the on-ramps and the queuing distances at the off-ramps.

Transit Impacts

The Kragen Auto Parts Site development would add approximately 91 trips to southbound BART trains and 19 trips to southbound Muni lines serving the Project Area during the evening commute. With the addition of project-generated transit trips, the capacity utilization on southbound BART trains leaving the Civic Center Station would increase by about one percent during the weekday p.m. peak hour, and would remain below BART's capacity standard. The capacity utilization on the J-Church, 26-Valencia, and 49-Van Ness-Mission bus routes would increase by less than two percent, and would remain below Muni's capacity standard. The capacity utilization standard on the K-Ingleside line's maximum load point would be exceeded both with and without the addition of project-generated transit trips. The Kragen Auto Parts Site development would contribute about one percent to the exceeded maximum load of the K-Ingleside line, and would not be considered a significant impact.

Parking Impacts

The Kragen Auto Parts Site development would have a peak weekday evening parking demand for 227 residential parking spaces and 170 food market/retail parking spaces. This development would meet the current Planning Code requirements for the provision of off-street parking spaces, as well as accessory parking provisions for commercial parking. The development would provide up to a maximum of 263 spaces, including 175 residential spaces, up to 80 food market spaces, up to three other retail spaces, and five car share spaces (exceeding the Planning Code Section 166 requirement of three car share spaces). The project would also be required to comply with handicapped accessible parking requirements per Planning Code Section 155. If this amount of parking was supplied, the development would have a parking shortfall of 134 spaces. Improvement measures to reduce the effect of the parking shortfall from this site development are included in Chapter V, Mitigation and Improvement Measures.

Pedestrian and Bicycle Impacts

During the weekday p.m. peak hour, the Kragen Auto Parts Site development would generate over 320 pedestrian trips (including about 152 walk trips and 168 transit trips to and from the site). These new pedestrian trips could be accommodated on the nearby sidewalks and would not substantially affect pedestrian operations along the nearby sidewalks and crosswalks. As currently proposed, the new Brighton Avenue leg would be designed as a street instead of a driveway,

which would increase awareness for pedestrians and reduce the potential for conflicts with vehicles entering and exiting the Kragen Auto Parts Site development. The Kragen Auto Parts Site development would result in an increase in the number of bicycles and vehicles on the surrounding streets, however this increase would not be substantial enough to negatively affect bicycle travel in the area. The Kragen Auto Parts Site development would provide 56 bicycle parking spaces to be located within the parking garage, which would meet the Planning Code requirements.

### Loading and Construction Impacts

The Kragen Auto Parts Site development would generate approximately 30 daily truck trips on an average weekday, most of which would be generated by the food market (24 trips). This corresponds to a demand for 1.8 loading spaces during the peak hour of loading demand and 1.4 loading spaces during the average hour of loading demand. The project proposes two off-street loading spaces and would meet the Planning Code requirements and the anticipated loading demand. These two loading spaces are for the sole use of the grocery store and other retail operators to be located on the Kragen Auto Parts Site. The Kragen Auto Parts Site development also proposes two passenger loading zones along Ocean Avenue: one for residential use, and one for retail use, which would require approval by the Municipal Transportation Agency (MTA). Access to the project's loading dock would be from Lee Avenue. Due to the proposed configuration of the Lee Avenue extension, delivery vehicles may have difficulty accessing the loading dock area, particularly trucks longer than 30 feet. Measures to improve loading conditions, including addressing access by trucks longer than 30 feet, are included in Chapter V, Mitigation and Improvement Measures. Detailed plans for construction of the Kragen Auto Parts Site development are not currently available. Generally, construction impacts are not considered significant as they are temporary and of short-term duration.

### **Cumulative Impacts**

Cumulative transportation impacts of the proposed Area Plan are included in the future 2025 scenarios and are the basis for analyzing the proposed Area Plan's impacts at full buildout in 2025. The San Francisco County Transportation Authority (SFCTA) countywide travel demand forecasting model was used to develop the travel forecasts for future 2025 Baseline conditions for the traffic and transit analysis. The model takes into account the anticipated development expected in the vicinity of the Project Area, plus the expected growth in housing and employment for San Francisco and the region. Estimated growth with implementation of the Area Plan was added to this future 2025 Baseline scenario to identify cumulative transportation impacts that could result in 2025 with the Area Plan scenario. The analysis of the 2025 Baseline scenario with the Area Plan takes into account the cumulative transportation effects that would result from implementation of the Area Plan. Significant cumulative traffic impacts are specifically identified at the intersections of Ocean Avenue/Junipero Serra Boulevard and Ocean Avenue/San

Jose Avenue, where the future baseline LOS would be unacceptable E or F and would deteriorate further with contributions of traffic generated by Area Plan development (see p. 183).

## **NOISE (p. 216)**

### **Program Level**

#### Traffic Noise Impacts

Traffic increases and circulation changes associated with Area Plan-related growth and development would increase or decrease future noise levels along local roadways by less than 1 dBA, which would be less than significant.<sup>12</sup> Under the circulation variant involving rerouting of some CCSF-related traffic onto Lee Avenue, Plan-related growth would increase future noise levels by 2 dBA along the segment of Lee Avenue north of Ocean Avenue, which would also be less than significant. Overall, Plan-related growth and transportation improvements would not significantly affect future noise levels along local roadways. However, San Francisco Noise Land Use Compatibility Guidelines indicate that new residential construction or development in areas with noise levels above 60 dBA (CNEL) should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the design. Since noise measurements indicate noise levels exceed 60 dBA (CNEL) in most areas of the Project Area, a detailed noise analysis would be required for all future residential development proposed in the Project Area (see Chapter V, Mitigation and Improvement Measures, Mitigation Measure N-1, p. 343). It should be noted that in areas with noise levels up to 70 dBA (CNEL), conventional construction with closed windows and fresh air supply systems or air conditioning will normally be adequate to maintain acceptable interior noise levels.

#### Vibration Effects

Rapid transit train (such as BART trains) and light rail train (such as Muni trains) operations can produce groundborne vibration, which can adversely affect adjacent land uses. The proposed Area Plan designates residential uses adjacent to Muni light rail and BART facilities. If any residential uses are proposed within 150 feet of Muni rail facilities or within 200 feet of BART facilities, a vibration analysis would be required to determine the potential for impact and need for incorporation of design measures to reduce vibration to acceptable levels (see Chapter V, Mitigation and Improvement Measures, Mitigation Measure N-2, p. 343).

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<sup>12</sup> The dBA, or A-weighted decibel, refers to a scale of noise measurement that approximates the range of sensitivity of the human ear to sounds of different frequencies. In general, noise level changes of 3 dBA are barely perceptible while increases of 5 dBA are readily noticeable to most people. CNEL, Community Noise Equivalent Level, is a 24-hour noise descriptor that adds an artificial dBA increment to the evening (7 p.m. to 10 p.m.) and nighttime hours (10 p.m. to 7 a.m.) because sensitive community receptors are more sensitive to unwanted noise intrusion during the evening and nighttime hours.

### **Project Level**

As indicated in Table 17, p. 225 of the EIR, development of the Phelan Loop and Kragen Auto Parts Sites would not significantly increase existing noise levels (less than 1 dBA) along roadways within the Project Area or its vicinity. Noise measurements collected at these sites indicate that noise levels at these sites currently range between 64 dBA and 71 dBA (CNEL). Future (2025) noise levels could be 1 to 2 dBA higher due to future traffic increases. Future development at the Phelan Loop Site (particularly any residential uses) also would be subject to noise from bus operations associated with the proposed reconfiguration of Phelan Avenue (north of Ocean Avenue). With such noise levels at both sites, residential development is generally discouraged, but can proceed after detailed evaluation of noise reduction requirements is made and needed noise reduction requirements are incorporated into the project design (see Chapter V, Mitigation and Improvement Measures, Mitigation Measure N-1, p. 343). Implementation of this measure and compliance with Title 24 Noise Insulation requirements would ensure that potential noise impacts on future residences is reduced to less-than-significant levels.

### **Cumulative Traffic Noise Impacts**

Based on future traffic projections presented in Section IV.C, Transportation, future (2025) noise levels were estimated for major streets within the Project Area. Future Baseline noise level estimates indicate that proposed, planned, or approved growth outside of the Project Area would increase noise levels along local roadways by 2 dBA or less. Area Plan implementation (with and without transportation improvements) would increase future traffic noise levels by 1 dBA. Traffic noise increases of less than 3 dBA are generally not perceptible to most people; therefore, such increases are considered to be less than significant. However, it should be noted that noise levels immediately adjacent to Ocean Avenue already approach or slightly exceed 70 dBA (CNEL), and these noise levels would increase to 73 dBA (CNEL) with cumulative traffic increases. San Francisco Land Use Compatibility Guidelines for Community Noise indicate that residential development is generally discouraged in areas where noise levels exceed 65 dBA (CNEL), but can proceed after detailed evaluation of noise reduction requirements is made and needed noise reduction requirements are incorporated into the project design. All new residential development would be required to meet the City's noise guidelines and must consider both existing and future noise levels along local streets (see Chapter V, Mitigation and Improvement Measures, Mitigation Measure N-1, p. 343).

### **AIR QUALITY (p. 234)**

#### **Program Level**

The proposed Area Plan would be consistent with estimated population growth rates and pertinent Transportation Control Measures (TCMs) outlined in the *Bay Area 2005 Ozone Strategy*.

Therefore, Area Plan implementation would not result in a significant impact on regional air quality planning efforts.

The air quality impact analysis in the EIR (see pp. 234-271) indicates that traffic increases associated with projected growth and development within the Project Area under the Area Plan would not significantly degrade regional or local air quality except for PM<sub>10</sub>, which would exceed the Bay Area Air Quality Management District (BAAQMD) project-specific significance threshold in 2025. Where this occurs, the BAAQMD recommends that strategies be implemented to reduce trip lengths (vehicle miles traveled). The proposed Area Plan would be consistent with this recommendation because one of the main objectives of the Plan is to increase transit use through development of a Transit Station Neighborhood or transit village.

While the regional and local air quality impact discussions on p. 260 and p. 262 demonstrate that future residents of the Project Area would not be subject to unhealthy regional and local air quality associated with plan-related traffic, Area Plan implementation would increase the number of residential receptors in proximity to existing toxic air contaminants (TAC), pollutant, and odor emission sources, which could increase the potential for future land use conflicts. Diesel particulate matter (DPM) from trucks is the primary TAC of concern and constitutes the majority of the known health risk from motor vehicle traffic. The BAAQMD and California Air Resources Board recommend that new sensitive land uses (e.g., residences, schools, day care centers, playgrounds, and medical facilities) not be located within 500 feet of a freeway or urban roads carrying 100,000 vehicles per day. Under the proposed Area Plan, there are several areas designated for new residential development that would be within 500 feet of the I-280 freeway, and these residents could be subject to unhealthy levels of DPM. This is a significant impact of the proposed Area Plan, but given future trends of declining DPM emissions and other vehicle emissions, the length of time that proposed Area Plan build-out would occur (2025), local meteorological conditions, and overall land use objectives to encourage infill and transit-oriented development (which would improve regional air quality), health risks could be minimized by provision of upgraded ventilation systems (see Chapter V, Mitigation and Improvement Measures, Mitigation Measure AQ-2, p. 341).

### Green House Gases

Implementation of the proposed rezoning would contribute to long-term increases in greenhouse gases (GHGs) as a result of traffic increases (mobile sources) and residential heating (area sources), as discussed on p. 265. The project's incremental increases in GHG emissions associated with traffic increases and residential and commercial space heating, and indirect increases associated with energy demand, would contribute to regional increases in greenhouse gas emissions and associated climate change effects. Because neither the BAAQMD nor the California Air Resources Board have proposed or adopted significance criteria or methodologies for estimating a project's contribution of greenhouse gases or evaluating its significance, no



significance determination can be made at this time. In addition, there are no generally accepted methods of evaluating impacts of GHG emissions. However, the proposed Area Plan would encourage increased residential density and would encourage use of transit and alternative transportation modes, which could help reduce transportation-related GHG emissions relative to the same amount of population and employment growth elsewhere in the Bay Area, where transit service is generally less available than in San Francisco. Therefore, the proposed Area Plan would not conflict with the state's goal of reducing GHG emissions and project impacts would be less than significant.

### Odors

The proposed Area Plan would increase the number of residents located near pollutant emission and odor sources such as the I-280 freeway and major roadways. Any future residences located in proximity to the planned intermodal station on the freeway deck or the relocated Phelan Loop bus layover facility also could be subject to diesel exhaust odors from idling buses. When detectable, these odors could be a nuisance to future residents. While potentially significant health risks associated with diesel exhaust are discussed above, upgraded ventilation systems that would be required in residential units to address this issue (see Chapter V, Mitigation and Improvement Measures, Mitigation Measure AQ-2, p. 341) would also reduce the potential for this impact to less than significant.

### **Project Level**

As indicated in Table 21, p. 261, traffic generated by the Phelan Loop Site and Kragen Auto Parts Site development projects would not significantly increase regional emissions, and would not have a significant impact on regional air quality. In addition, Table 22, p. 264, indicates that these two development projects would result in less than significant increases in CO emissions along roadways and at intersections in the Project Area. Future residents at both the Phelan Loop Site and Kragen Auto Parts Site would be subject to unhealthful levels of DPM emissions associated with the new proposed bus layover facility (Phelan Loop Site residents only) and I-280 freeway. This is a potentially significant impact, but health risks would diminish over time (as DPM emissions decrease) and exposure over the short-term could be reduced to a less-than-significant level by providing upgraded ventilation systems in residential units (see Chapter V, Mitigation and Improvement Measures, Mitigation Measure AQ-2, p. 341).

**SHADOW (p. 272)****Program Level**

The proposed Area Plan includes the following elements that relate to shadow:

- Changes to height and bulk limits in the Project Area, which could have the potential to increase the scale (height and bulk) of development in the Project Area. These changes are:
  - Kragen Auto Parts and Phelan Loop Sites would be reclassified to 55-A, while the remainder of the Ocean Avenue Neighborhood Commercial District would be reclassified to 45-X.
  - Around the transit station, the east side of San Jose Avenue, between Geneva Avenue and Ocean Avenue, would be changed to 45-X, and the Upper Yard parcel would be changed to 85-E for the entire parcel.
  - The Balboa Reservoir would be reclassified to reflect the proposed north-south re-orientation of the reservoir berm; that is, the western half and northernmost portion of the eastern half of the reservoir site would be reclassified to 40-X, while the remaining portion of the reservoir site would be reclassified to 65-A.
- Introduction of six new open spaces into the Project Area: the Geneva Transit Plaza; the Freeway Deck Plaza; Balboa Reservoir site open space; the Brighton Avenue right-of-way open space; the Library open space; and the Phelan Loop Plaza.

**Shadow Effects on Existing Open Space Subject to Section 295 (Balboa Park)**

Preliminary shadow fan analysis indicates that under the existing 40-foot height limit, shadows from maximum allowable height on development sites at the northeast and southeast corners of the intersection of San Jose and Ocean Avenues could reach the southeastern portion of Balboa Park in the morning hours year round. With the proposed increase in height limit to 45 feet under the Area Plan, shadows resulting from the proposed new maximum allowable height on the same development sites are predicted to be cast on the same general area of the park; however, the potential reach of these shadows would increase commensurate with the proposed 5-foot height limit increase. New shadow would potentially be cast for a short duration of time on the edges of the park's baseball diamond in the months of June and December at around 6:48 a.m. and 8:22 a.m., respectively, as a result of the proposed height increases at San Jose and Ocean Avenues. The park is open from 6 a.m. to 10 p.m. daily; however, the new shadow would not occur when the park and its baseball diamond is in active use. It is expected that by the time the baseball diamond is in active use (typically the noon and afternoon hours), no new shadow would fall on it; therefore, the new shadow would not detract from the active use of Balboa Park.

Diagrammatic and qualitative analyses thus support the conclusion of no significant shadow impact under CEQA, as a result of the proposed height increases at San Jose and Ocean Avenues.

Maximum allowable development on all other potential sites in the Area Plan would not result in the creation of net new shade on Balboa Park or any other public open spaces under the existing or proposed new height limits, according to the preliminary shadow fan analysis. Overall, given the areas of net new shadow and the times during which they may occur, no significant shadow impacts related to the proposed changes in height and bulk are expected. Individual development proposals under the Area Plan that are proposed to be over 40 feet in height would be subject to both Section 295 and CEQA analyses, and potential shadow impacts on Balboa Park and other public open spaces would be evaluated. Analyses would determine whether shadows from future development proposals could reach any Recreation and Park Department properties and other public open spaces, and if so, whether these would cause significant impacts on the use or enjoyment of these open spaces. Compliance with Section 295 and CEQA would ensure that subsequent development proposals under the Area Plan would not adversely affect existing or proposed Recreation and Park Department open spaces and other public open spaces, and shadow impacts would be considered less than significant.

### Shadow Effects on Proposed New Open Space in the Project Area

New shadow from potential development on the Upper Yard as well as at the northeast corner of Geneva and San Jose Avenues under existing or proposed height and bulk limits would reach the proposed Geneva Transit Plaza around morning, midday and afternoons for most of the year. New shadow from potential development of the Upper Yard under existing or proposed height and bulk limits would not reach the proposed Freeway Deck Plaza. New shadow from potential infill development along Ocean Avenue under existing or proposed height limits would reach the southern end of the proposed Balboa Reservoir site open space. A publicly accessible open space (Library open space) is planned as part of the library development on the Sunset Garage parcel; this development is expected to occur independent of the Area Plan. The Sunset Garage parcel development, along with the Kragen Auto Parts Site development and other infill development along Ocean Avenue, would create shadow on the Library open space throughout the day, except around midday, for most of the year. The Kragen Auto Parts Site development, along with the Phelan Loop Site and Sunset Garage parcel development, and other infill development along the south side of Ocean Avenue, would shade portions of the Brighton Avenue right-of-way open space throughout the day, except around midday, for most of the year. The Phelan Loop Plaza open space is discussed below under “Development Project Effects.”

With the possible exception of Phelan Loop Plaza, none of the proposed new open spaces are expected to be acquired by the Recreation and Park Department. Therefore, no significant Section 295 shadow impacts are anticipated for these five open spaces: Geneva Transit Plaza; Freeway Deck Plaza; Balboa Reservoir site open space; Library open space; and Brighton Avenue right-of-way open space. These open spaces would have ample access to direct and reflected sunlight for urban plazas. Because these five open spaces would be newly developed under the Area Plan, shadow on these spaces would not interfere with any pre-existing

recreational uses or public expectations for the amount of sunlight on these spaces. Shadow impacts as a result of development proposals under the Area Plan on these newly created open spaces would therefore be considered less than significant. Chapter V, Mitigation and Improvement Measures, Improvement Measure SM-1, p. 354, is identified to minimize shadow impacts on publicly accessible open spaces not subject to Section 295.

#### Other Shadow Effects

Potential development under the Area Plan would not create new shadows on publicly accessible open space outside of the Project Area because of the distance of these open space areas from the Project Area and the height limits under the Area Plan; therefore, no such shadow impacts are anticipated. Implementation of the proposed Area Plan would increase shadows on streets and sidewalks, but would not substantially affect pedestrian comfort; therefore shadow impacts on streets and sidewalks would be less than significant.

#### **Project Level**

Shadow fan analysis indicates that the maximum allowable development on the Phelan Loop and Kragen Auto Parts Sites could cast shadows on the Phelan Loop Plaza during the afternoon for most of the year. In addition, shadows resulting from maximum allowable infill development along the south side of Ocean Avenue, could reach Phelan Loop Plaza under both the existing 40-foot and the proposed 45-foot height limits during the early mornings and late afternoons for most of the year. If the Phelan Loop Plaza were to be acquired by the Recreation and Park Department, it would be subject to Section 295. Compliance with Section 295 would ensure that individual development proposals under the Area Plan do not adversely affect Phelan Loop Plaza. If the Phelan Loop Plaza were not acquired by the Recreation and Park Department, it is expected that this plaza would still be a publicly accessible open space. Under this scenario, potential shading of the Phelan Loop Plaza would not result in significant impacts under Section 295. This space would also have ample access to direct and reflected sunlight for an urban plaza. Because this open space would be newly developed as part of Area Plan implementation, shadow on this space would not interfere with any pre-existing recreational uses on this space or public expectations for the amount of sunlight on this space. This conclusion is independent of whether or not the Phelan Loop Plaza becomes Recreation and Park Department property or other public jurisdiction. Overall, the impact of project shadow on this Phelan Loop Plaza would be less than significant.

Maximum allowable development on the Phelan Loop and Kragen Auto Parts Sites, along with other infill development along Ocean Avenue, could cast shadows on Brighton Avenue right-of-way open space, Balboa Reservoir site open space, and Library open space. Since these three open spaces are not potential Recreation and Park Department properties, shading of these spaces would not result in significant Section 295 impacts. These open spaces would have ample access to direct and reflected sunlight for urban plazas. Because these open spaces would be newly

developed under the Area Plan, shadows on them would not interfere with any pre-existing recreational uses or public expectations for the amount of sunlight on these spaces, and thus would result in less-than-significant impacts. Shadow impacts on Brighton Avenue open space, Balboa Reservoir site open space, and Library open space as a result of the Phelan Loop and Kragen Auto Parts Sites development and other infill development along Ocean Avenue would therefore be considered less than significant. Chapter V, Mitigation and Improvement Measures, Improvement Measure SM-1, p. 354, is identified to minimize shadow impacts on publicly accessible open space not subject to Section 295.

### **Cumulative Impacts**

Potential shadow from development under the proposed Area Plan would not reach any public open spaces outside of the Project Area. Further, no currently proposed project outside of the Project Area is expected to create new shadow that would reach any existing or proposed open space within the Project Area. Because shadow impacts of potential development (both within and outside of the Project Area) would be localized, shadow impacts due to development in the Project Area under the proposed Area Plan are not expected to contribute to cumulative impacts, in conjunction with other potential development outside of the Project Area.

### **HYDROLOGY AND WATER QUALITY (p. 282)**

Implementation of the Area Plan, and development of the Phelan Loop and Kragen Auto Parts Sites, would not result in a city-wide increase in sanitary sewage flows or stormwater runoff to the combined sewer system and therefore would not contribute to an increase in the number of combined sewer overflows. City-wide sanitary sewage flows would not change because the Area Plan-related population growth is within the projected overall population growth in San Francisco by 2025. Compliance with the Combined Sewer Overflow Control Policy and the Water Pollution Prevention Program, incorporation of unpaved open space into the Project Area, and application of the new development and redevelopment guidelines (currently under development by SFPUC) for new development proposals in the Project Area would reduce the impacts of stormwater flows on combined sewer overflow discharges by increasing infiltration of rainwater, delaying peak stormwater runoff flows, and providing reduction of pollutants in the stormwater runoff. This would be a beneficial impact of implementation of the proposed Area Plan.

Although both the Kragen Auto Parts and Phelan Loop Sites are located immediately south of the existing Balboa Reservoir site, there is a low potential for these sites to be inundated by dam failure because the reservoir is currently empty. If the west basin were used for water storage at a future time, the reservoir would not likely fail because improvements would be made in accordance with applicable building standards to reduce the risk of failure.

## **HISTORIC ARCHITECTURAL RESOURCES (p. 301)**

In order to assess the potential for the presence of historic architectural resources within the Project Area at a program level, a *Potential Historic Resources Report* (the “Report”) was prepared by Carey & Co., Inc. The Carey & Co. Report provides historic background information for the area and identifies potential historical resources within the Project Area at a program level, based on review of Sanborn Fire Insurance Maps, City of San Francisco Assessor’s data, and resources available at the San Francisco Public Library. Article 10 of the San Francisco Planning Code is the City’s landmarks preservation ordinance. And one building in the Project Area, 2301 San Jose Avenue (S.F. & S.M. Railway Co. Office Building, a.k.a. Geneva Office Building and Power House), is a San Francisco Designated Landmark (#180) under Article 10 of the San Francisco Planning Code (see Figure 1 on p. 73 for the location of the Geneva Office Building). As a locally designated resource under Article 10 of the Planning Code (City Landmark #180), the Geneva Office Building and Power House is a historical resource under CEQA Guidelines Section 15064.5(a)(2).

### **Program Level**

#### Cumulative Impacts on the Potential Ocean Avenue Neighborhood Commercial Historic District

A report by Carey and Co. identifies a potential Ocean Avenue Neighborhood Commercial Historic District (consisting of 44 buildings that would contribute to the district) meriting further study for its eligibility for inclusion on the California Register. Implementation of the Area Plan could encourage demolition of contributors to this potential Ocean Avenue historic district, possibly eliminating the opportunity for such a district in the future. It is not known at this time which (if any) contributing buildings to the potential Ocean Avenue historic district would be demolished and which would be retained, and which (if any) contributing buildings would undergo exterior alterations, and the extent and character of such alterations. It is also not known which non-contributing sites within the potential historic district would be redeveloped with new construction. The cumulative loss of these contributing buildings, and the construction of considerably taller infill buildings in their place and on other sites within the potential district, would eliminate the integrity of the potential district (i.e., its ability to convey its historic significance through survival of original features) such that a potential district along Ocean Avenue could no longer be justified. This would be considered a significant and unavoidable cumulative impact on a potential Ocean Avenue Neighborhood Commercial District historical resource under CEQA.

#### Impact on Potential Individually Significant Historical Resources

Implementation of the proposed Area Plan could encourage demolition of potential individually significant historical resources. The Carey & Co. Report identifies ten potential individually significant resources meriting further study of their individual historic significance under CEQA.

It is not yet known which, if any, of these buildings would be demolished or undergo alterations in the future. The Area Plan does not include any specific proposal for any of these potential individually significant sites. A proposal for demolition (or significant exterior alteration) of a resource identified as a potential individually significant resource would require further project-level study and review to determine whether the resource is an historical resource under CEQA.

#### Impact on the Geneva Office Building

The Area Plan does not include any specific development proposal for the Geneva Office Building, an identified historic resource within the Area Plan. However, the Area Plan envisions retention and reuse of the landmark as a “primary activity generator for the station area.” The Area Plan calls for reducing the height and bulk designation of the Geneva Office Building site to reduce development pressures on the site and reduce the likelihood that the site would be redeveloped with a new building or addition that would be out of scale and character with the existing building. Any proposal for exterior alteration or demolition of the resource would require review under Article 10 of the Planning Code, and project-level study and review under CEQA to evaluate the effect on the historical resource. The Area Plan includes design guidelines for new development in the vicinity of the Geneva Office Building that require that the massing and character of new buildings respect the character and scale of the Geneva Office Building. With implementation of the proposed Area Plan, the Geneva Office Building would continue to be a prominent and distinctive presence within the Area Plan. Impacts of the proposed Area Plan on this historical resource would therefore be less than significant.

### **ARCHAEOLOGICAL RESOURCES (p. 311)**

#### **Program Level**

The proposed Area Plan would create a regulatory context for new private and public land improvements in certain locations within the Project Area that could result in a greater potential for soil disturbance below the existing surface than exists under the current zoning. Since significant archeological resources are expected to be present within existing sub-grade soils of the Project Area, the proposed changes to current land use policies and controls within the Project Area could adversely affect significant archeological resources.

#### East Side of San José Avenue between Ocean and Geneva Avenues

The Area Plan could result in greater soils disturbance for new building foundations, utility installation, and potentially for basement or subgrade parking garages. Soil disturbing activities within the area east of San José Avenue between Ocean and Geneva Avenues have the potential to adversely affect archeological deposits/features associated with farmsteads dating from the 1870s to c. 1900 and, less determinably, deposits associated with prehistoric occupation. Implementation of Archeological Mitigation Measure AM-2, pp. 347-349 in Chapter V,

Mitigation and Improvement Measures, would reduce potential effects of the proposed rezoning of the east side of San José Avenue between Ocean and Geneva Avenues in the Area Plan on significant archeological resources to a less-than-significant level.

### The Upper Yard Parcel

Soil disturbing activities within the Upper Yard parcel have the potential to adversely affect archeological deposits/features associated with the Eureka Dairy (c. 1876-c. 1906) operated by the French Swiss brothers, Ambrose and Frank Furrer. Ground disturbing activities could adversely impact archeological domestic/agricultural deposits/features including artifact-filled hollows (such as privies, wells, cisterns, and trash pits), structural foundations, evidence of farming practices, and sheet refuse associated with the Furrer brothers' dairy. Implementation of Archeological Mitigation Measure AM-2, pp. 347-349 in Chapter V, Mitigation and Improvement Measures, would reduce potential effects of the proposed rezoning of the Upper Yard parcel on archeological resources to a less-than-significant level.

### Transportation Improvements

The Area Plan proposes the installation of new central landscaped medians along Geneva, Ocean, and Phelan Avenues. Construction of new landscaped medians would result in shallow soil disturbance. If the new median project would also require the installation of new street light standards, these improvements could typically result in soil disturbance below five feet in depth. Since the eastern portion of Geneva Avenue was not opened until the early 20<sup>th</sup> century and it is documented that, in some cases, 19<sup>th</sup> century buildings occupied the Geneva Avenue right-of-way until the end of the century, it is possible that excavations for street standards could affect 19<sup>th</sup> century archeological domestic deposits.

The Area Plan proposes the extensions of Brighton, Lee, and Harold Avenues north of Ocean Avenue to the southern perimeter of the Balboa Reservoir site. Subsurface disturbance may be shallow, although it is unclear if the proposal would result in extension of utility mains. The only documented potential archeological remains are within the projected extension of Brighton Avenue, which would extend through a portion of the former site of the Ingleside Coursing Park Grandstand and ancillary buildings.

Implementation of Archeological Mitigation Measure AM-1, pp. 345-347, in Chapter V, Mitigation and Improvement Measures, would reduce potential effects of proposed transportation improvements in the Area Plan on significant archeological resources to a less-than-significant level.



### **Project Level**

Development of the Phelan Loop and Kragen Auto Parts Sites could result in greater soil disturbance for new building foundations, utility installation, and potentially for basement or subgrade parking garages. Soil disturbing activities within these development have the potential to adversely affect archeological deposits/features associated with the Ingleside Coursing Park (1890's). There is also the potential that soil disturbing activities, especially at greater depths could affect the remains of temporary prehistoric tool-making or foraging encampment sites. Implementation of Archeological Mitigation Measure AM-2, pp. 347-349 in Chapter V, Mitigation and Improvement Measures, will reduce potential effects of the proposed redevelopment of these two development sites on significant archeological resources to less-than-significant levels.

### **GROWTH INDUCEMENT (p. 328)**

The proposed Area Plan would be growth inducing in that it would change the land use designations (zoning), increase the height and bulk limits in some portions of the Project Area, and reduce the parking requirements for some types of development in the Project Area. These changes would remove some obstacles to future growth and development. (Increases in the height and bulk limits on some parcels could be partly or wholly offset by a decrease in height and bulk limits on other parcels.) The amount of population growth anticipated in the Project Area—approximately 4,095 residents by 2025—would represent nearly 70 times the increase of 60 residents anticipated in the absence of the Area Plan. (The percent increase in employment represented by the addition of 200-250 jobs cannot be calculated, as the existing number of jobs in the Project Area has not been identified.) The gains in population and employment would comprise less than 4 percent of the population growth and less than 0.2 percent of the employment growth anticipated in San Francisco between 2000 and 2025. The potential for the Area Plan to induce growth in locations beyond its boundaries is considered to be low.

## **C. MITIGATION MEASURES**

Mitigation measures have been identified in this EIR and the Initial Study that would reduce or eliminate potential significant environmental impacts of the Area Plan, as well as the two development projects for the Phelan Loop and Kragen Auto Parts Sites. In addition, this EIR also includes improvement measures for less-than-significant impacts of the Area Plan and the two development projects.

The buildout of the Area Plan's proposed development program would result in significant impacts at Project Area intersections—Ocean Avenue/Junipero Serra Avenue; Ocean Avenue/I-280 Northbound On-Ramp; and Ocean Avenue/San Jose Avenue—in 2025. Mitigation measures have been developed to address these significant traffic impacts; however, the implementation of

these measures is uncertain. As such, for purposes of CEQA, the potential for significant impacts would remain and the impacts on these intersections would be potentially significant and unavoidable. In addition, implementation of the proposed transportation changes in the Area Plan would cause Project Area intersections—Ocean Avenue/Geneva Avenue/Phelan Avenue and Geneva Avenue/I-280 NB Off-Ramp and SB On-Ramp—to operate at unacceptable conditions in 2025. No feasible mitigation measures could be identified at this program level of analysis to reduce these potentially significant and unavoidable impacts to acceptable levels.

### **MITIGATION MEASURES IDENTIFIED IN EIR**

Mitigation measures for construction air quality and hazards were originally identified in the Initial Study, while mitigation measures for transportation, noise, air quality (vehicular emissions), shadows, and archaeological resources are identified in the EIR; all of these mitigation measures are listed by environmental topic in this chapter. Program-level mitigation measures for the overall Area Plan are followed, if applicable, by project-level mitigation measures relevant to the development projects for the Phelan Loop and Kragen Auto Parts Sites. If a particular measure is applicable to only one or both of the development projects and not the overall Area Plan, this is separately noted.

### **Transportation**

#### Program Level

#### Traffic

By 2025, build-out of the proposed land uses and development program can be expected to result in significant impacts at the Ocean Avenue/Junipero Serra Boulevard; Ocean Avenue/I-280 NB On-Ramp; and Ocean/San Jose intersections. The following mitigation measures have been developed to address these significant impacts. It is important to note that the implementation of these measures is uncertain for the reasons discussed below. As such, for purposes of CEQA, the potential for significant impacts would remain and the impacts on operating conditions at these intersections would be considered potentially significant, unavoidable impacts that may not be mitigated.

- **Ocean Avenue/Junipero Serra Boulevard:** This intersection would operate at LOS E under 2025 Baseline conditions and worsen to LOS F with the 2025 Area Plan scenario. In order to improve operating conditions, the signal cycle length would need to be extended by 15 seconds, from 90 to 105 seconds, with additional green times provided on the eastbound and westbound approaches. With this change, intersection operations would improve to LOS E with an average delay of 58 seconds. Although the intersection would operate at an unacceptable LOS E (as under 2025 Baseline conditions), it would not be possible to improve 2025 with Area Plan conditions to LOS D. Implementation of the proposed mitigation measure would require an assessment by the San Francisco Municipal Transportation Agency (MTA) of transit and traffic coordination along Ocean

Avenue and San Jose Avenue to ensure that these signal timing changes would not substantially affect Muni bus operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals. Since it is not certain at this time if signal timing changes are feasible and acceptable to MTA, the potential for poor future operating conditions at this intersection remains and, therefore, would be considered a potentially significant unavoidable impact that may not be mitigated.

- **Ocean Avenue/I-280 Northbound On-Ramp:** This intersection would worsen to LOS F conditions in the 2025 with Area Plan scenario. In order to improve operating conditions to acceptable levels, on-street parking would need to be removed from the westbound approach to the intersection in order to stripe an exclusive right-turn lane. Five seconds of green time would also need to be shifted from the westbound movement to the eastbound left-turn movement in order to accommodate the increased eastbound left-turn volume. With these changes, intersection operations would improve to LOS D in 2025. Implementation of the proposed mitigation measure would require an assessment by the San Francisco Municipal Transportation Agency (MTA) of transit and traffic coordination along Ocean Avenue and San Jose Avenue to ensure that the lane removal and signal timing changes would not substantially affect Muni bus operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals. Since it is not certain if exclusive right-turn lane, and signal timing changes are feasible and acceptable to MTA, the potential for poor future operating conditions at this intersection remains and, therefore, would be considered a potentially significant unavoidable impact that may not be mitigated.
- **Ocean Avenue/San Jose Avenue:** This intersection would operate at LOS F conditions in the future with or without the proposed Area Plan. To improve operating conditions to acceptable levels under 2025 Baseline conditions, five seconds of green time would need to be shifted from the north-south permitted phase to the east-west permitted phase to accommodate the increased east-west volume. With this change, intersection operations would improve to LOS D under the 2025 Baseline conditions. However, this intersection would continue to operate at LOS F in 2025 with the proposed Area Plan. To mitigate the Area Plan's contribution to poor operating conditions, an additional three seconds of green time would need to be shifted from the north-south permitted phase to the east-west permitted phase. With these changes, intersection operations would improve to LOS D in 2025 with the proposed Area Plan. Implementation of the proposed mitigation measure would require an assessment by the San Francisco Municipal Transportation Agency (MTA) an assessment of transit and traffic coordination along Ocean Avenue and San Jose Avenue to ensure that the changes would not substantially affect Muni bus operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals. Since it is not certain if signal timing changes are feasible and acceptable to MTA, the potential for poor future operating conditions at these intersections remain and, therefore, would be considered a potentially significant unavoidable impact that may not be mitigated.

Implementation of the proposed Area Plan would cause the following study intersections to operate at unacceptable conditions in 2025. These impacts would result primarily from implementation of proposed transportation changes and, at this program level of analysis, mitigation measures have not been identified to reduce these impacts to acceptable levels.

- **Ocean Avenue/Geneva Avenue/Phelan Avenue:** At the Ocean Avenue/Geneva Avenue/Phelan Avenue intersection, poor operating conditions would occur due to changes to the intersection configuration, including elimination of the westbound and southbound channelized right-turn pockets and restriping of the eastbound and northbound approaches. As a result, substantial congestion and queuing would develop, which could affect operations of the K-Ingleside light rail line on Ocean Avenue and buses on Phelan Avenue. With the reconfiguration of the intersection, no feasible mitigation measures could be developed. As such, if the transportation changes are implemented, significant unavoidable impacts would result.
- **Geneva Avenue/I-280 Ramps:** With the proposed single-point interchange, the on- and off-ramps would be consolidated, so that there would be only one on- and off-ramp for each freeway mainline direction. The proposed reconfiguration of the I-280 off-ramps would result in queues that could not be accommodated within the available off-ramp distances. This would result in a significant impact to freeway mainline operations. Therefore, the proposed ramps would need to be reconfigured and redesigned to accommodate the projected future volumes. No feasible mitigation measures have been developed to address the effects to mainline conditions that would result due to the consolidation of the on- and off-ramps. Since reconfiguration of the freeway ramps would require evaluation, engineering, design, review and approval by various City and state agencies (including Caltrans), additional analysis of alternatives would be conducted during the subsequent environmental review and federal approval phases.

### Transit

On the K-Ingleside, capacity would be exceeded both with or without the addition of transit riders generated by the proposed Area Plan. The Area Plan would contribute about six percent to the future ridership at the maximum load point and, therefore, may be considered to have a significant contribution to adverse transit conditions on the K-Ingleside Metro line. No feasible mitigation measures have been identified to reduce this impact to a less-than-significant level. Capacity on the K-Ingleside could be increased by running double trains or by adding more frequent service or additional trains. Transit impact fees also could be levied to fund the purchase and operation of additional cars or service. Elimination of the westbound through lane on Ocean Avenue to accommodate a proposed bicycle lane would also contribute to the poor operating conditions at this intersection. However, at a program level of analysis, there is no assurance that these measures could be funded or implemented by MTA. Therefore, for purposes of CEQA, no feasible mitigation measures have been identified, and the impact on the K line would remain significant and unavoidable.

### Project Level: Phelan Loop Site Development

Site plans for the Phelan Loop Site development have not been developed. Based on land uses identified for this site in the proposed Area Plan, mitigation measures would not be necessary since addition of vehicle trips generated by the Phelan Loop Site development would not result in any significant traffic impacts to the study intersections and freeway ramps during the weekday p.m. peak hour.

The effects of the Phelan Loop Site development on parking, transit, pedestrians, bicycles, loading and construction would also not result in any significant impacts that require mitigation. Additional mitigation and improvement measures may be required to address effects of the Phelan Loop Site development once the plans for this project are developed and reviewed.

Improvement measures to address potential effects of the Phelan Loop Site development on parking, loading, bicycles, and construction are included below under the “Improvement Measures Identified in EIR” subsection.

Project Level: Kragen Auto Parts Site Development

Traffic

The traffic analysis assumes that the signal timing plan for the Ocean Avenue/Brighton Avenue intersection could be adjusted to provide a short protected left-turn green phase for westbound traffic, which would allow any left-turn queues to clear the intersection. To ensure implementation of this signal timing change, the following mitigation measures have been developed (see Chapter V, Mitigation and Improvement Measures, p. 340):

- - The project sponsor for the Kragen Auto Parts Site development would work with MTA and the Planning Department to adjust the signalization at the Ocean/Brighton intersection to accommodate the Kragen Auto Parts Site development. The change in signalization shall meet City standards and specifications.
  - The project sponsor for the Kragen Auto Parts Site development would be required to fund the study, design, and implementation of this signal change.

All changes to the intersection signalization plan, including addition of new signal phases would need to be reviewed, analyzed, and implemented by MTA; however, the project sponsor for the Kragen Auto Parts Site development would be required to fully fund these efforts. Implementation of this measure would reduce potential traffic impacts related to Kragen Auto Parts Site development to less-than-significant levels.

● Level of Significance After Mitigation: This mitigation measure has been developed to reduce impacts related to the Kragen Auto Parts site to less-than significant levels by ensuring that the signal timing for the Ocean Avenue/Brighton Avenue intersection would be adjusted to provide a short protected left-turn green phase for westbound traffic. However, these measures are not included as part of the Area Plan adoption, as it is not certain whether the identified traffic measures are feasible and acceptable to the MTA. Therefore, this traffic impact would be considered a potentially significant impact.

Air Quality

Mitigation Measure AQ-1 was listed in the Initial Study (see Appendix A, p. 65), and Mitigation Measure AQ-2 is discussed in Section IV.E, Air Quality, of this EIR (see p. 259) and presented below. Both Mitigation Measures AQ-1 and AQ-2 would be applicable to the overall Area Plan, as well as the development projects. Implementation of these mitigation measures would reduce the impacts of the proposed program on air quality.

Program Level

**AQ-1:** The following measure is included in the Area Plan: The project sponsor(s) would require that contractors spray all sites with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor(s) would require that the project contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor(s) would require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

Level of Significance After Mitigation: The Initial Study determined that with implementation of Mitigation Measure AQ-1, the Area Plan would not have significant construction-related air quality impacts.

● **AQ-2:** The following measure is included in the Area Plan: New residential development proposed in the following areas shall include an analysis of PM<sub>2.5</sub> and shall, if warranted based on the results, incorporate upgraded ventilation systems to minimize exposure of future residents to PM<sub>2.5</sub> (which includes DPM) and other pollutant emissions, as well as odors: (1) within 500 feet of the I-280 freeway; (2) adjacent to the proposed bus layover facility on the Phelan Loop Site; (3) any active recreation areas such as playgrounds that are proposed as part of any future residential development in either of these areas; and (4) any other location where total daily traffic volumes from all roadways within 500 feet of such location exceed 100,000 vehicles.

The analysis shall employ either site-specific modeling of PM<sub>2.5</sub> concentrations or other acceptable methodology to determine whether the annual average concentration of PM<sub>2.5</sub> from the roadway sources within 500 feet would exceed the standard of 0.2 micrograms per cubic meter that has been shown to result in an increase of approximately 0.3 percent in non-injury mortality. If the incremental annual average concentration of PM<sub>2.5</sub> concentration (from roadway sources only) were to exceed 0.2 micrograms per cubic meter at the project site, the project sponsor shall be required to install a filtered air supply system to maintain all residential units under positive pressure when windows are

closed. The ventilation system, whether a central HVAC (heating, ventilation and possibly air conditioning) or a unit-by-unit filtration system, shall include high-efficiency filters meeting minimum efficiency reporting value (MERV) 13, per American Society of Heating, Refrigerating and Air-Conditioning Engineers (ASHRAE) Standard 52.2 (equivalent to approximately ASHRAE Standard 52.1 Dust Spot 85%). Air intake systems for HVAC shall be placed based on exposure modeling to minimize roadway air pollution sources. The ventilation system shall be designed by an engineer certified by ASHRAE, who shall provide a written report documenting that the system offers the best available technology to minimize outdoor to indoor transmission of air pollution.

In addition to installation of air filtration, the project sponsor shall present a plan that ensures ongoing maintenance of the ventilation and filtration systems. The project sponsor shall also ensure that the following information is disclosed to buyers and renters: (1) the findings of the particulate matter analysis, and (2) instructions concerning the proper use of any installed air filtration. If active recreation areas such as playgrounds are proposed as part of any future residential development, such areas shall be located at least 500 feet from freeways, if feasible.

The above standard shall also apply to other sensitive uses such as schools, daycare facilities, and medical facilities. (It is noted that such facilities are somewhat more likely to employ central air systems than are residential developments.)

Level of Significance After Mitigation: Implementation of the above mitigation measure would help reduce exposure of future residents within the Project Area to elevated pollutant levels that occur near the freeway and the proposed bus layover facility, but whether this measure reduces these effects to a less-than-significant level cannot be determined because actual exposure would vary from one resident to another, depending on their length of exposure. As more stringent emission controls continue to be implemented by the CARB and with attrition of older, more polluting vehicles, exposure of future residents to air pollutants is expected to decrease over time. In addition, local meteorological conditions (with strong onshore flows) and absence of major upwind pollutant sources would help to minimize exposure of future residents to freeway-related pollutants.

### **Noise**

Mitigation Measures N-1 and N-2 are discussed in Section IV.D, Noise, of the EIR (see pp. 216-233) and presented below. Both Mitigation Measures N-1 and N-2 would be applicable to the overall Area Plan, as well as the development projects.

#### Program Level

**N-1:** The San Francisco Land Use Compatibility Guidelines for Community Noise requires that a detailed evaluation of noise reduction requirements be made by the project sponsor(s) and needed noise reduction requirements are incorporated into the project design wherever new residential development is proposed in areas subject to existing or future noise levels over 60 dBA (CNEL).

Level of Significance After Mitigation: Implementation of the above mitigation measure would reduce potential noise impacts to less-than-significant levels by ensuring that interior noise levels in future project residences would be reduced to acceptable levels.

**N-2:** The project sponsor(s) would be required to complete a vibration analysis for any residential or vibration-sensitive land uses proposed within critical distances of existing or planned BART or Muni facilities (listed in Table 18, p. 231) and measures shall be incorporated into the design as necessary to reduce the potential for vibration disturbance.

Level of Significance After Mitigation: Implementation of the above mitigation measure would reduce potential vibration impacts to less-than-significant levels by ensuring that future residents or other vibration-sensitive land uses within the Project Area would not be subject to disturbance from vibration.

### **Hazards**

All Hazards mitigation measures, HM-1, HM-2, HM-3, and HM-4, were identified in the Initial Study (see Appendix A, pp. 65-66). Mitigation Measures HM-1, HM-2, and HM-3 would be applicable to the overall Area Plan, as well as the development projects on the Phelan Loop and Kragen Auto Parts Sites. Mitigation Measure HM-4 would only be applicable to the Kragen Auto Parts Site development project.

### Program Level

**HM-1:** The project sponsor(s) of future development in the Project Area that include excavation, shall prepare a site-specific Phase I Environmental Site Assessment for sites not subject to regulatory closure prior to development. The site assessment shall include visual inspection of the property; review of historical documents; and review of environmental databases to assess the potential for contamination from sources such as underground storage tanks, current and historical site operations, and migration from off-site sources. If the Phase I Environmental Site Assessment indicates that a release of hazardous materials could have affected soil or groundwater quality at the site, follow up investigations and possibly remediation shall be conducted in conformance with state and local laws, regulations, and guidelines.

**HM-2:** The project sponsors of future development in the Project Area that include demolition shall ensure that any equipment containing PCBs or DEHP, such as fluorescent light ballasts, are removed and properly disposed of according to applicable federal, state, and local laws prior to the start of renovation or demolition, and that any fluorescent light tubes, which could contain mercury, are similarly removed and properly disposed of. Any other hazardous materials identified, such as asbestos-containing building materials, either before or during work, shall be abated according to applicable federal, state, and local laws.

**HM-3:** The project sponsor(s) of future development in the Project Area that propose excavation shall evaluate the potential for naturally occurring asbestos to be present in soil or rock that would be excavated for the proposed development. Should naturally occurring



asbestos be identified, the project sponsor shall comply with the legal requirements of the asbestos airborne toxic control measures (ATCMs).

Level of Significance After Mitigation: Implementation of the above mitigation measures (HM-1, HM-2, and HM-3) would reduce impacts related to potential public health hazards, including the disposal of potentially hazardous materials, to less-than-significant levels.

Project Level

*Kragen Auto Parts Site Development*

Mitigation Measure HM-4 is project-specific and applicable only to the Kragen Auto Parts Site development project.

**HM-4:** The project sponsor of the Kragen Auto Parts Site development project has agreed to implement the following site-specific measure: An environmental professional shall be present during excavation activities at the Kragen Auto Parts Site when the hydraulic lifts are removed and when excavation occurs in the vicinity of the storm sewer system to observe for staining and to collect soil samples, if staining is observed. If the sampling indicates that a release of hazardous materials could have affected soil or groundwater quality at the site, follow up investigations and possibly remediation shall be conducted in conformance with state and local laws, regulations, and guidelines.

Level of Significance After Mitigation: With implementation of Mitigation Measure HM-4, impacts from exposure to hazardous materials in the soil and groundwater at the Kragen Auto Parts Site would be less than significant.

**Archaeology**

Based on the historical and archeological record and the comparatively limited extent of prior soils disturbance within the Project Area, it can be concluded that CEQA-significant archeological resources may be present with the Project Area and that implementation of the proposed Area Plan and the development projects on the Phelan Loop and Kragen Auto Parts Sites would result in a greater potential for adverse effects to archeological sites. As noted in Section IV.I, Archeological Resources, of this EIR (p. 325), implementation of the following mitigation measures for future development under the Area Plan would reduce the potential adverse effects on archeological resources of the Area Plan to a less-than-significant level. Since there is no physical project proposed in the majority of the Plan Area, the evaluation of project-specific effects on archeological resources for the portion of the Plan Area that is analyzed at a program level can only occur at the time a specific physical project is proposed and in accord with the applicable mitigations.

No adverse effects to archeological resources are expected to result from implementation of the Area Plan in portions of the following Plan subareas: Transit Station Neighborhood subarea

(Balboa Park, Muni Green Yard, area northeast of Ocean and San Jose Avenues); Ocean Area Neighborhood Commercial District subarea (area excluding the Kragen Auto Parts Site and Phelan Loop Site development projects); and the Balboa Reservoir Site subarea. The City College site also is excluded from analysis in this EIR. As noted in Section IV.I, Archaeological Resources, of this EIR (pp. 311-327), many of these areas are archeologically sensitive. Potential project effects to archeological resources within these areas can only be evaluated at the time a specific physical project is proposed.

The analysis of potential archeological effects of the Area Plan results in the finding that a range of archeological mitigation measures must be required, given the lack of specific information regarding potential development that would result from the Area Plan.

Mitigation Measures AM-1 and AM-2 would be applicable to the overall Area Plan, as well as the development projects on the Phelan Loop and Kragen Auto Parts Site.

#### Program Level

**AM-1:** AM-1 applies to projects involving activities including excavation, construction of foundations, soils improvement/densification, installation of utilities or soils remediation resulting in soils disturbance/modification to a depth of four (4) feet or greater below ground surface.

The following mitigation measure is required to avoid any potential adverse effect from the proposed project on accidentally discovered buried historical resources as defined in CEQA Guidelines Section 15064.5(a)(c). The project sponsor shall distribute the Planning Department archeological resource “ALERT” sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc. firms); or utilities contractor involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the “ALERT” sheet is circulated to all field personnel, including machine operators, field crew, pile drivers, supervisory personnel, etc. The project sponsor shall provide the Environmental Review Officer (ERO) with a signed affidavit from the responsible parties (prime contractor, subcontractor(s), and utilities firm) to the ERO confirming that all field personnel have received copies of the Alert Sheet.

Should any indication of an archeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures should be undertaken.

If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archeological consultant. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the

archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.

Measures might include: preservation in situ of the archeological resource; an archaeological monitoring program; or an archeological testing program. If an archeological monitoring program or archeological testing program is required, it shall be consistent with the Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging actions.

The project archeological consultant shall submit a Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describing the archeological and historical research methods employed in the archeological monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

- **AM-2:** AM-2 applies to any project involving any soils-disturbing activities greater than 10 feet in depth, including excavation, installation of foundations or utilities or soils remediation, and to any soils disturbing project of any depth within the Phelan Loop and Kragen Auto Parts Sites, the east side of San Jose between Ocean and Geneva Avenues, and the Upper Yard Parcel.

Based on the reasonable potential that archeological resources may be present within the Project Area, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried historical resources. The project sponsor of a development project under the *Balboa Park Station Area Plan* shall retain the services of a qualified archeological consultant having expertise in California prehistoric and urban historical archeology. The archeological consultant shall undertake an archeological monitoring program. All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce the potential effects on a

significant archeological resource, as defined in CEQA Guidelines Sect. 15064.5 (a)(c), to a less-than-significant level.

Archeological monitoring program (AMP). The archeological monitoring program shall minimally include the following provisions:

- The archeological consultant, project sponsor of a development project under the *Balboa Park Station Area Plan*, 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 project archeologist shall determine what project activities shall be archeologically monitored. In most cases, any soils disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the potential risk these activities pose to archaeological resources and to their depositional context;
- The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archeological resource;
- The archaeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with the archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;
- The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archeological deposit is encountered, all soils disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction crews and heavy equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall, after making a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, present the findings of this assessment to the ERO.

If the ERO in consultation with the archeological consultant determines that a significant archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

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

- B) An archeological data recovery program shall be implemented, unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

If an archeological data recovery program is required by the ERO, the archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The project archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP. The archeological consultant shall prepare a draft ADRP that shall be submitted to the ERO for review and approval. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

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

Human Remains, 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, including immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and

associated or unassociated funerary objects (CEQA Guidelines, Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, curation, possession, and final disposition of the human remains and associated or unassociated funerary objects.

**Final Archeological Resources Report.** The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the draft final report.

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

Level of Significance After Mitigation: Implementation of Mitigation Measures AM-1 and AM-2 for all future development under the Area Plan would ensure the appropriate treatment of archaeological resources that may be encountered during construction, and would therefore reduce potential impacts on archaeological resources to a less-than-significant level.

## **IMPROVEMENT MEASURES IDENTIFIED IN EIR**

Improvement measures are actions or changes that would reduce effects of the proposed Area Plan that were found through the environmental analysis to have less-than-significant impacts. The project sponsor may consider implementing these improvement measures. Improvement measures identified in the EIR may be required by decisionmakers as conditions of project approval. The following improvement measures are identified in the EIR:

### **Transportation**

#### Program Level

##### Parking

To reduce the parking shortfall that would be associated with the proposed Area Plan, the following improvement measures have been developed. Combined, these measures could result in a reduction in parking demand. However, it is unlikely that they would totally eliminate the parking shortfall.

- Coordinate with one of the carshare providers to provide carshare spaces within new off-street parking facilities to encourage carshare use.
- Efforts could be made to enhance transit, pedestrian, and bicycle circulation and access in the Project Area, which would reduce the reliance upon private vehicles. In addition, by limiting the number of off-street parking spaces available within the new residential developments, it is possible that the number of vehicles per household would be reduced.

### Pedestrians

To accommodate the anticipated increase in pedestrian trips associated with the proposed Area Plan, additional pedestrian amenities may be beneficial (especially to assist walking to and from transit). Therefore, the following improvement measure has been developed:

- Provide pedestrian signals with countdown indicators at all major intersections and at crosswalks that connect to the Muni light rail stops and Balboa Park BART Station.

### Bicycles

Although individual development projects would not be required to provide bicycle amenities for commercial uses, they may encourage commercial employees to commute to work on bicycle, thereby improving traffic and parking conditions. Therefore, the following improvement measures have been developed:

- Provide the Planning Code-required shower and locker facilities for any commercial uses including those within primarily residential buildings.
- Provide the Planning Code-required bicycle parking spaces for any commercial uses including separate spaces for commercial uses within primarily residential buildings. These spaces should be safe and secure, and reserved for employees.

### Construction

In general, the analysis of construction impacts are specific to individual development projects. Construction-related activities typically occur Monday through Friday, between 7:00 a.m. and 5:00 p.m., with limited construction activities on weekends (on an as-needed basis). The following measure would minimize temporary disruption to traffic, transit, bicycle, and pedestrian circulation during construction of individual development projects within the Project Area.

- Any construction traffic occurring between 7:00 and 9:00 a.m. or between 3:30 and 6:00 p.m. would coincide with peak hour traffic and could temporarily impede traffic and transit flow. Although it would not be considered a significant impact, and no mitigation measures would be required, limiting truck movements during the hours between 9:00 a.m. and 3:30 p.m. (or other times, if approved by MTA) would minimize disruption of the general traffic flow on adjacent streets during the a.m. and p.m. peak periods. In addition, all construction contractors would meet with representatives of MTA and the

Planning Department to determine feasible measures to reduce traffic congestion, including transit disruption and pedestrian and bicycle circulation impacts during construction of individual projects within the Project Area.

Project Level: Phelan Loop Site Development

Parking

To reduce the parking shortfall that would be associated with the Phelan Loop Site development, the following improvement measure has been developed:

- Coordinate with one of the carshare providers to provide carshare spaces within the parking garage to encourage carshare use.

Loading

Due to the configuration of Lee Avenue, trucks longer than 30 feet would have difficulty accessing the loading dock on Lee Avenue without interfering with traffic and on-street parking during turning movements to access the loading dock area. Therefore, the following improvement measures have been developed:

- Restrict truck access to the loading dock to 30 foot trucks or shorter.
- Schedule all deliveries to reduce the potential for trucks waiting to enter the loading dock (which may cause a back-up onto Ocean Avenue).
- Maintain accurate truck logs to document the time and duration of truck activities.
- Station loading dock personnel at the corner of the Ocean/Lee intersection and at the loading dock to assist truck maneuvers and to manage traffic flows.
- Work with MTA to prohibit on-street parking along Lee Avenue during the peak loading periods to provide sufficient right-of-way for truck maneuvers.

Bicycles

Although the Phelan Loop Site development would not be required to provide bicycle amenities for retail uses, retail employees could be encouraged to commute to work on bicycle (thereby improving traffic and parking conditions). Therefore, the following improvement measures have been developed:

- Provide the Planning Code required shower and locker facilities for the retail space (four showers and eight lockers).
- Provide additional bicycle parking spaces in a safe and secure location for employees.



Construction

Detailed plans for construction of the Phelan Loop Project, in terms of phases and duration, number of construction-related trucks and construction workers, are not currently available. Construction activities would typically occur Monday through Friday from 7:00 a.m. to 5:00 p.m., and activities on weekends would only occur on an as-needed basis. The following improvement measure would minimize temporary disruption to traffic, transit, bicycle, and pedestrian circulation during construction of the Phelan Loop Project.

- Any construction traffic occurring between 7:00 and 9:00 a.m. or between 3:30 and 6:00 p.m. would coincide with peak hour traffic and could temporarily impede traffic and transit flow. Although it would not be considered a significant impact, and no mitigation measures would be required, limiting truck movements to the hours between 9:00 a.m. and 3:30 p.m. (or other times, if approved by MTA) would minimize disruption of the general traffic flow on adjacent streets during the a.m. and p.m. peak periods. In addition, all construction contractors would meet with MTA, the Fire Department, and the Planning Department to determine feasible measures to reduce traffic congestion, including transit disruption and pedestrian circulation impacts during construction.

Project Level: Kragen Auto Parts Site Development

Parking

To reduce the parking shortfall that would be associated with the proposed Kragen Auto Parts Site development, the following improvement measures have been developed:

- Allow residents of the Kragen Auto Parts Site development to park within the food market/retail spaces overnight. It would be necessary to have these spaces dedicated to retail patrons during store hours; however, during other times, project residents could be allowed to utilize these spaces.
- Coordinate with one of the carshare providers to provide carshare spaces within the parking garage to encourage carshare use.

Bicycles

Although the proposed Kragen Auto Parts Site development would not be required to provide bicycle amenities for the food market/retail uses, food market/retail employees could be encouraged to commute to work on bicycle (thereby improving traffic and parking conditions). Therefore, the following improvement measures have been developed:

- Provide the Planning Code-required shower and locker facilities for the food market/retail space (four showers and eight lockers).
- Provide additional bicycle parking spaces in a safe and secure location for employees.

Loading

The food market operator may require use of trucks longer than 30 feet, which would have difficulty accessing the loading dock on Lee Avenue without interfering with traffic or on-street parking during turning movements to back into or exit the loading dock area. Therefore, the following improvement measures have been developed:

- Restrict truck access to the loading dock to 30 foot trucks or shorter.
- If longer trucks are needed, the project sponsor for the Kragen Auto Parts Site development would:
  - Restrict deliveries to the early morning to avoid peak morning and peak evening commute periods.
- Schedule all deliveries to reduce the potential for trucks waiting to enter the loading dock (which may cause a back up onto Ocean Avenue).
  - Traffic volumes along Ocean Avenue are constantly high throughout the day; therefore, deliveries between 7:00 a.m. and 7:00 p.m. should be avoided.
- Maintain accurate truck logs to document the time and duration of truck activities.
- Station loading dock personnel at the corner of the Ocean/Lee intersection and at the loading dock to assist truck maneuvers and to manage traffic flows.
- Work with MTA to prohibit on-street parking along Lee Avenue during the peak loading periods to provide sufficient right-of-way for truck maneuvers.

Construction

Detailed plans for construction of the Kragen Auto Parts Project, in terms of phases and duration, number of construction-related trucks and construction workers, are not currently available. Construction activities would typically occur Monday through Friday from 7:00 a.m. to 5:00 p.m., and activities on weekends would only occur on an as-needed basis. The following measure would minimize temporary disruption to traffic, transit, bicycle, and pedestrian circulation during construction of Kragen Auto Parts Project.

- Any construction traffic occurring between 7:00 and 9:00 a.m. or between 3:30 and 6:00 p.m. would coincide with peak hour traffic and could temporarily impede traffic and transit flow. Although it would not be considered a significant impact, and no mitigation measures would be required, limiting truck movements to the hours between 9:00 a.m. and 3:30 p.m. (or other times, if approved by MTA) would minimize disruption of the general traffic flow on adjacent streets during the a.m. and p.m. peak periods. In addition, all construction contractors would meet with MTA, the Fire Department, and the Planning Department to determine feasible measures to reduce traffic congestion, including transit disruption and pedestrian circulation impacts during construction.

## Shadows

### Program Level

The following improvement measure would be applicable to any development under the Area Plan, including specific development projects for the Phelan Loop and Kragen Auto Parts Sites, that may affect publicly accessible open space that is not subject to Section 295 of the Planning Code.

**SM-1:** New buildings and additions to existing buildings in the Project Area where the building height exceeds 40 feet shall be shaped, consistent with the dictates of good design and without unduly restricting the development potential of the site in question, to reduce substantial shadow impacts on public plazas and other publicly accessible spaces other than those protected under Section 295 of the Planning Code.

In determining the impact of shadows, the following factors shall be taken into account: the amount of area shaded, the duration of the shadow, and the importance of sunlight to the use or utility of the open space being shaded.

## Hydrology and Water Quality

### Program Level

**WQ-1:** Green stormwater management technologies could be incorporated into proposed new open spaces in the Project Area. Examples of green stormwater technologies include swales and other infiltration methods, rainwater gardens, stormwater planters, green roofs, pervious concrete, green streets, new open space, and reducing the use of pipes, curbs and gutters. Incorporation of these green stormwater management technologies could further delay peak stormwater runoff flows and provide reduction of pollutants in the stormwater runoff discharged to the combined sewer system.

## D. OTHER CEQA CONSIDERATIONS

### **SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED**

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Section 15126(b) of the State CEQA Guidelines, the purpose of this section is to identify impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the proposed Area Plan, or by other mitigation measures that could be implemented as identified in Chapter V, Mitigation and Improvement Measures. The findings of significant impacts are subject to final determination by the Planning Commission as part of the certification process for the EIR. If necessary, this chapter will be revised in the Final EIR to reflect findings of the Commission.

With implementation of the mitigation measures outlined in Chapter V, Mitigation and Improvement Measures, most potentially significant impacts associated with the proposed Area Plan and its specific development projects at the Phelan Loop Site and Kragen Auto Parts Sites would be reduced to less-than-significant levels. However, some transportation and historical resource impacts would continue to be significant and unavoidable if the Area Plan and its specific development projects were implemented.

Full build-out of the Area Plan's development program by 2025 can be expected to result in potentially significant and unavoidable traffic impacts at three Project Area intersections that would operate at LOS F: 1) Ocean Avenue/Junipero Serra Boulevard; 2) Ocean Avenue/I-280 NB On-Ramp; and 3) Ocean Avenue/San Jose Avenue. Mitigation measures have been developed to reduce impacts at these intersections to less-than-significant levels (LOS D), except for the Ocean Avenue/Junipero Serra Boulevard intersection, which would operate at LOS E, unacceptable conditions. However, these measures are not included as part of the Area Plan adoption, as it is not certain whether the identified traffic measures are feasible and acceptable to the San Francisco Municipal Transportation Agency (MTA). Therefore, these traffic impacts would be considered potentially significant unavoidable impacts. In addition, reconfiguration of intersections and I-280 ramps proposed in the Area Plan would cause the following study intersections to operate at unacceptable levels of service in 2025: 1) Ocean Avenue/Geneva Avenue/Phelan Avenue; and 2) Geneva Avenue/I-280 Ramps. The proposed reconfiguration of these two intersections would result in poor operating conditions. Queues on the Geneva Avenue and Ocean Avenue off-ramps would spill onto I-280, resulting in operations at LOS F on these ramps. No feasible mitigation measures have been identified to reduce the resulting significant unavoidable impacts to less-than-significant levels at these intersections and on these off-ramps.

In 2025, implementation of the Area Plan would result in significant unavoidable impacts on the K-Ingleside Muni Metro line. Capacity would be exceeded on the K-Ingleside, both with and without the addition of transit riders generated by the proposed Area Plan. However, the Area Plan would contribute about six percent to the future ridership at the maximum load point, which would be considered a significant contribution to cumulative adverse transit conditions on this line. Mitigation measures (e.g., running double-trains during p.m. peak hours) have been examined that could reduce this impact; however, at a program level of analysis, there is no assurance that MTA would be able to fund or implement these measures. Therefore, for purposes of CEQA, no feasible mitigation measures have been identified, and the impact on the K-Ingleside line would remain significant and unavoidable.

The proposed bicycle lane on westbound Ocean Avenue approaching the Ocean/Geneva/Phelan intersection would reduce the capacity of the intersection to carry vehicular traffic. No mitigation measures have been identified to reduce this impact and retain the bicycle lane; therefore, this impact would be significant and unavoidable.

Implementation of the Area Plan could encourage demolition of contributing resources to a potential historic district identified along Ocean Avenue, and encourage new construction and alteration within this potential historic district. It is not yet known which, if any, such contributors would be demolished in the future, nor is it possible to know the location and character of new development in the potential Ocean Avenue historic district. Implementation of the proposed Area Plan could, therefore, have a significant cumulative impact on the integrity of a potential historic district. The proposed Area Plan could also encourage the demolition of potential individually significant historical resources, meriting further study of their individual historic significance under CEQA. Should the City determine, upon further project-level study, that a resource is an historical resource for the purposes of CEQA, the demolition of such a resource would be a significant adverse impact under CEQA. Therefore, demolition of such a resource would require project-level review, and retention and reuse of the resource would have to be considered as an alternative to demolition.

With implementation of the mitigation measures listed in Chapter V, Mitigation and Improvement Measures, all other potentially significant Area Plan-related impacts, as well as impacts related to the specific development projects at the Phelan Loop and Kragen Auto Parts Sites, would be reduced to less-than-significant levels or eliminated.

**SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES THAT WOULD BE CAUSED BY THE PROPOSED PROJECT SHOULD IT BE IMPLEMENTED**

The proposed Area Plan would intensify development in the Project Area consistent with development in San Francisco's urban environment. The Area Plan would commit future generations to the same land uses and transportation and open space improvements for at least the life of the Area Plan. Implementation of the proposed Area Plan would result in an irreversible commitment of energy resources, primarily in the form of fossil fuels, including fuel oil, natural gas, and gasoline or diesel fuel for construction equipment and automobiles during demolition, construction, and ongoing use of the development site. Because development under the Area Plan would comply with California Code of Regulations Title 24, it would not use energy in a wasteful, inefficient or unnecessary manner (see the discussion of Energy in the Initial Study, Appendix A). The consumption or destruction of other non-renewable or slowly renewable resources would also result during construction, occupancy, and use of individual development sites under the Area Plan. These resources include, but are not limited to, lumber, concrete, sand, gravel, asphalt, masonry, metals, and water. Development under the Area Plan would also irreversibly use water and solid waste landfill resources. However, development under the Area Plan would not involve a large commitment of those resources relative to supply, nor would it consume any of those resources wastefully, inefficiently, or unnecessarily. Development under the Area Plan would contribute both directly and indirectly to long-term increases in greenhouse gas emissions, albeit to a lesser extent than if the same growth and development were to occur outside of the central city where transit is less available and average trip lengths are longer.

## **E. ALTERNATIVES TO THE PROPOSED PROJECT**

This section identifies alternatives to the proposed Area Plan and discusses the environmental effects associated with the alternatives. The following alternatives are discussed and evaluated in this section: a No Project Alternative, and an Alternative With No Proposed Transportation Improvements.

### **ALTERNATIVE A: NO PROJECT ALTERNATIVE**

The No Project Alternative assumes that the Planning Department would not adopt and implement the proposed Area Plan, and no changes proposed under the Plan would be made in the Project Area. Existing development would remain in the Project Area and the existing underused parcels would be expected to be developed over a longer time frame. The Kragen Auto Parts Site would retain the existing one-story building and parking lot, and the Muni bus turnaround would continue to operate in its existing location on the Phelan Loop Site for the foreseeable future. Some development would continue to take place within the Project Area under existing conditions by 2025. In addition, development would continue in other parts of San Francisco, indirectly contributing to changes in the Project Area.

#### **Impacts**

Under the No Project Alternative, existing land use conditions would not change. Some residential and commercial development would be expected to occur in the Project Area, but at a lower scale and density than encouraged under the Area Plan and over a longer time frame. The mixed-use development proposed for the Phelan Loop Site under the Area Plan would likely not occur under the No Project Alternative. This is because the City-owned Phelan Loop Site is currently used as a Muni bus yard and without the transportation/ infrastructure improvements envisioned under the Area Plan, there would be no encouragement to relocate the existing on-site bus facility and redevelop this site with a mix of residential and commercial uses. The Kragen Auto Parts Site could potentially be developed with a mix of residential and commercial uses (including a food market) under the No Project Alternative, as with the Area Plan. This is because the Kragen Auto Parts Site is privately owned and is currently zoned NC-2, which allows the development of residential and commercial uses similar to the proposed NC-T rezoning. In addition, a specific proposal was filed with the Planning Department in February 2006 to develop a mixed-use project on the Kragen Auto Parts Site; thus, this project is likely to be developed at this site whether or not the Area Plan is adopted. Unlike with the Area Plan, no new open space improvements such as those recommended for Balboa Park would occur and no new open spaces would be provided in the Project Area under this alternative.

Existing zoning regulations, as well as height and bulk districts would remain in place in the Project Area and development would occur as allowed by current zoning regulations. With this

alternative, some intensification of uses could occur on certain sites in the Project Area under the existing height and bulk controls. The Upper Yard parcel is currently occupied by a large one-story Muni light rail storage and maintenance facility. Although under the existing height limits, a 105-foot-tall building could potentially be developed in the northern portion of the Upper Yard parcel in the future, such a development would be unlikely given the restrictive P zoning designation applicable to this parcel. Under the Area Plan, the proposed reduction in height limit (from 105 to 40 feet) for this site would help preserve the existing 40-foot-tall landmark building.

Population, housing, and employment growth would occur more slowly in the Project Area under this alternative than under the Area Plan. Unlike with the proposed Area Plan, the No Project Alternative would not provide a food market and other neighborhood-serving retail uses that are proposed at the Kragen Auto Parts Site and the Phelan Loop Site. Overall, as with the Area Plan, socioeconomic impacts under the No Project Alternative would be less than significant.

The No Project Alternative would not provide the transportation improvements or the land use changes and mixed-use and residential development in the Project Area called for under the Area Plan by 2025. The No Project Alternative would result in fewer intersections operating at unacceptable levels of service (LOS) in 2025 than under the proposed Area Plan due to the lower density of development likely to occur, and the maintenance of current street network and transit facility operations in the Project Area. As development occurs over time in and near the Project Area under the No Project Alternative, congestion and delays would continue to worsen at these intersections, which would affect transit operations at these intersections.<sup>13</sup> With the No Project Alternative, Brighton, Lee, and Harold Avenues, which currently terminate at Ocean Avenue, would not be extended north across Ocean Avenue up to the southern edge of the Balboa Reservoir parcel as proposed under the Area Plan. Therefore, with this alternative, there would be no extension of streets to serve mixed-use development on the Kragen Auto Parts and Phelan Loop Sites north of Ocean Avenue. The No Project Alternative would retain the existing residential and commercial parking requirements, which would continue to require minimum off-street parking standards for new development. Under the No Project Alternative and the proposed Area Plan, all primary commute transit lines in 2025 would operate within their capacity service standard, except for the K-Ingleside Metro line. Muni's capacity standard would continue to be exceeded on the K-Ingleside line under the No Project Alternative and the proposed Area Plan in 2025. With the Area Plan, however, operating conditions on the K-Ingleside would worsen and further exceed Muni's operating capacity standard on the K-Ingleside.

The less-than-significant noise increases that would result from Plan-generated traffic would be smaller with the No Project Alternative. Without construction of the proposed freeway deck,

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<sup>13</sup> Kolve Engineering, *Balboa Park Station Area Plan Transportation Study - Final Report*, December 19, 2006, pp. 57-59, Table 29 and pp. 71-73 and Table 36.

existing freeway noise would remain the same as it is now. Without implementation of the proposed Area Plan, Project Area vibration effects would remain the same as they are now.

The less-than-significant increases in CO levels that would result from Plan-generated traffic would be smaller with the No Project Alternative. Without implementation of the proposed Area Plan, pollutant emission and odor sources in the Project Area would remain the same as they are now.

The potential for shading public and publicly accessible open space would exist under the No Project Alternative, as new development could also occur without the proposed Area Plan. The proposed Area Plan, however, includes increases to existing height limits that would increase the potential for shading public and publicly accessible open space. As with the proposed Area Plan, potentially significant shadow impacts would not be expected on Recreation and Park Department properties or other protected open spaces, under the No Project Alternative. This is because compliance with Section 295 and CEQA would ensure that development proposals under this alternative do not adversely affect or interfere with the active use or enjoyment of existing or proposed open spaces under the jurisdiction of the Recreation and Park Department as well as other protected open spaces. In addition, imposition of improvement measure SM-1 would minimize shadow on these publicly accessible open spaces, as with the proposed Area Plan.

The less-than-significant water quality impacts that would result from the Area Plan would be smaller with the No Project Alternative, because population and housing growth would occur more slowly in the Project Area under this alternative.

The No Project Alternative is likely to result in fewer potentially significant impacts to historical and archaeological resources in the Project Area than the proposed Area Plan, because of the reduced development associated with this alternative. However, unlike with the Area Plan, this alternative could result in potentially significant impacts on the historic Geneva Office Building and Powerhouse. The existing height and bulk limit for this site would remain at 105-E and not be reduced to 40-X, which could potentially allow development of up to 105 feet on the project site. As with the proposed Area Plan, implementation of mitigation measures would reduce any identified impacts to historic architectural resources and archaeological resources under this alternative to less-than-significant levels.

The No Project Alternative would result in approximately 1,753 fewer new residential units than under the proposed Area Plan.<sup>14</sup> Under the No Project Alternative, employment growth would occur more slowly than under the Area Plan. However, the extent of employment growth under the No Project Alternative cannot be reliably assessed without the identification of the amount of

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<sup>14</sup> As noted in Table 4 in Section IV.B, Population, Housing, and Employment, p. 153, approximately 27 new residential units would be expected to be developed in the Project Area by 2025 without the implementation of the proposed Area Plan.



development and sites to be developed. Overall, growth inducement impacts under the No Project Alternative would be less than significant, as with the proposed Area Plan.

Continued growth in the Project Area vicinity would create future significant cumulative transportation impacts above current levels, and would contribute to cumulative less-than-significant air emissions and noise effects from future traffic growth. However, the No Project Alternative would not contribute substantially to these cumulative impacts. No other cumulative impacts identified for the proposed Area Plan and its specific development projects – the Phelan Loop Site and Kragen Auto Parts Site development – would occur if the No Project Alternative were implemented.

As noted above, some residential and commercial development may be expected to occur in the Project Area under the No Project Alternative. In addition, some of the uses proposed in the Project Area under the proposed Area Plan might be constructed elsewhere in San Francisco, including residential or neighborhood-serving commercial uses, if the demand for these uses exists elsewhere in the City. Development of residential and commercial uses in the Project Area (without implementation of the Area Plan), as well as in other areas of the City could result in project-level or cumulative impacts at other locations. The nature and extent of any potential impacts at other locations cannot be reliably assessed without the identification of the amount of development and sites to be developed.

### **ALTERNATIVE B: NO TRANSPORTATION IMPROVEMENTS**

The No Transportation Improvements Alternative focuses on reducing the significant transportation impacts that would occur with implementation of the proposed Area Plan. This alternative would eliminate the following transportation improvements that are proposed in the Area Plan:

- Transit-only lanes along San Jose Avenue between Ocean Avenue and the Muni terminal facility, if the reconfiguration of the Muni Metro yard was not conducted.
- Reconfigured terminal yard for the Muni Metro J-Church and K-Ingleside lines.
- Reconfigured Ocean/Phelan/Geneva intersection to channelize the turns in between the streets and to improve pedestrian conditions.
- Bicycle lanes on Ocean Avenue between San Jose Avenue and Harold Avenue and on Phelan Avenue between Judson Avenue and Ocean Avenue.
- Bicycle lanes on Phelan Avenue by removing one travel lane in each direction.
- Reconfigured Interstate 280 on- and off-ramps to a single-point urban interchange.
- Minor improvements to the pedestrian and roadway networks would also be implemented, as described in Chapter III, Project Description.

This alternative would include all of the land use elements of the Area Plan, including the mixed-use development envisioned in the proposed Area Plan by 2025. It would also include all of the Planning Code changes for the Project Area related to zoning districts; height and bulk controls; and urban design and architectural standards/guidelines; as well as the open space improvements proposed in the Area Plan.

### **Impacts**

Under the No Transportation Improvements Alternative, the same scale and density of development would be expected to occur in the Project Area as under the Area Plan. The rezoning and height and bulk limits reclassification proposed under the Area Plan would remain with this alternative, and development would be expected to occur in the Project Area as allowed by these proposed new zoning regulations. As with the Area Plan, the proposed decrease in height limit (from 105 to 40 feet) for the site of the existing Geneva Office Building would discourage development of a taller building at this site and help preserve this Landmark. This alternative would include the development projects on the Phelan Loop and Kragen Auto Parts Sites, as with the Area Plan.

The same amount of population, housing, and employment growth would occur in the Project Area as with proposed Area Plan. As with the proposed Area Plan, socioeconomic impacts under the No Transportation Improvements Alternative would be less than significant.

Alternative B, the No Transportation Improvements Alternative, would not provide the transportation improvements called for under the proposed Area Plan. Alternative B would result in transportation impacts related primarily to the proposed development program in the Project Area, as compared to the Area Plan, which would result in transportation impacts related to the combined effects of the land use changes, development program, and transportation changes.

With both the Alternative B and the Area Plan, certain key intersections— Ocean Avenue/I-280 NB On-Ramps and Ocean Avenue/Junipero Serra Boulevard—would operate with unacceptable conditions in 2025. With Alternative B, operating conditions in 2025 at the Ocean Avenue/Geneva Avenue/Phelan Avenue would degrade from LOS C to D, compared to the Area Plan, which would decrease the LOS at this intersection from LOS C to LOS F. Thus, Alternative B would not result in a significant impact at this intersection, unlike the significant impact identified in the Area Plan. The Geneva Avenue/I-280 SB and NB Ramps would not be reconstructed into a single-point interchange under Alternative B, and would not provide the infrastructure for a freeway deck and future development above the deck. With Alternative B, operating delays would increase, but the LOS at these ramps would continue to operate at acceptable levels (LOS D or better) in 2025, even with the increase in vehicle trips generated by new development in Alternative B. In comparison, the Geneva Avenue/I-280 SB and NB Ramps would operate at LOS F with the proposed Area Plan.

Alternative B would degrade operating conditions at the Geneva Avenue/San Jose Avenue intersection from LOS C to LOS E, which is unacceptable. Operating conditions would degrade with the No Transportation Improvements Alternative because of the increase in left-turn movements at this intersection without the proposed single-point interchange proposed by the Area Plan. In comparison, the Geneva Avenue/San Jose intersection would operate at LOS D with the proposed Area Plan. The following mitigation measure was developed to address this significant impact of Alternative B.

**Geneva Avenue/San Jose Avenue:** This intersection would worsen to LOS E conditions in the 2025 with the No Transportation Improvements Alternative. In order to improve operating conditions to acceptable levels, five seconds of green time would need to be shifted from the westbound movement to the eastbound left-turn movement in order to accommodate the increased eastbound left-turn volume. With this change, intersection operations would improve to LOS D. Implementation of the proposed mitigation measure would require an assessment by the Municipal Transportation Agency (MTA) of transit and traffic coordination along Ocean Avenue and San Jose Avenue to ensure that the changes would not substantially affect Muni bus operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals. Since it is not certain at this time if these signal timing changes are feasible and acceptable to MTA, the potential for poor future operating conditions at this intersection remains, and therefore would be considered a potentially significant unavoidable impact that may not be mitigated.

With the No Transportation Improvements Alternative, all on-ramps and off-ramps at I-280 in the Project Area would operate at LOS D or better. Under the proposed Area Plan, the reconfigured freeway on-ramps would be expected to operate at LOS D and LOS C. However, at the off-ramps, the proposed lane configurations under the Area Plan would result in queues that could be expected to spill back onto I-280 causing off-ramps to operate at LOS F. No feasible mitigation has been identified at the program level of analysis.

This alternative and the proposed Area Plan would have a significant contribution and adverse impacts on the K-Ingleside line. This alternative would also not reconfigure the Muni yard as proposed under the Area Plan. The reconfiguration of the Muni yard would have a minor effect on traffic conditions on surrounding streets, which would not occur with the No Transportation Improvements Alternative. Unlike the proposed Area Plan, the No Transportation Improvements Alternative would not include plans to enhance pedestrian safety and access at intersections, or provide better pedestrian connections to transit stations. This alternative also would not provide improvements to the bicycle network and conditions, and would not contribute to the City's current bicycle network.

Overall, Alternative B, the No Transportation Improvements Alternative, would have fewer impacts on roadways and intersections than the proposed Area Plan. Impacts on transit would be similar for both Alternative B and the Area Plan. This alternative would not provide transit, bicycle, and pedestrian improvements and amenities that would support and enhance the

development of a transit-oriented mixed-use neighborhood in the Project Area. With this alternative, the pedestrian environment would remain similar to existing conditions. This alternative would not provide pedestrian access and streetscape improvements that would help rejuvenate the Ocean Avenue Neighborhood Commercial District, and encourage increased walking and use of transit.

Alternative B would not include long-range plans for reconfiguration of the I-280 on- and off-ramps into a single-point interchange as called for in the Area Plan. This interchange would provide the infrastructure for construction of a deck over the freeway by 2025 under the proposed Area Plan. The No Transportation Improvements Alternative would not include a deck above I-280 by 2025 that would help reconnect neighborhoods separated by the freeway. Under this alternative, the freeway structure would continue to separate the Project Area neighborhood, generate traffic-related noise, and contribute to a disjointed street, pedestrian, and bicycle network. Since the freeway deck would not be constructed in Alternative B, future construction (beyond 2025) above the deck of a mixed use residential project, new intermodal terminal, and public open space would not occur. The No Transportation Improvements Alternative would not support objectives of the Better Neighborhoods program to create a transit-oriented Balboa Park neighborhood that encourages alternative modes of travel through land use patterns, urban design, and physical streetscape features that promote transit, pedestrian, and bicycle use. Cumulative transportation impacts of Alternative B are included in the future 2025 Baseline scenario that is the basis for comparing the impacts of Alternative B with the impacts of the proposed Area Plan at full buildout in 2025.

Traffic increases associated with the No Transportation Improvements Alternative-related growth would increase future (2025) baseline noise levels along roadways within the Project Area vicinity; however, without the circulation changes and transit improvements proposed in the Area Plan, these increases also are expected to be less than significant (1 dBA or less). When compared to existing (2006) noise levels, future (2025) noise levels (with this alternative) along roadways within the Project Area would increase slightly, but such increases would not be perceptible and therefore, less than significant (less than 3 dBA).

Future (2025) CO levels will decrease from existing CO levels along roadways and at intersections in the Project Area. This decrease is attributable to lower emission rates due to attrition of older, high polluting vehicles, improvements in the overall automobile fleet, and improved fuel mixtures. When future traffic increases related to Alternative B are added to future 2025 Baseline traffic, CO levels would increase by less than one ppm along roadways and at intersections in the Project Area, and these increases would be less than significant. Future CO levels would remain well below the state and federal one-hour and eight-hour standards for CO.

The alternative would encourage higher density residential uses and mixed use commercial uses in an area that is well-served by transit. Therefore, the alternative would help reduce GHG

emissions compared to the same amount of development in other parts of the region and would have a less-than-significant impact on air quality and global climate change.

The potential for shading Balboa Park under the No Proposed Transportation Improvements Alternative would be the same as with the proposed Area Plan. No potentially significant shadow impacts on Recreation and Park Department properties and other public open spaces would be expected under this alternative, because compliance with Section 295 and CEQA would ensure that development proposals with this alternative would not adversely affect the active use and enjoyment of existing or proposed open spaces under the jurisdiction of the Recreation and Park Department as well as other public open spaces. In addition, imposition of improvement measure SM-1, p. 350, which requires that buildings over 40 feet be shaped to reduce their shadow impact on public plazas, would minimize shadow on these open spaces, as with the proposed Area Plan.

As with the Area Plan, water quality impacts associated with changes in combined sewer overflow discharges to the Bay would be less than significant for development proposed under the No Transportation Improvements Alternative.

Under the No Transportation Improvements Alternative, the potential for disruption of existing historical architectural resources would be the same as with the proposed Area Plan. The potential for disturbance of significant subsurface archaeological resources is expected to be somewhat less under the No Transportation Improvements Alternative, to the extent that less soils-disturbing activity would occur under this alternative. As with the proposed Area Plan, implementation of mitigation measures as a condition of approval on individual development proposals would be expected to reduce identified impacts to archaeological resources under this alternative to less-than-significant levels.

The growth inducement impacts under the No Transportation Improvements Alternative would be less than significant, as with the proposed Area Plan.

### **CONCLUSION**

As required by CEQA (Guidelines, Section 15126.6(e)(2)), the “environmentally superior” alternative must be identified from among the alternatives to the project. Based on the analysis in this chapter, the No Transportation Improvements Alternative is considered the “environmentally superior” alternative, because it would result in the least significant unavoidable impacts while not eliminating impacts to less-than-significant levels. This conclusion is based on a comparison of environmental effects only, and does not consider other factors such as compatibility with project objectives or economic feasibility. Those factors will be considered by the Planning Commission and the Board of Supervisors during their consideration of the proposed Area Plan.

## **F. AREAS OF KNOWN CONTROVERSY AND ISSUES TO BE RESOLVED**

### **Comments on NOP/Initial Study**

The Planning Department held a public scoping meeting during the public comment period of the NOP/Initial Study for the Area Plan. At the public scoping meeting, members of the public identified issues of concern that they believed should be addressed in the EIR and identified issues related to the draft Area Plan. In addition to comments received at the public scoping meeting, written comments were received. In summary, environmental issues raised during the public scoping process included the following: visual effects related to increases in building heights due to proposed changes to height/bulk limits in the Project Area; land use effects from increases in residential densities; transportation issues including parking supply, demand, and proposed parking requirements, traffic, transit facilities, bicycle lanes and pedestrian safety; soil contamination due to past and present land uses; and questions regarding the duration of the planning and EIR process.

The Initial Study for the Area Plan includes a discussion of potential visual effects related to the proposed changes to height/bulk limits and associated increases in building heights in the Visual Quality section (see Appendix A, pp. 30-32). In addition, the land use effects of height/bulk limit changes are discussed under “Proposed Zoning and Height and Bulk Changes” in the Land Use, Plans, and Policies section of the EIR on pp. 132-134. The land use effects of proposed changes to residential densities are discussed under “Land Use Effects” in the Land Use, Plans, and Policies section of the EIR on pp. 131-137.

Transportation issues, including parking, traffic, transit facilities, bicycle lanes and pedestrian safety, are discussed in detail in the Transportation section of the EIR. Specifically, existing parking conditions in the Project Area are discussed on pp. 170-171 of the Transportation section; the Area Plan’s program level parking impacts are discussed on pp. 195-197; and project level parking impacts, related to the Phelan Loop and Kragen Auto Parts Sites development project, are discussed on p. 205 and p. 211. The program level traffic impacts are discussed on pp. 181-184; and the project level traffic impacts are discussed on p. 202 and p. 209. Existing transit facilities are discussed under the “Transit Network” discussion on pp. 166-170; program level transit impacts are discussed on pp. 183-191; and project level transit impacts are discussed on p. 203 and p. 209. Existing bicycle conditions in the Project Area are discussed on pp. 171-172; program level bicycle impacts are discussed on pp. 198-200; and project level bicycle impacts are discussed on pp. 206-207 and p.213. Existing pedestrian conditions in the Project Area, including pedestrian safety, are discussed on p. 171; program level pedestrian impacts are discussed on pp. 197-198; and project level pedestrian impacts are discussed on p. 206 and p. 212.

The Initial Study discusses potential issues related to soil contamination in the Project Area due to past and present land uses in the Hazards section (Appendix A pp. 55-63); program level impacts of the Area Plan are identified on pp. 57-60, and project level impacts are identified on pp. 61-63 of the Initial Study. The Initial Study also notes that implementation of Mitigation Measures HM-1, HM-2, HM-3, and HM-4 would reduce impacts related to hazards (including soil contamination) to less-than-significant levels. Chapter I, Introduction, in the EIR explains the planning process as well as the EIR process in detail (see pp. 1-6).

Other issues raised during the public scoping process related to the Area Plan and implementation of the Plan, rather than physical environmental issues, such as funding availability for traffic-calming measures, availability of the City Car-Share program, and specific suggestions for development on the Muni Upper Yard parcel along San Jose Avenue. Although the EIR analyzes development on the Upper Yard parcel as part of the Area Plan's "Tier 2" development program expected to be developed between 2010 and 2025, the Upper Yard parcel is analyzed only at a program level of detail in the EIR because no specific interest has been expressed in developing this parcel at this time. Accordingly, these issues are not addressed in the EIR or Initial Study.

### III. PROJECT DESCRIPTION

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#### PROJECT OVERVIEW

The Balboa Park Station area (Project Area) is located in the southern portion of San Francisco (see Figure 1: Project Location). The Balboa Park Station (Station) is sited at a confluence of transportation facilities, including BART, Muni Metro light rail, Muni bus lines, and the Interstate 280 freeway (I-280). The *Balboa Park Station Area Plan* (Area Plan) is intended to influence various transportation infrastructure, streetscape, and open space improvements, and define zoning changes aimed at enhancing the existing neighborhood as well as potential future development in the area surrounding the Balboa Park Station and along Geneva, Ocean, and San Jose Avenues. The Area Plan also encompasses specific projects for the development of two parcels within the Project Area: the Phelan Loop Site and the Kragen Auto Parts Site. If approved, these two development projects are expected to be built in the near future (2008-2010).

The “Project Area” of the *Balboa Park Station Area Plan* is generally bounded by parcels along the northern edge of Ocean Avenue, the southern boundary of Riordan High School, Judson Avenue, and Havelock Street to the north; the northeastern edge of the City College campus, and San Jose and Delano Avenues to the east; Niagara and Mount Vernon Avenues, and parcels along the southern edges of Geneva and Ocean Avenues to the south; and Manor Drive to the west (see Figure 2: Project Area Plan).

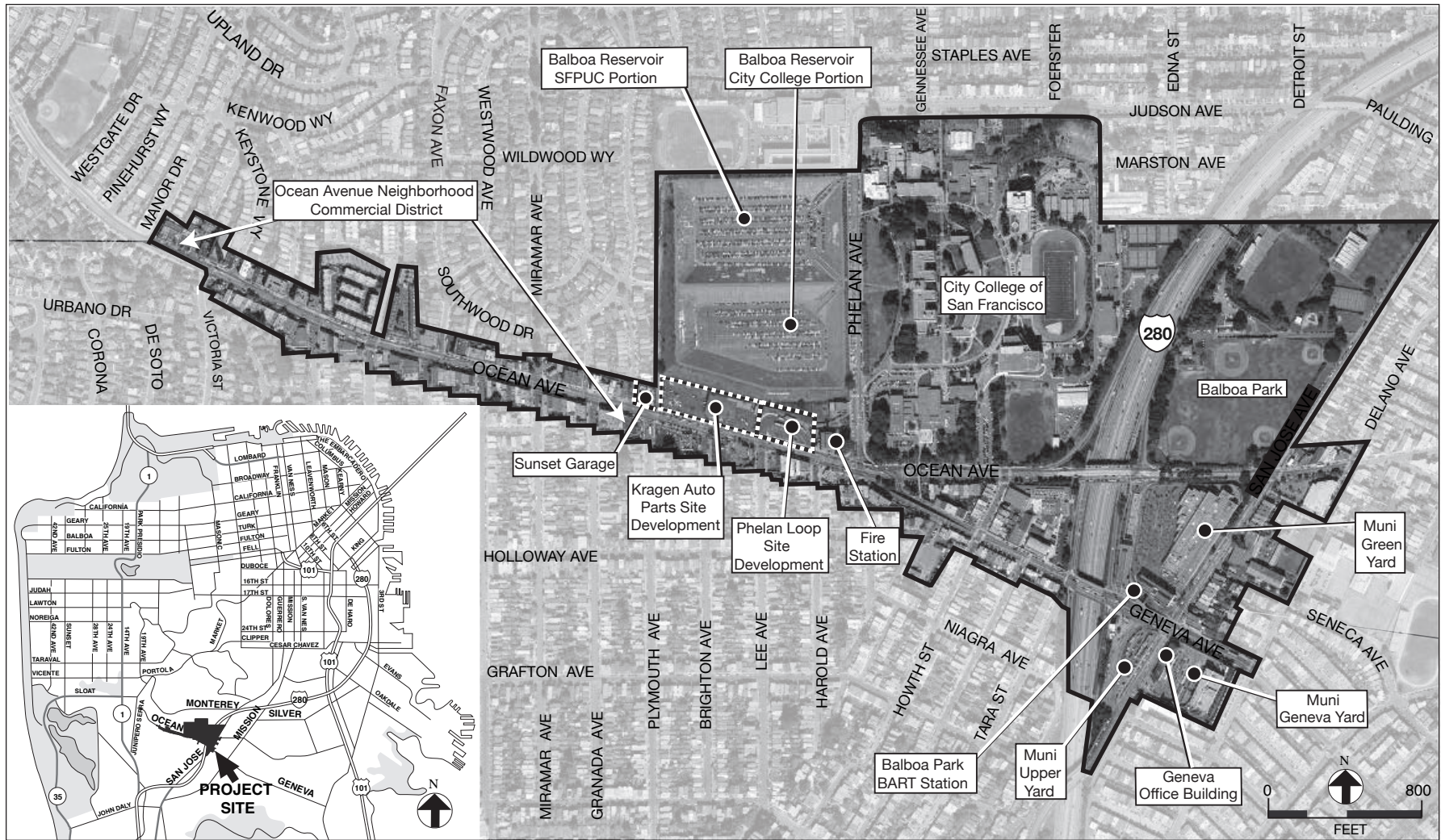
The transportation/infrastructure and public space improvements and development projects that are proposed in the Area Plan are expected to occur either in the near future (2008-2010) or within the long-term (2010-2025) timeline evaluated in this EIR. Improvements and development projects expected to be completed beyond the 20-year time frame of the EIR (beyond 2025) are considered too speculative in nature and not been included in the EIR analyses. These speculative development proposals would be subject to environmental review when specific plans for these proposals are developed.

Overall, implementation of the Area Plan would result in a net increase of about 1,780 new residential units and about 104,620 net new gross square feet (gsf) of commercial development in the Project Area by the year 2025. A net increase of about 200-250 jobs is also expected in the Project Area by the year 2025 as a result of implementation of the Area Plan.<sup>1</sup>

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<sup>1</sup> Based on the City’s average employment factor of 440 square feet (sq. ft.) per employee for new commercial development (104,620 sq. ft. divided by 440 is approximately 200-250 new employees), as used in “Balboa Park Area Plan – Summary of SFCTA Model Data” spreadsheet, prepared by Korve Engineering.





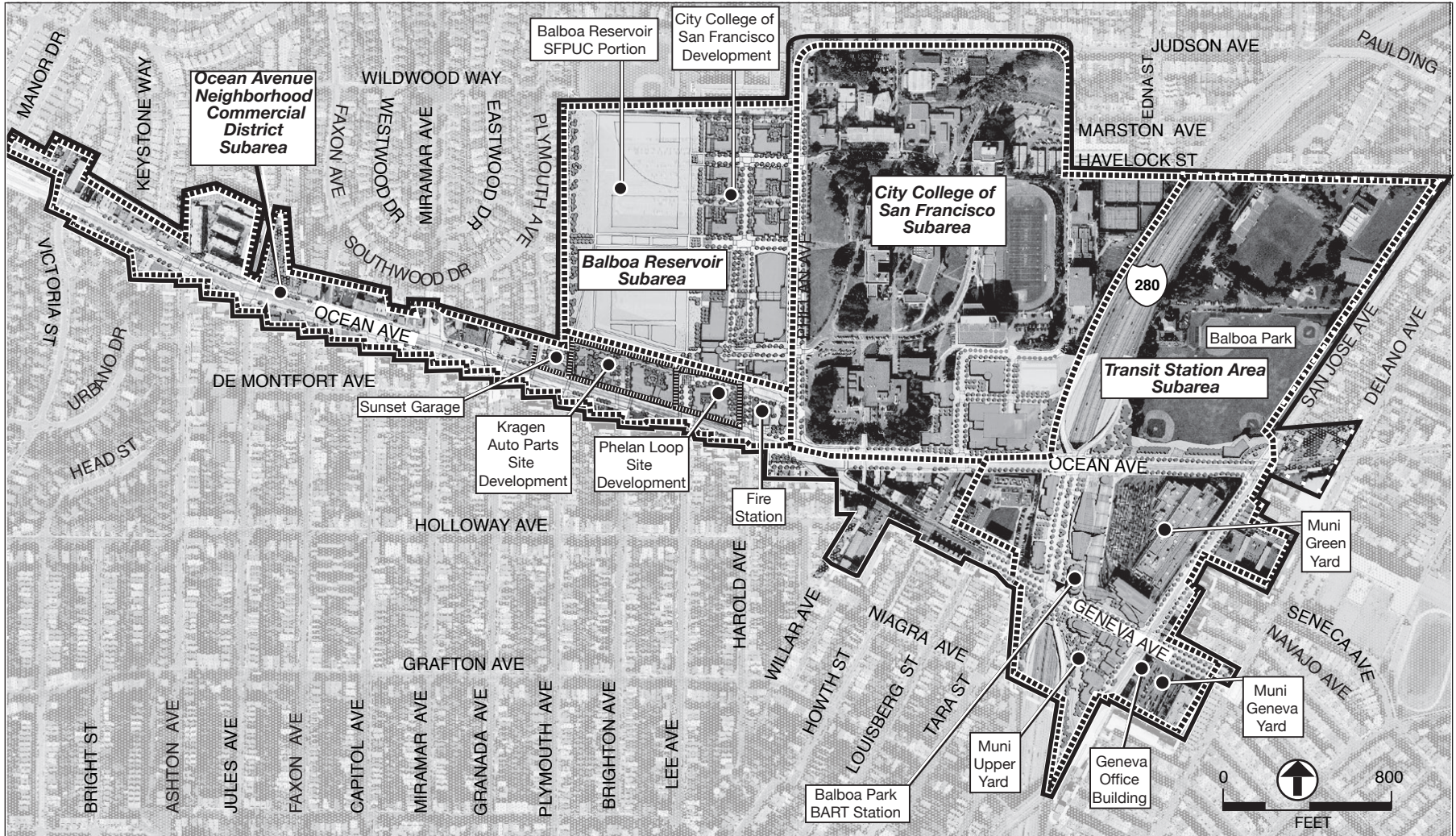
SOURCE: San Francisco Planning Department, EDAW, Turnstone Consulting

**BALBOA PARK STATION AREA PLAN EIR**

2004.1059E

**FIGURE 1: PROJECT LOCATION**





SOURCE: San Francisco Planning Department, EDAW, Turnstone Consulting

**BALBOA PARK STATION AREA PLAN EIR**

2004.1059E

**FIGURE 2: PROJECT AREA PLAN**

## PROJECT OBJECTIVES

### Program-level Objectives

The Planning Department, on behalf of the City, is the project sponsor of the *Balboa Park Station Area Plan*. According to the project sponsor, the overall objective of the project is to realize the central vision of the Area Plan, which is:

*The transformation of the currently underutilized Balboa Park Station Area into an efficient and vital transit hub that supports the development of a mix of complementary uses, including residential, retail, cultural/institutional uses and publicly-accessible open space, in the vicinity of the Station and along the nearby Geneva, Ocean, and San Jose Avenues.*

The Area Plan is a means for implementing a set of land use and zoning controls; urban design and architectural guidelines; and transportation/infrastructure, streetscape, and open space improvements that would help create a dense, vibrant transit-oriented community. The proposed controls are intended to enhance the overall urban environment and encourage new development, particularly housing and neighborhood-serving commercial uses in the Project Area.

Additional program-level objectives of the project are listed below:

- Create a livable, rejuvenated neighborhood that capitalizes on all the unique characteristics and development opportunities of the Project Area.
- Improve the overall operation of the Project Area’s multi-modal transit system, by undertaking specific transit, traffic, bicycle, and pedestrian improvements.
- Revitalize the Project Area’s public realm—street network and open spaces—to support the growth of a successful transit-oriented neighborhood, by incorporating traffic-calming strategies, tree planting, creation of parks, and other streetscape/landscape improvements.
- Integrate the underused<sup>2</sup> parcels of the Project Area as well as the City College main campus into the surrounding neighborhood and increase the mix of land uses and density of development that supports transit-oriented growth.
- Increase the community’s supply of housing by developing infill housing affordable to individuals and families of all income levels.
- Strengthen the economic base of the community by increasing neighborhood-serving retail and service businesses throughout the Project Area.
- Focus on the Project Area’s development opportunities, particularly at two development sites: the Phelan Loop and the Kragen Auto Parts Sites.
- Adopt height and bulk controls that maximize opportunities for housing development, while ensuring that new development is appropriately scaled for the neighborhood and mediated by building type, street-level activity, public views, and skyline effects.

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<sup>2</sup> Underused parcels in the Project Area are those parcels that are not developed to their maximum zoning potential.



- Allow flexibility in implementation of the Area Plan so that proposed developments can respond to market conditions over time.
- Undertake the public improvements proposed in the Area Plan in a way that is affordable to the City by employing innovative public financing tools.

#### **Objectives of the Community**

Public workshops, discussions with neighborhood groups, and other community events were organized by the Planning Department to discuss a broad range of issues related to the Project Area and the proposed Area Plan. Overall, the main objectives of the community, with respect to the Area Plan, are as follows:

- Improve transit function to better serve the surrounding neighborhoods.
- Create a safer and more pedestrian-friendly environment.
- Provide more housing opportunities for a range of income levels.
- Improve the section of Ocean Avenue around the Phelan Loop.
- Provide a wider range of neighborhood-serving commercial uses.
- Improve parking in the area.
- Create a variety of gathering places for the community.
- Provide a full range of public services for community residents.

#### **Project-Level Objectives**

##### Phelan Loop Site Development

The overall objective of the Phelan Loop Site development project is to develop a mix of residential and commercial uses, associated parking, and public open space on a site that is currently used as a Muni bus yard in the Ocean Avenue commercial corridor. Additional objectives of the Phelan Loop Site development are listed below:

- Support the City's efforts to increase the citywide supply of affordable housing units;
- Provide neighborhood-serving retail uses for residents of the surrounding neighborhoods that would connect and contribute to the quality of the retail environment of the Ocean Avenue commercial corridor;
- Provide a public plaza adjacent to the proposed new development that would contribute to an active, pedestrian-friendly street-level environment; and
- Include an adequate amount of on-site residential parking, that is, up to one parking space per residential unit.

### Kragen Auto Parts Site Development

The sponsor's overall objective for the Kragen Auto Parts Site is to develop a mix of residential and commercial uses including a grocery store, associated parking, and publicly accessible open space on a site in the Ocean Avenue commercial corridor that is used as an auto parts business and its parking lot. Additional objectives for the Kragen Auto Parts Site development project are listed below:

- - Support the City's efforts to generate additional market-rate and affordable rental housing units as required by Planning Code Section 315, the City's Inclusionary Housing Ordinance;
  - Enhance the quality of the retail environment along the Ocean Avenue commercial corridor for residents of the surrounding neighborhoods, as well as diversify the area's retail mix by developing neighborhood-serving retail uses, including a food market, on the site;
  - Provide a publicly accessible open space as part of the proposed new development that would contribute to an active, pedestrian-friendly street-level environment;
  - Provide an active and pedestrian-friendly ground-floor environment, with retail spaces, direct entrances to ground-floor residential units, and other features to enliven the development's street frontages and convey a sense of human scale at street level; and
  - Include on-site parking resources in light of demand generated by the proposed new development, including one parking space for each residential unit, and short-term parking spaces for retail uses.

### **PROJECT LOCATION**

The Balboa Park Station, located near the southern edge of the City, is surrounded by residential neighborhoods and the main campus of City College of San Francisco. Four main streets traverse the Project Area, including Geneva, Ocean, San Jose, and Phelan Avenues. The Project Area consists primarily of those parcels that front on Geneva, Ocean, and San Jose Avenues. It also includes the Ocean Avenue Neighborhood Commercial District.

### **Project Area**

As shown in Figure 1, p. 73, the Project Area encompasses the subareas described below.

#### Transit Station Neighborhood

This subarea is generally bounded by Havelock Street to the north; San Jose and Delano Avenues to the east; Niagara, Mount Vernon, and Geneva Avenues to the south; and I-280 and Howth Street to the west. The Transit Station Neighborhood subarea includes four major regional transit facilities: the Balboa Park BART Station and three Muni light rail storage and maintenance facilities, including the Green, Upper, and Geneva Yards. Portions of Ocean, Geneva, and San Jose Avenues, as well as I-280, traverse the subarea. I-280 parallels the western edge of the

BART station. Six on- and off-ramps connect I-280 in the Project Area. This subarea also includes Balboa Park, which is the largest public open space in the Project Area. The subarea is surrounded by residential neighborhoods on the north, east, south, and southwest sides, with the City College campus located to the northwest.

Balboa Park is located along the entire northern frontage of Ocean Avenue between I-280 and San Jose Avenue and extends to Havelock Street to the north. This park is under the jurisdiction of the Recreation and Park Department and includes four baseball fields, two large multi-use fields, including a soccer field, tennis courts, an indoor swimming pool, a children's play area, and other park amenities. The park is not accessible from Ocean Avenue because there is dense vegetation and fences along the Ocean Avenue frontage. A pedestrian bridge over I-280 links the park with the City College Campus. The park is otherwise cut off from the western portion of the Project Area by I-280.

#### Ocean Avenue Neighborhood Commercial District

This subarea extends along Ocean Avenue from Phelan Avenue west to Manor Drive. Ocean Avenue is the Project Area's commercial spine. It is characterized by one- to four-story structures; most of these structures are either entirely occupied by neighborhood-serving commercial uses or by multi-family residential uses above ground-floor neighborhood retail spaces. Some light industrial/automotive uses and cultural/institutional uses (churches) can also be found in this subarea. Muni Metro's K-Ingleside light rail line runs along Ocean Avenue and connects the Ocean Avenue corridor to downtown San Francisco.

The neighborhood commercial nature of the Ocean Avenue corridor changes between Phelan and Plymouth Avenues along the north side of the street and is replaced by large lots that are either vacant or are occupied by public utility services and auto-oriented uses: the fire station at the intersection of Phelan and Ocean Avenues, an undeveloped parcel that currently serves as a Muni bus turn-around and layover area, a parcel occupied by a one-story auto parts store with surface parking, and the vacant Sunset Garage parcel at the intersection of Plymouth and Ocean Avenues, which is reserved for future development of the Ingleside Branch Library.

#### City College

This subarea includes the main campus of the City College of San Francisco. It is located east of the Ocean Avenue Neighborhood Commercial District, along the north side of Ocean Avenue. The campus is generally bounded by residential neighborhoods to the north, I-280 to the east, Ocean Avenue to the south, and Phelan Avenue to the west. Phelan Avenue is the main access route to City College. Most on-campus facilities are set away from public streets. The City

College campus is included in the boundaries of the Area Plan, although the college is not under the City's jurisdiction and has recently completed its own master plan and EIR.<sup>3</sup>

#### Balboa Reservoir Site

This is an approximately 25-acre empty reservoir site located along the west edge of Phelan Avenue across from the City College campus, bounded by Riordan High School to the north, the Westwood Park residential neighborhood to the west, and the Ocean Avenue Neighborhood Commercial District to the south. The reservoir site is 35 feet below the existing street grade of Phelan Avenue. It is divided into two basins. In the past, the two basins were separated by an east-west oriented berm; however, this berm has been removed. Both basins are paved with asphalt. The San Francisco Public Utilities Commission (SFPUC) owns the north basin, while City College owns the south basin. The north basin is currently used as a surface parking lot for City College, with some overflow parking provided in the south basin. The SFPUC and City College are considering constructing a north-south oriented berm at the reservoir site in order to divide it into east and west basins. Under this proposal, the west basin would remain a potential reservoir owned by the SFPUC, while the east basin would be owned by City College and developed with classroom, administrative, and other college buildings in accordance with its master plan. If the SFPUC were to decide that the west basin is not needed for water storage and declare it to be surplus property, the west basin would be used for residential and open space development in the future.

#### **Development Project Sites**

The Project Area includes two project specific development sites, to be evaluated in detail in the EIR. These two sites are located along the north side of Ocean Avenue between Phelan and Plymouth Avenues. As shown in Figure 1, p. 73, these two sites are situated adjacent to each other in the eastern portion of the Ocean Avenue Neighborhood Commercial District subarea. The proposed development of these sites is described later in this chapter.

#### Phelan Loop Site

This proposed development site is bounded by the southern boundary of Balboa Reservoir site to the north, a fire station to the east, Ocean Avenue to the south, and the Kragen Auto Parts store to the west. The Phelan Loop Site is a City-owned property currently used as a Muni bus turn-around and layover area.

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<sup>3</sup> City College of San Francisco Board of Trustees certified the Final EIR and approved the CCSF Master Plan in June 2004.

#### Kragen Auto Parts Site

This development site is bounded by the southern boundary of Balboa Reservoir site to the north, the Phelan Loop Site to the east, Ocean Avenue to the south, and the currently undeveloped Sunset Garage parcel to the west. This privately owned development site is currently occupied by a one-story auto parts store with surface parking.

#### **PLAN OVERVIEW**

The *Balboa Park Station Area Plan* is a policy document that presents an overall concept for enhancing the existing Project Area as well as encouraging infill development on sites within the Project Area. The Area Plan includes community-centered parking policies, traffic-calming, and street-tree programs to improve the Project Area. It proposes specific Planning Code changes related to zoning and height and bulk controls, as well as establishes general land use controls; urban design and architectural standards and guidelines; and transportation infrastructure, public streets network, and open space improvements for the Project Area. The Area Plan also includes proposals for limited amounts of mixed-use, transit-oriented development, mostly on underused parcels in the Project Area. Established residential neighborhoods are not included within the boundaries of the Area Plan; therefore, no change in land use or zoning controls is proposed in these areas.

#### **Key Strategies for Realization of Area Plan**

The Plan's policy framework is oriented around the following 11 key strategies:

1. Re-design the Project Area streets, particularly main streets such as Geneva, Ocean, San Jose, and Phelan Avenues, to emphasize their multi-purpose character as pedestrian-friendly civic spaces and multi-modal movement corridors.
2. Create a cohesive system of publicly-accessible open spaces throughout the Project Area and re-define Balboa Park edges to better connect the park with surrounding neighborhoods.
3. Encourage new mixed-use infill development with an emphasis on housing near the Project Area's commercial spine along Ocean Avenue and surrounding the transit hub.
4. Create a well-designed built environment that provides an attractive setting for community living.
5. Improve the functioning of Balboa Park Station as a regional transit hub so that it efficiently accommodates BART, Muni light rail and buses, bicycles, taxis, automobile drop-off and pick-up, and pedestrians.
6. Implement balanced parking policies to support livable neighborhoods and transit-oriented development.
7. Revitalize the Ocean Avenue Neighborhood Commercial District such that it adequately meets the retail and service needs of the surrounding neighborhoods.



8. Ensure that the existing City College main campus and future expansions are well integrated with the rest of the Area Plan subareas.
9. Realize the development potential of the publicly-owned Balboa Reservoir property in a manner that best benefits the adjacent neighborhoods as well as the City, and the region as a whole.
10. Enrich the Project Area with public art through implementation of a well-coordinated arts program.
11. Protect and enhance the neighborhoods in the vicinity.

The transportation/infrastructure and public space improvements, as well as development projects proposed in the Area Plan that are expected to be completed within the 20-year time frame of the EIR (through 2025), have been analyzed in this EIR. Improvements and development projects expected to be completed beyond the 20-year time frame of the EIR (beyond 2025) are considered too speculative in nature and have not been included in the EIR's technical analyses. These speculative development proposals would be subject to environmental review when and if specific plans for these proposals are developed.

#### **AREA PLAN COMPONENTS**

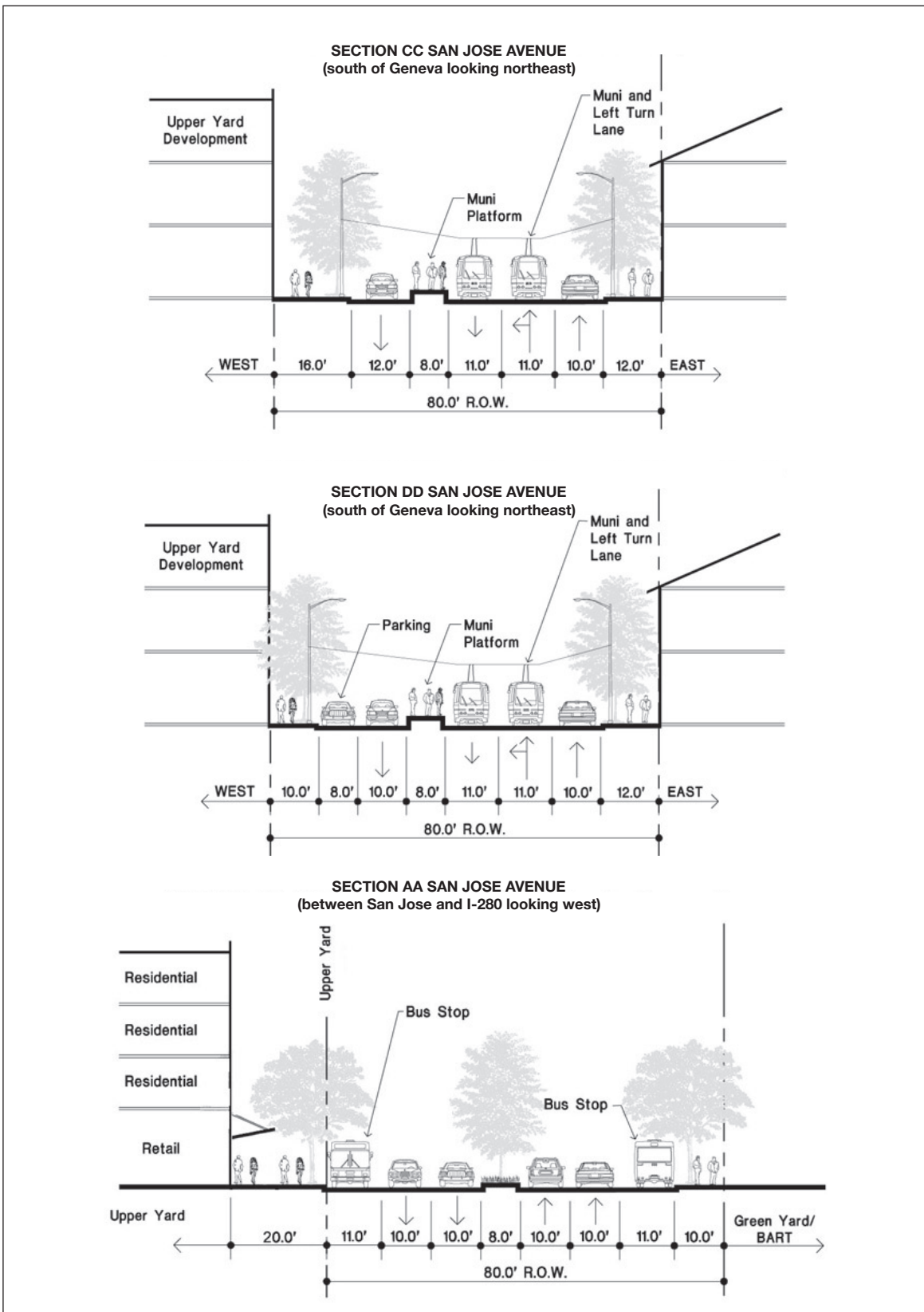
Implementation of the *Balboa Park Station Area Plan* would require certain physical improvements, including street network changes, transportation and infrastructure changes, and open space improvements. In addition, the Area Plan would also require certain changes to existing land use controls and height limits. These program-level Area Plan components are discussed below.

##### **Street Network Changes**

The Area Plan includes standards and guidelines for redesigning segments of Geneva, San Jose, Ocean, and Phelan Avenues, constructing some street extensions, and providing some transit-only lanes. The proposed street network changes would remain generally the same as described in the Area Plan. However, subsequent to the publication of the Area Plan, one street network change involving the reconfiguration of Phelan Avenue north of Ocean Avenue was added to the Area Plan. Further, one street network change involving the provision of transit-only lanes on Ocean Avenue was deleted subsequent to publication of the NOP/Initial Study. These two revisions to the Area Plan are described on p. 86.

The proposed street network changes include the following:

- (i) Redesign Geneva Avenue between San Jose Avenue and I-280 as a gateway to the Transit Station Neighborhood (see Figure 3: Geneva Avenue and San Jose Avenue - Proposed Reconfigurations). Geneva Avenue must accommodate large volumes of



SOURCE: San Francisco Planning Department, EDAW, Turnstone Consulting

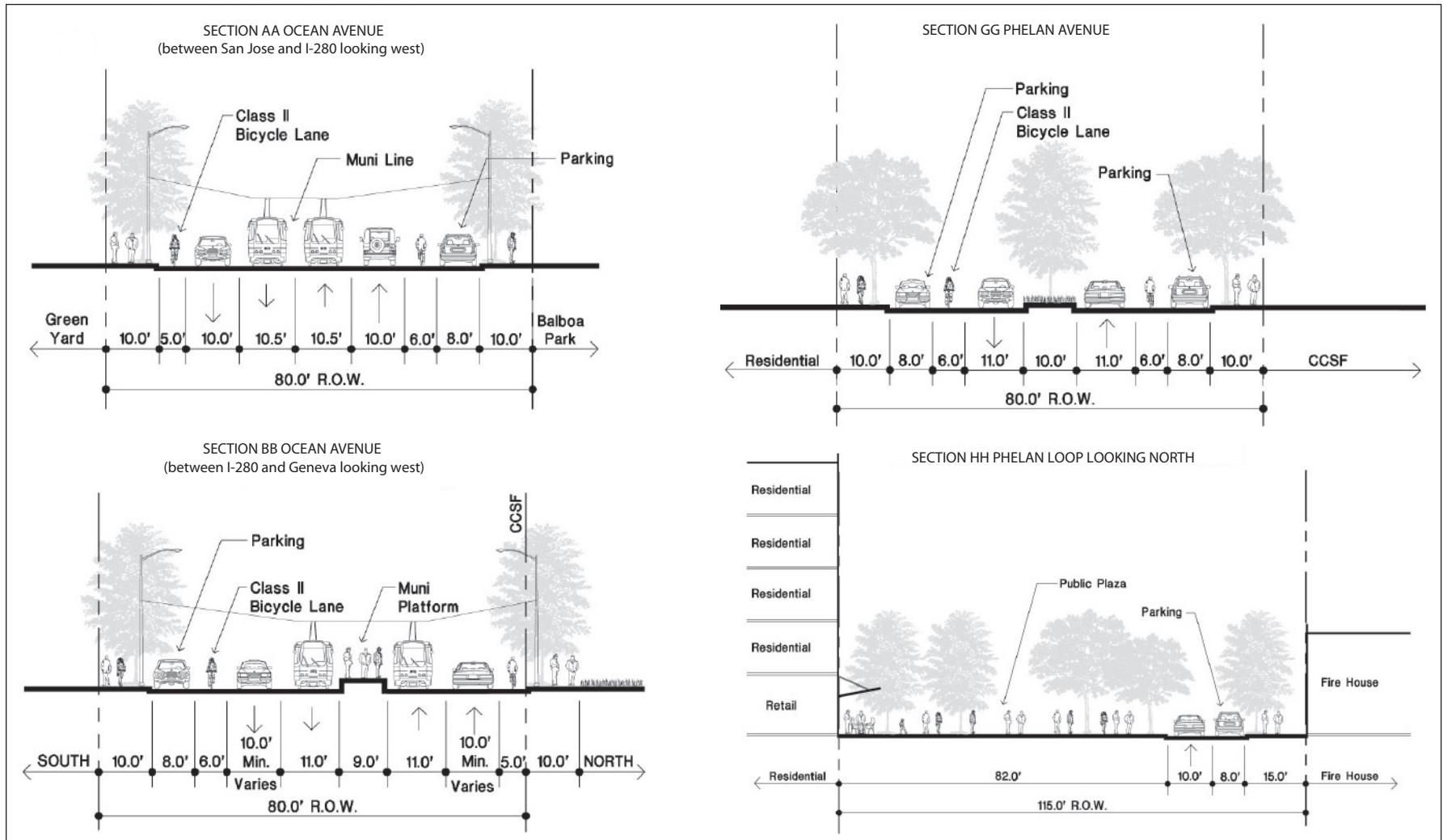
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**FIGURE 3: GENEVA AVENUE AND SAN JOSE AVENUE PROPOSED RECONFIGURATIONS**

through automobile traffic, bus loading/unloading, and passenger drop-offs and pick-ups, while providing a pedestrian-friendly environment. Specific changes along this section of the street include the following:

- The length of bus loading zones would be increased and sidewalks would be widened on both sides of the street.
  - Dedicated passenger drop-off areas separate from bus loading zones would be provided.
  - A central landscaped median would be added as a traffic-calming measure.
  - Curb bulb-outs would be added at the intersection of Geneva and San Jose Avenues to improve pedestrian safety.
  - Upon future construction of the Single Point Urban Interchange and freeway deck over I-280 between Geneva and Ocean Avenues, passenger drop-off areas and some bus stops would be relocated to the freeway deck road.
- (ii) Redesign San Jose Avenue between Ocean and Geneva Avenues (see Figure 3: Geneva Avenue and San Jose Avenue - Proposed Reconfigurations, p. 82). Specific changes along this section of the street include the following:
- The western sidewalk south of Geneva Avenue would be widened to better serve an existing high-activity bus stop.
- (iii) Redesign Ocean Avenue between San Jose Avenue and I-280 and between I-280 and Geneva Avenue, respectively (see Figure 4: Ocean Avenue and Phelan Avenue - Proposed Reconfigurations, on p. 84). Specific changes along these sections of the street include the following; however, the design of Ocean Avenue to accommodate bicycle lanes would be determined following completion of the San Francisco Bicycle Plan EIR, currently being prepared by MTA:
- Dedicated bicycle lanes would be added between San Jose and Harold Avenues to facilitate bicycling to City College and the Ocean Avenue Neighborhood Commercial District.
  - A central landscaped median would be added as a traffic-calming measure as far east as San Jose Avenue.
  - The existing Muni Metro K-line platforms under the overpass would be relocated to Howth Street to serve the new City College facilities and Lick-Wilmerding High School. (See Figure 5: Proposed Transit Reconfiguration, p. 85)
  - The intersection of Ocean, Phelan, and San Jose Avenues would be modified to accommodate bicycle lanes through to Harold Avenue, where bicyclists can continue west on Holloway Street.
  - Crossing distances along Ocean, Phelan, and San Jose Avenues would be shortened and turning radii for automobiles would be tightened to improve pedestrian safety.

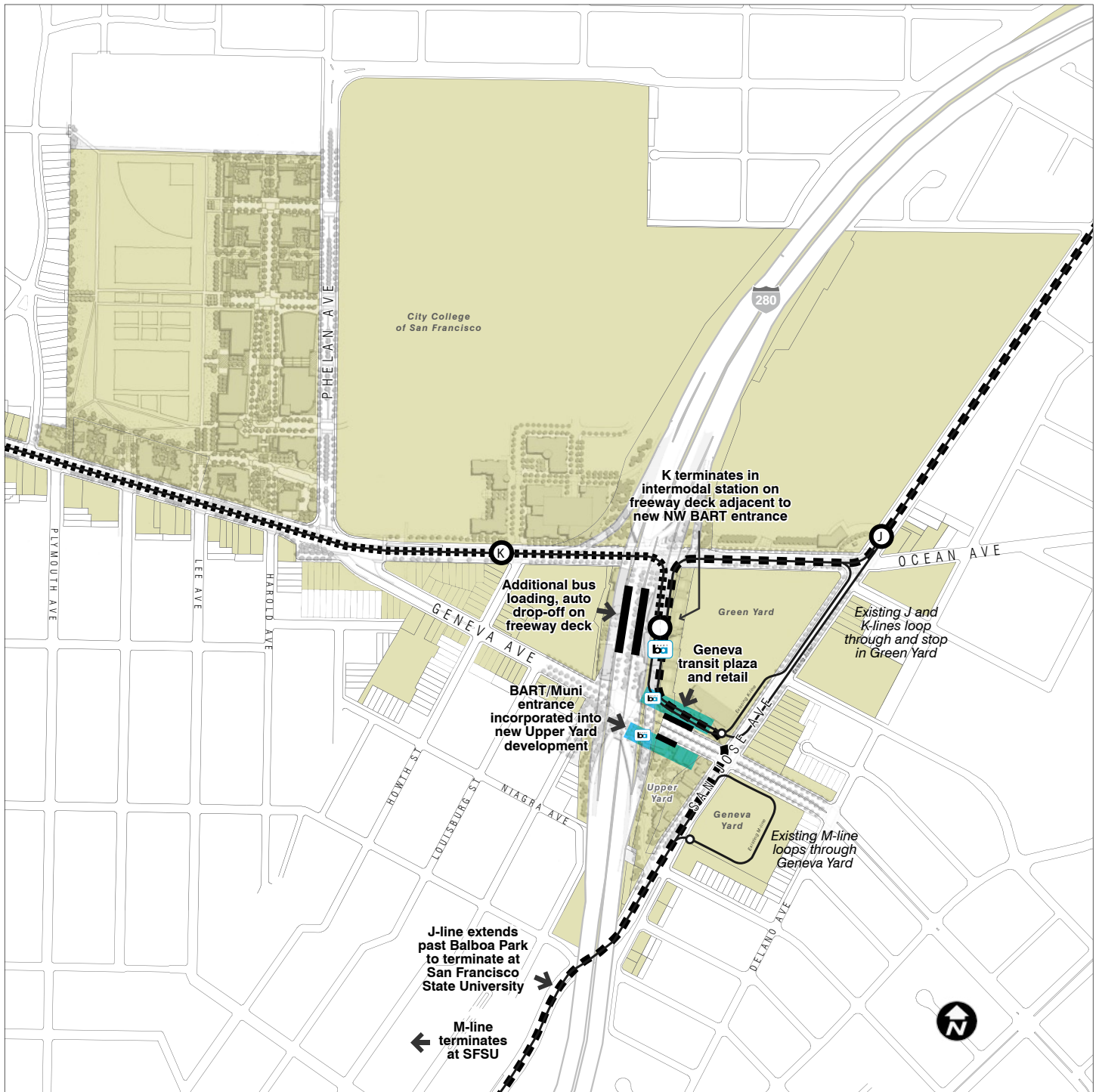


SOURCE: San Francisco Planning Department, EDAW, Turnstone Consulting

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**FIGURE 4: OCEAN AVENUE AND PHELAN AVENUE PROPOSED RECONFIGURATIONS**



Sources: Balboa Park Station Area Plan, San Francisco Planning Department, EDAW, Turnstone Consulting, MTA 2008

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**FIGURE 5: PROPOSED TRANSIT RECONFIGURATION**

- (iv) Redesign Phelan Avenue between Judson and Ocean Avenues (see Figure 4). Specific changes along this section of the street include the following; however, the design of Phelan Avenue to accommodate bicycle lanes would be determined following completion of the San Francisco Bicycle Plan EIR, currently being prepared by MTA:
  - Two center lanes would be removed, reducing the number of automobile travel lanes from four to two.
  - Dedicated bicycle lanes would be added.
  - A central landscaped median that allows certain left-turn pockets would be added.
  - The channelized right-turn lanes for right turns at the intersection of Phelan and Ocean Avenues would be eliminated to shorten pedestrian crossing and improve pedestrian safety.
- (v) Extend certain streets north of Ocean Avenue. The following changes are proposed:
  - Brighton, Lee, and Harold Avenues, which currently terminate at Ocean Avenue, would be extended north across Ocean Avenue up to the southern edge of the Balboa Reservoir parcel.
  - Harold Avenue would be extended, but as a bus-only road that would be a part of the new Muni loop to replace the existing turnaround area that is proposed for development. There would be no east-west road for vehicles connecting the extensions of Lee and Harold Avenues, though pedestrian access between Lee and Harold Avenues would be maintained. A small stub of an east-west road may be provided behind the Phelan Loop building to access a parking garage in that building.

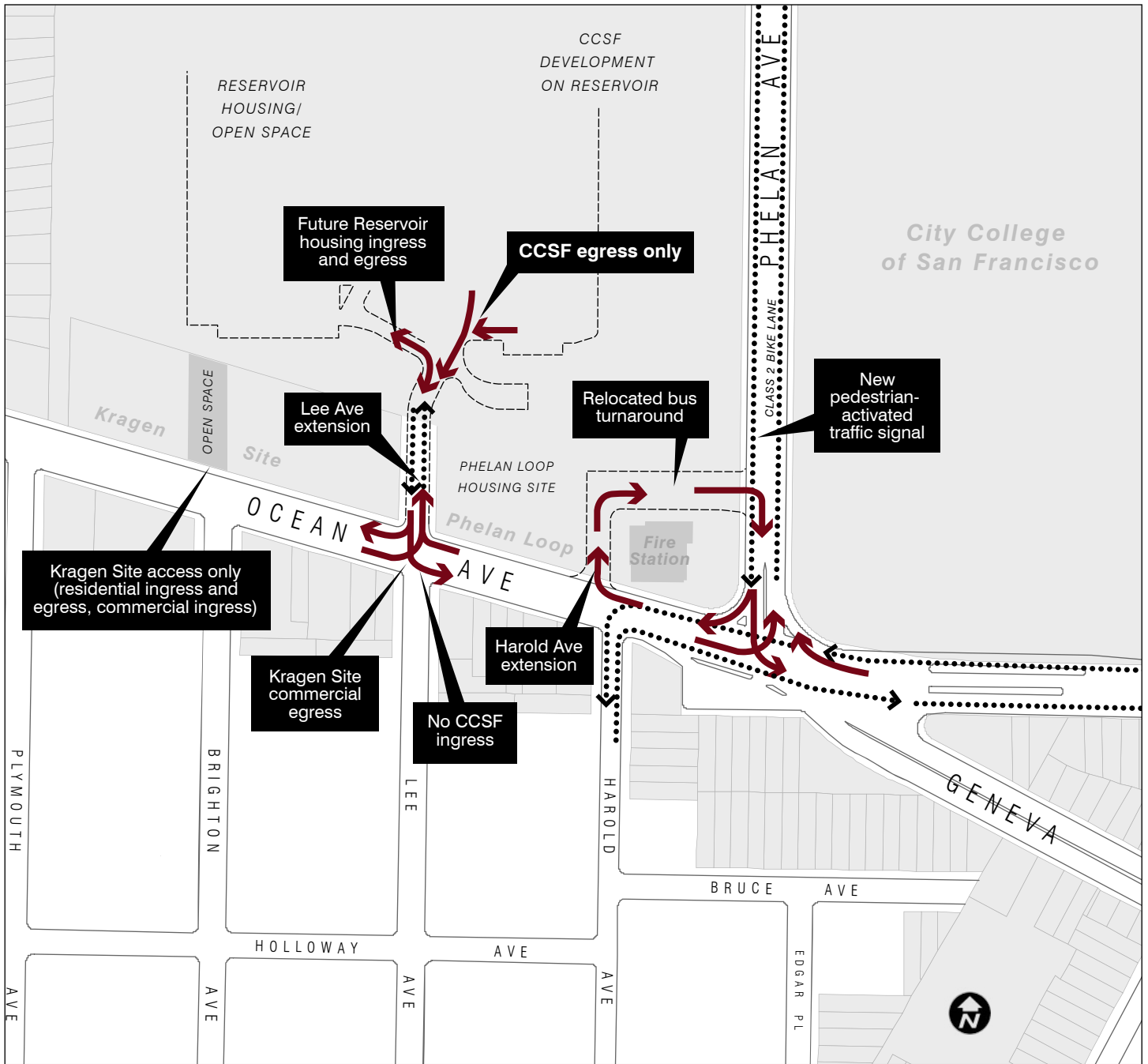
The following street network change was added to the proposed project after publication of the Area Plan:

- (vi) Change the configuration of Phelan Avenue north of Ocean Avenue for the relocated bus turnaround, so that the bus entrance would be from Ocean Avenue and the buses would exit to Phelan Avenue, and add a new pedestrian-activated traffic signal at the intersection of Phelan Avenue and Cloud Circle.<sup>4</sup> (See Figure 6: Proposed Reconfiguration of Phelan Avenue North of Ocean Avenue.) This street network change is included in the EIR analysis of the Area Plan.

Based on preliminary transportation analyses, the street network changes involving the elimination of two of the four automobile travel lanes to provide for dedicated light rail lanes on Ocean Avenue between Phelan Avenue and Manor Drive were removed from the Area Plan subsequent to the publication of the NOP/Initial Study.

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<sup>4</sup> A bus-only signal at the new bus exit would be connected to the pedestrian-activated traffic signal at Phelan Avenue/Cloud Circle, so that the buses can activate the signal when exiting the bus loop.



Source: San Francisco Planning Department



- Vehicle Circulation
- Bike Lane

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**FIGURE 6: PROPOSED RECONFIGURATION OF PHELAN AVENUE NORTH OF OCEAN AVENUE**

Lee Avenue Connection to CCSF Variant<sup>5</sup>

City College of San Francisco (CCSF) is considering a variant to the street network that would extend Lee Avenue into the reservoir site to provide access to new campus uses that would be developed as part of the CCSF Master Plan. This variant to the street network could also connect the new campus buildings to the Ocean Avenue Neighborhood Commercial District. This roadway extension would have one traffic lane in each direction; however, no on-street parking would be provided. This configuration will be analyzed as a variant to the proposed street network changes. The Lee Avenue Connection to CCSF Variant would be initiated as a separate project by CCSF if the college decides to pursue this option.

**Transit Facility Changes**

The proposed transit facility changes, discussed below, remain generally the same as described in the Area Plan. (See Figure 5, p. 85.)

- (i) Reconfigure streetcar and bus stops at the Balboa Park BART Station. The following changes are proposed:
  - The Muni Metro M-line would continue to end at the Balboa Park BART Station until development occurs on the Upper Yard site. If the MTA plan goes forward, the M line would terminate at San Francisco State University rather than at the Balboa Park BART Station Upper Yard. The Muni J-line would be extended to meet the M-line at San Francisco State University.
  - The existing Muni K-line platform on Ocean Avenue underneath the footbridge would be demolished (though the footbridge itself would remain) and a new K-line platform would be created at the intersection of Ocean and Howth Avenues. (See Figure 5, p. 85.)
  - Upon future construction of the freeway deck over I-280 between Geneva and Ocean Avenues, Muni Metro K-line would make a right-turn from Ocean Avenue onto the freeway deck to terminate at a new stop on the deck, to the west of the BART station. Similarly, the J-line would travel further west on Ocean Avenue and make a left-turn onto the new freeway deck to terminate at the new stop on the deck. The J- and K-lines would each have their own dead-end tracks on the freeway deck. New pedestrian entrances would be provided on the west side of the existing BART station, to facilitate the connection between the new J- and K-line stops and the BART station. A new bus transfer center would be constructed on the freeway deck, adjacent to the new J- and K-line stops. Since the freeway deck would be constructed by Caltrans on Caltrans property and no funding has been identified, the

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<sup>5</sup> To distinguish the two separate street network changes, hereinafter, the “Lee Avenue Extension” refers to the extension of Lee Avenue proposed by the Area Plan that terminates at the southern boundary of the Balboa Reservoir site; and the “Lee Avenue Connection to CCSF Variant” refers to the extension of Lee Avenue onto the Balboa Reservoir property on the CCSF campus.



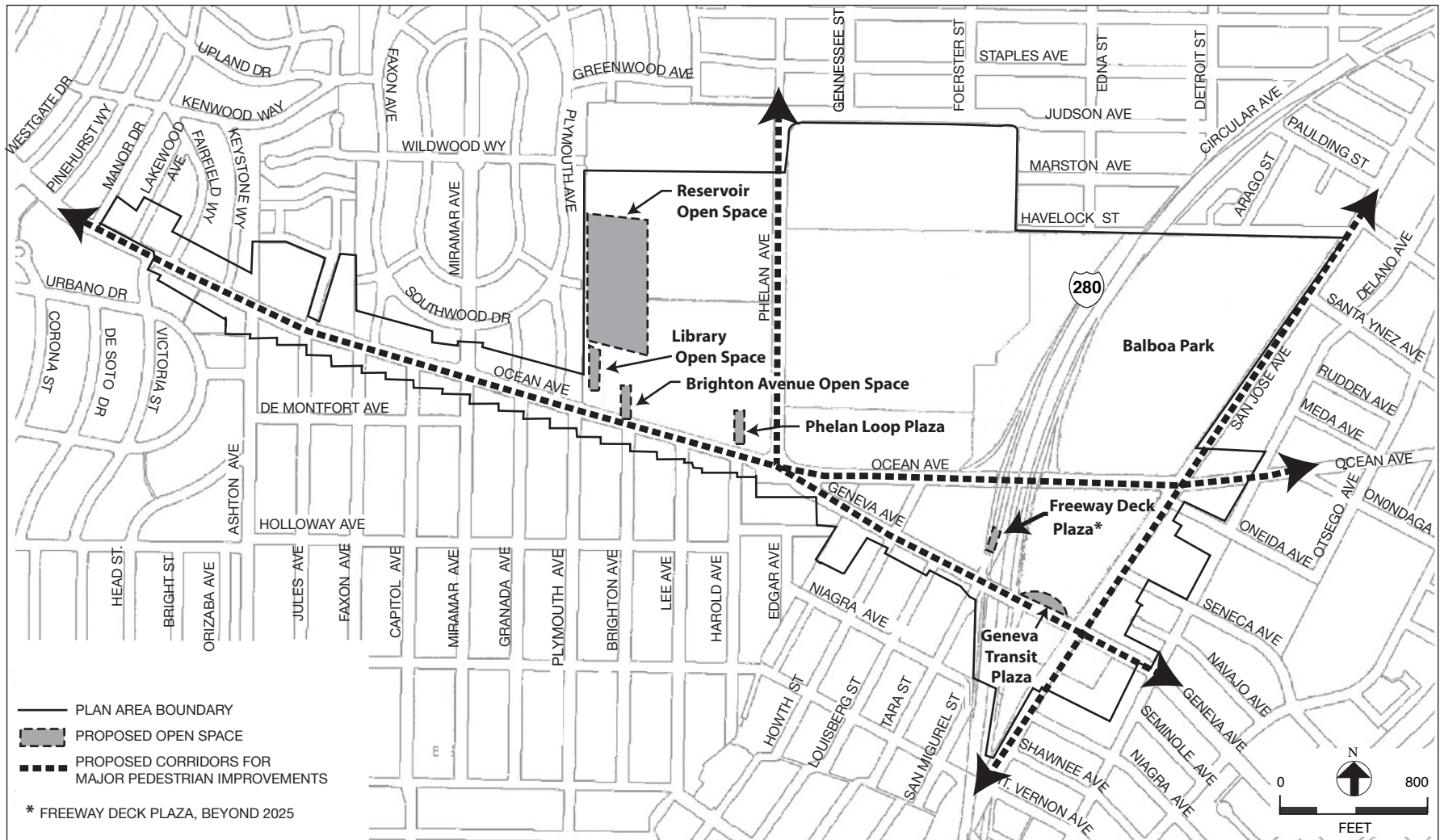
freeway deck and related transit facility changes are not analyzed at a project level in the EIR.

- (ii) Reconstruct the station facility, which would enable BART and Muni Metro lines to function together in an efficient manner, with improved internal circulation and addition of an Ocean Avenue entrance. This would require the following improvements:
  - BART tracks and platforms would remain in their existing locations. The existing mezzanine level would be elongated and a new street-level concourse with Muni light rail tracks and platforms would be added to the west of the BART tracks. All of this would possibly be enclosed by a new structure. Since the Muni light rail tracks and platforms would be constructed by Muni on Muni property and no funding has been identified, these Muni facility changes are not analyzed at a project level in the EIR.
  - Improved passenger access routes would be provided from the station to the Muni Metro M-line through the redesigned Geneva Plaza on the Green Yard, and from the southern BART portal connection to a new transit waiting area on the Upper Yard.
- (iii) Improve the existing bus stop area on the north side of Geneva Avenue, between I-280 and San Jose Avenue, and create a pedestrian plaza. Alternatively, a new bus transfer area would be constructed on top of the freeway deck.
- (iv) Reconfigure the existing Muni bus layover facility at the Phelan Loop Site so that it would circle around the existing fire station at the intersection of Phelan and Ocean Avenues. This change would allow redevelopment of the Phelan Loop Site. Specifically, the following changes are proposed:
  - The Muni bus layover facility would be relocated north of the existing fire station.
  - The existing alley behind the fire station would be widened to 56 feet to allow for a bus loading and pick-up area, including new sidewalks and bus loading islands.

#### **Changes to Existing Open Space and Proposed New Open Spaces**

The Area Plan includes provisions that create a system of neighborhood open spaces, including active, passive, and informal gathering areas that would contribute to the overall neighborhood character. Balboa Park edges along Ocean and San Jose Avenues are proposed to be redesigned to make them more visually permeable as well as provide better physical and visual connections between the park and the surrounding residential neighborhoods. In addition, smaller publicly accessible neighborhood and transit-oriented parks, plazas, and children's playground would be created, particularly in the Transit Station Neighborhood and Ocean Avenue Neighborhood Commercial District subareas.

The Area Plan includes the introduction of six new open spaces—Geneva Transit Plaza, Freeway Deck Plaza, Phelan Loop Plaza, Balboa Reservoir site open space, Brighton Avenue open space, and the Library open space. (See Figure 7: Existing and Proposed Open Spaces in Plan Area.) The Freeway Deck Plaza would be developed above the new freeway deck; however the development program for buildings and public open space for the freeway deck is undetermined at present and they are expected to be developed beyond the 20-year time frame of the current



SOURCE: San Francisco Planning Department, EDAA, Turnstone Consulting

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**FIGURE 7: EXISTING AND PROPOSED OPEN SPACES IN PLAN AREA**

environmental review. Geneva Transit Plaza is proposed on the north side of Geneva Avenue between San Jose Avenue and I-280. Phelan Loop Plaza is proposed adjacent to the proposed new Phelan Loop Site development; this plaza may be acquired by the Recreation and Park Department. Reservoir Open Space is planned as part of the Balboa Reservoir area development. Brighton Avenue Open Space is proposed at the end of Brighton Avenue. The proposed Library open space would be publicly accessible open space provided as part of the future 7,000-sq.-ft. Ingleside Branch Library development approved for the vacant Sunset Garage parcel.<sup>6</sup>

#### **Urban Design and Architectural Guidelines**

The Area Plan contains a general set of urban design and architectural guidelines which would apply to all improvements in the Project Area, as well as more specific guidelines for many of the key development sites. These guidelines are described below:

- (i) Design guidelines for Project Area streets, including guidelines for:
  - Designing multi-modal streets, in accordance with the principles of the City’s Better Streets and Transit-First policies.
  - Designing streets as civic open space.
  - Providing adequate sidewalk width, street trees, curb-side parking and curb cuts, pedestrian-scaled street lighting, and places to sit, rest, and linger. Designing safe pedestrian crossings.
  - Separating pedestrian traffic and vehicular traffic on busy streets.
  - Providing wayfinding signage.
  - Providing other street furniture, including bollards, newsracks, and bicycle racks.
  - Ensuring proper design and placement of utility boxes.
- (ii) Design guidelines for Project Area open spaces and plazas, including guidelines for:
  - Providing active open space.
  - Creating open spaces with a sense of scale.
  - Designing open space entrances and edges.
  - Using “found space,” such as the land around irregular intersections and utility easements and widened sidewalks, as public open space.
  - Ensuring new open spaces are linked to the street system.
  - Ensuring visual linkage between open space and surrounding streets and adjacent properties.

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<sup>6</sup> Environmental review was completed for the library, including its open space, and is expected to be constructed whether or not the Area Plan is adopted.

- Requiring the provision of open space as part of new developments in the Project Area.
- (iii) Design standards and guidelines related to enhancing the public spaces in the Project Area, which include:
- Creating strong physical and visual links between the Transit Station Neighborhood and the Ocean Avenue Neighborhood Commercial District.
  - Emphasizing the landmark importance of the transit station and recognizing its importance in the Project Area's landscape.
  - Connecting isolated sections of the Project Area with new mixed-use infill buildings.
  - Ensuring a rich and active pedestrian realm, particularly along neighborhood commercial streets.
  - Employing traditions of building massing, articulation, and architectural features prevalent in the area and the City for new development in the Project Area.
  - Adopting height and bulk controls that maximize opportunities for housing development while ensuring that new development is appropriately scaled for the neighborhood.
  - Ensuring new development contributes to and enhances the best characteristics of the Project Area.
- (iv) Design standards and guidelines for construction of new development that address two main areas of building design: (A) massing and articulation, and (B) treatment of ground floors – general guidelines as well as specific guidelines applicable to development on commercial streets such as Ocean, San Jose, and Geneva Avenues. Ground floor design guidelines would be further specified by type of street that the building faces.

(A) Building massing and articulation standards and guidelines:

- Extending the city street network and creating human-scaled development blocks.
- Discouraging parcel consolidation to preserve the fine-grained scale of the neighborhood. Lots greater than 7,500 sq. ft. or with street frontage greater than 60 feet would not be permitted. Parcel consolidation would continue to be allowed with a Conditional Use authorization (CU); however, consideration of the CU would be governed by policies in the Area Plan.
- Requiring all new development to have a maximum horizontal plan dimension of 110 feet and a maximum diagonal of 125 feet.
- Building the majority of development up to the edge of public rights-of-way.
- Requiring windows above the ground floor to be recessed at least two inches from the exterior wall surface.
- Requiring parking in new development to be within the building and screened by other uses.
- Requiring public-facing building façades to be articulated with fine-grained incremental elements.

- Requiring building elements and architectural expressions such as towers, special entries, or cupolas to be used strategically at key locations, such as at street intersections and near important public spaces.
- Requiring new buildings to include a clearly defined base, middle, and roof or cornice.
- Including three-dimensional detailing, such as bay windows, cornices, belt courses, window moldings, and reveals, on building façades to create shadows and depth.
- Using high-quality building materials for all visible façades, including stone, masonry, wood, pre-cast concrete, and high-grade traditional “hard coat” stucco.
- Providing active open space.
- Creating open spaces with a sense of scale.
- Designing publicly accessible open spaces with well-defined entrance and edge conditions.
- Ensuring new open spaces are linked to the street system.
- Ensuring visual linkages between open space and surrounding streets and adjacent properties.
- Requiring the provision of open space as part of new developments in the Project Area.

(B.1) General standards and guidelines for the treatment of the ground floor of new buildings:

- Encouraging primary building entries to be set back, though no more than five feet from the street-facing façade.
- Encouraging primary building entries to be no wider than 15 feet at the façade per individual entry.
- Prohibiting surface parking lots between the sidewalk and the front of buildings.
- Prohibiting parking within 25 feet of the sidewalk for parcels with over 25 feet of street frontage. However, residential parking that is constructed five feet below grade would not be required to be set back from the sidewalk, provided it is fully screened and not visible from the sidewalk.
- Limiting garage entries and blank walls at the ground level to no more than 30 percent of the width of the ground level. Garage entries would in no case be limited to less than 10 feet. No façade may feature garage entries that are more than 20 feet in width.
- Encouraging the use of projections, recesses, materials, and color to emphasize pedestrian entries and architectural features and de-emphasize garage entries and parking.
- Encouraging ground-floor residential units to be at least three feet above sidewalk level, in order to ensure window sills of these units are above pedestrian eye level to preserve residential privacy.

- Requiring lower level residential units to be independently accessible from the sidewalk instead of from common lobbies.

(B.2) Specific standards and guidelines for the treatment of the ground floor of new buildings located on commercial streets:

- Requiring all ground-floor commercial uses to be independently accessible from the sidewalk at grade level with no up or down steps.
- Requiring retail frontages to be no less than 60 percent fenestrated; of the 60 percent required to be fenestrated, 75 percent must be transparent.
- Requiring all ground floors to have at least 12-foot clear ceiling heights.
- Requiring horizontal articulation between the ground and second floors.
- Requiring off-street parking, if provided, to be accessed via side streets or alleys. Off-street parking, including parking above the ground floor, would also be required to be set back at least 25 feet from any street-facing property line.
- Prohibiting new curb cuts for parking access on Ocean Avenue between San Jose Avenue and Manor Drive.

### **Changes to Land Use Policies**

Existing land use policies for the Project Area would continue to apply, except as specifically enumerated in the Area Plan. These policies are listed below:

In order to encourage the development of mixed-use infill housing, the Area Plan calls for establishing the following new policies:

- Encourage residential uses as a primary component in all new development.
- Give consideration to development of affordable housing on publicly-owned sites, and produce housing for a variety of household sizes and income levels and for a mix of rental and ownership housing.
- Eliminate dwelling unit density maximums on development parcels.
- “Unbundle” parking costs from rental or for-sale housing prices in new residential development.

In order to encourage the development of new commercial and residential uses in the Ocean Avenue Neighborhood Commercial District, the Area Plan calls for establishing the following new policies:

- Encourage new mixed-use infill development, while maintaining the district’s fine-grained character.
- Redevelop the parcels around the Phelan Loop area, located along the north side of Ocean Avenue between Phelan and Plymouth Avenues and introduce new mixed-use development into this area.

In order to create an active mixed-use neighborhood around the Transit Station, the Area Plan calls for establishing the following new policies:

- Introduce new transit-oriented, mixed-use development on opportunity sites in the Transit Station Neighborhood.
- Establish residential and retail uses as the principal uses, and allow for provision of some cultural/institutional uses.
- Maximize development density, particularly for commercial development, while responding sensitively to the neighborhood context.

In order to protect existing housing in the Project Area, the Area Plan calls for establishing the following new policies:

- Maintain a presumption against the loss of existing housing units. Development proposals that entail demolition of existing units but would result in a net addition to the number of housing units in the area would be considered on a case-by-case basis.
- Assist lower-income homeowners in making housing improvements.

In order to avoid off-street parking on mid-block parcels on main streets, new curb-cuts for parking access and garages would be prohibited on Ocean, San Jose, and Geneva Avenues.

#### **Changes to the Planning Code**

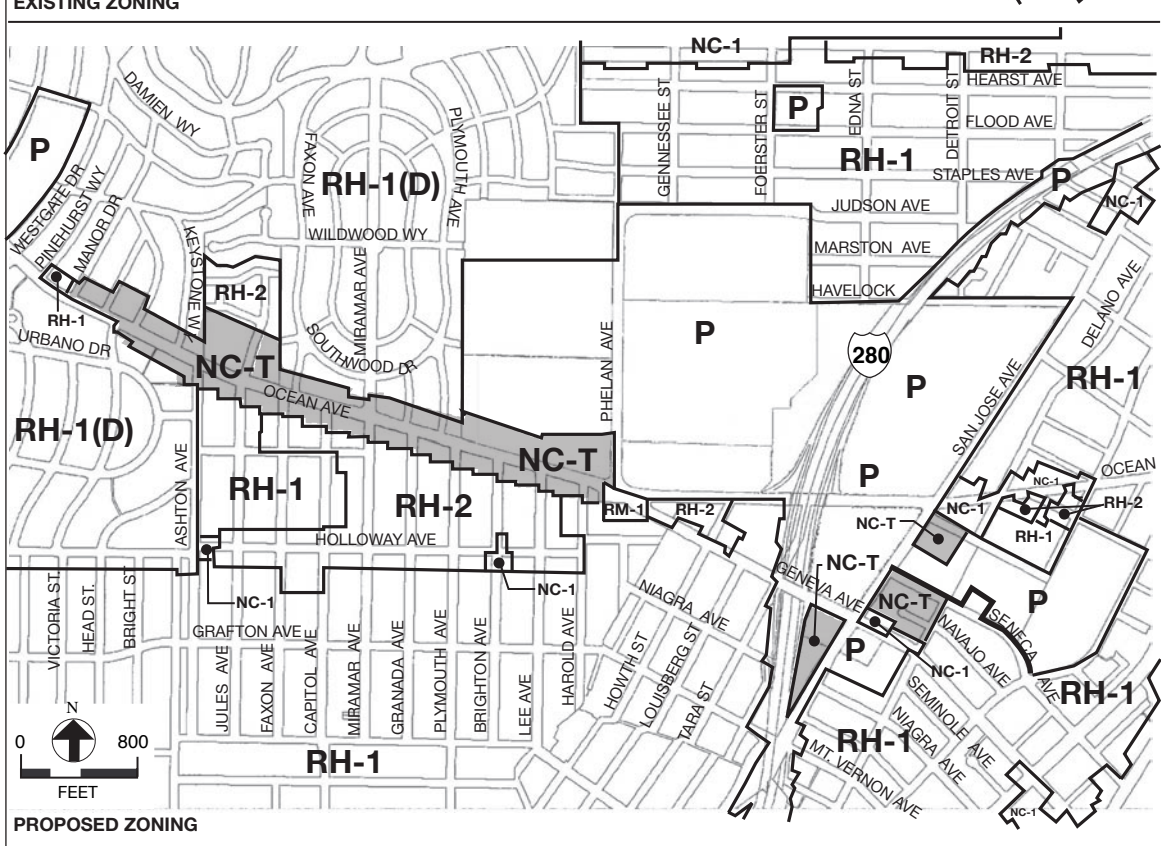
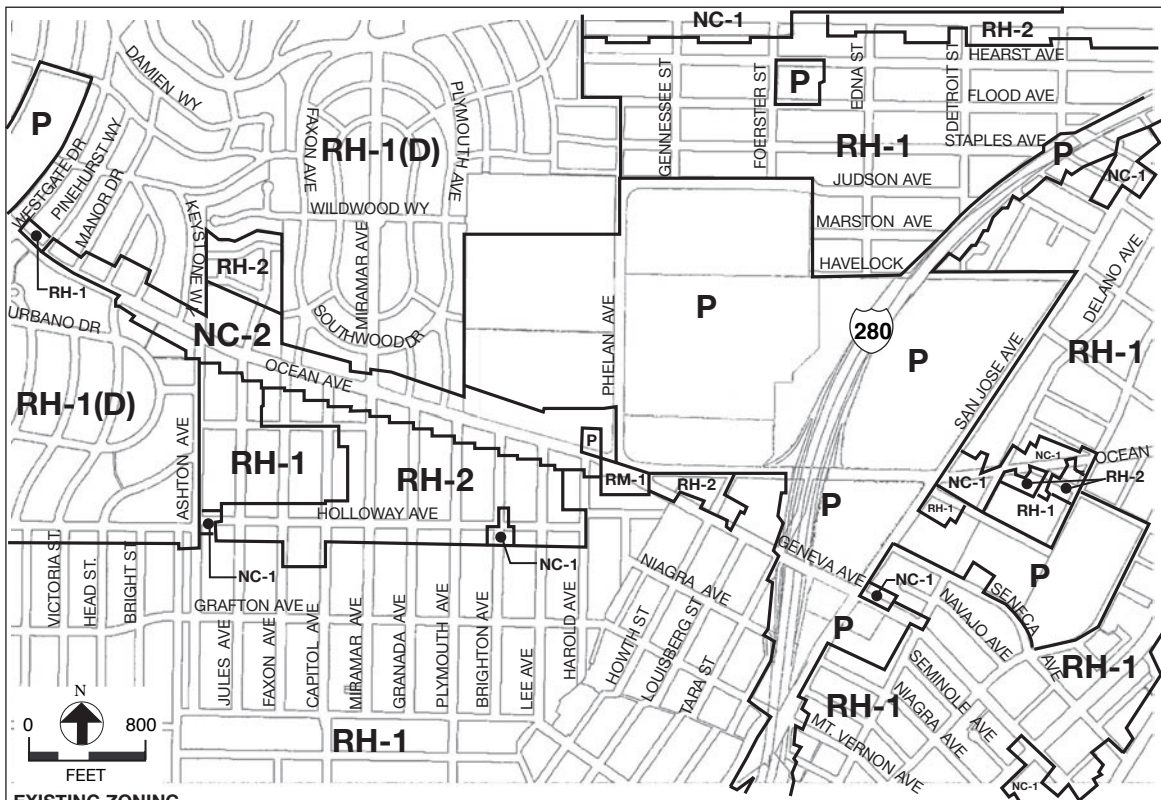
The following zoning changes would be necessary to implement the Area Plan, as shown in Figure 8: Existing and Proposed Zoning for Project Area:

- The Ocean Avenue Neighborhood Commercial District, specifically the Project Area along Ocean Avenue between Phelan Avenue and Manor Drive, is currently zoned Small-Scale Neighborhood Commercial (NC-2) and Public (P). This area on Ocean Avenue between Phelan Avenue and Manor Drive would be rezoned to a new Neighborhood Commercial–Transit (NC-T) zoning designation.
- On the east side of San Jose Avenue between Ocean and Geneva Avenues, the Residential House – One Family (RH-1) would be rezoned to NC-T.
- The Upper Yard parcel, which is currently zoned P, would be rezoned to NC-T.

The Area Plan proposes some changes to height and bulk limits, as shown in Figure 9: Existing and Proposed Height and Bulk Limits for Project Area. These changes are as follows:

- The height and bulk limits for the Ocean Avenue Neighborhood Commercial District would be revised as follows:
  1. The height and bulk limits for the Kragen Auto Parts and Phelan Loop Sites would be lowered from 65-A to 55-A. This revision would permit a maximum building height of 55 feet, with no change to the existing “A” bulk limit.





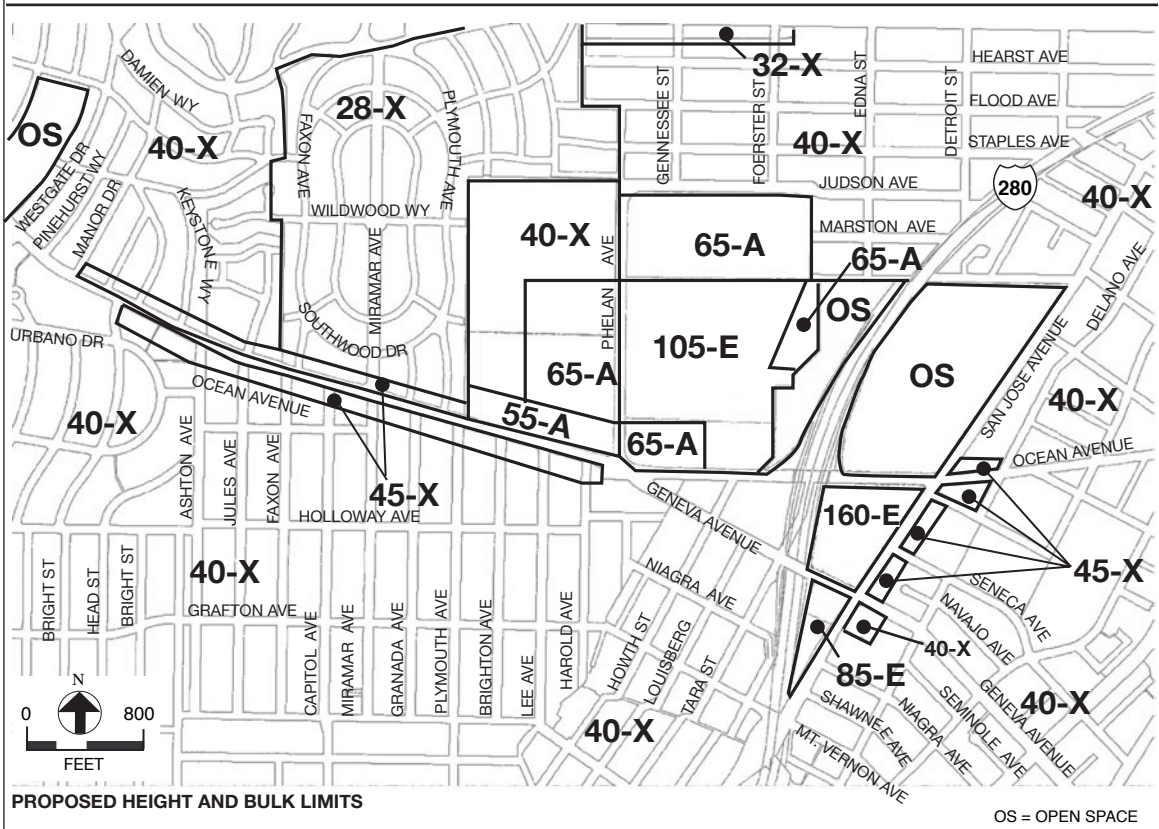
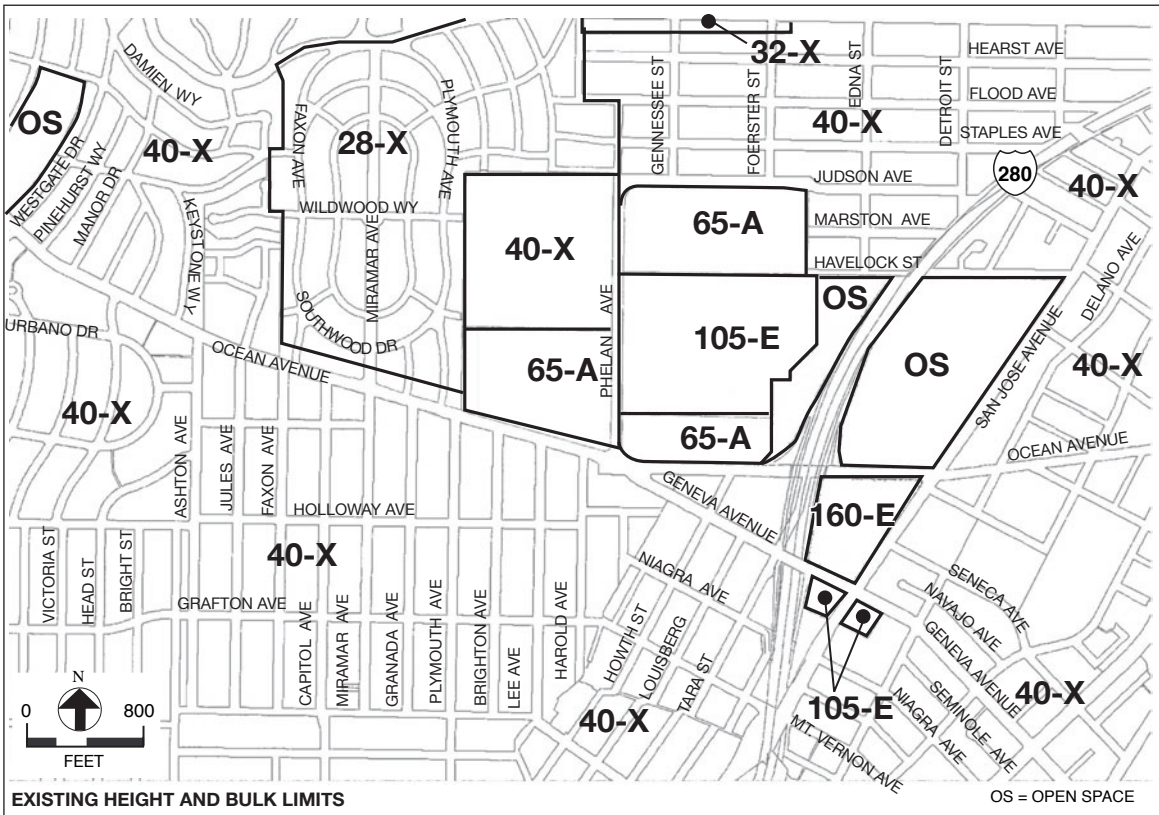
SOURCE: San Francisco Planning Department, Turnstone Consulting

**BALBOA PARK STATION AREA PLAN EIR**

2004.1059E

**FIGURE 8: EXISTING AND PROPOSED ZONING FOR PROJECT AREA**





SOURCE: San Francisco Planning Department, EDAW, Turnstone Consulting

**BALBOA PARK STATION AREA PLAN EIR**

2004.1059E

**FIGURE 9: EXISTING AND PROPOSED HEIGHT AND BULK LIMITS FOR PROJECT AREA**

2. The height and bulk limits for the remainder of the Ocean Avenue Neighborhood Commercial District would be increased from 40-X to 45-X. This revision would permit a maximum building height of 45 feet, with no change to the existing “X” bulk limit.
- The height and bulk limits around the transit station would be changed in three locations:
    1. The east side of San Jose Avenue, between Geneva Avenue and the north side of Ocean Avenue, would be changed from 40-X to 45-X, increasing the maximum building height in this area to 45 feet, with no change to the existing “X” bulk limit.
    2. The Upper Yard parcel, which is currently zoned for a 105-E in the northern portion and a 40-X in the southern portion, would be changed to 85-E for the entire parcel. This revision would permit a maximum building height of 85 feet on the entire parcel, with an “E” bulk limit that provides bulk controls over 65 feet.
    3. The site of the Geneva Office Building and Powerhouse at the intersection of Geneva and San Jose Avenues, which is currently within the 105-E height and bulk limit, would be changed to 40-X. This would permit a maximum building height of 40 feet on this site. This revision would also change the existing “E” bulk limit that provides bulk controls over 65 feet, to the “X” bulk limit, indicating that no bulk limits are applicable at this site.
  - The Balboa Reservoir, which is currently within the 40-X height and bulk district on the northern half and the 65-A height and bulk district on the southern half, would be reclassified to reflect the proposed north-south re-orientation of the reservoir berm:
    1. The western half of the reservoir site that is closer to the Westwood Park neighborhood would be reclassified to 40-X, permitting a maximum building height of 40 feet.
    2. The northernmost portion of the eastern half of the reservoir site would also be reclassified to 40-X, permitting a maximum building height of 40 feet.
    3. The remaining portion of the eastern half of the reservoir site, immediately north of Phelan Loop and abutting Phelan Avenue, would be reclassified to 65-A. This would permit a maximum building height of 65 feet, with bulk controls applicable above 40 feet.

Other Planning Code-related changes are as follows:

- Parcel consolidation rules would continue to be governed by Planning Code Section 121.1, but consideration of Conditional Use authorizations (CUs) would be governed by policies in this Area Plan.
- A CU would be required for new development that results in the demolition of existing dwelling units, even if it results in a net increase of dwelling units.
- The following controls would be applicable to development in the proposed new NC-T District:
  1. Development on parcels smaller than 7,500 sq. ft would be permitted as-of-right, while a CU would be required for development on parcels of 7,500 sq. ft. and above.
  2. Commercial uses under 4,000 sq. ft. would be permitted as-of-right, while a CU would be required for 4,000 sq. ft. and above, with specified conditions to be met.

3. Pursuant to provisions of Planning Code Sections 711.13 and 145.1, new garage entries would be limited to no more than 30 percent of the width of the ground level. A CU would be required for street frontage greater than 60 feet in new developments.
4. A floor area ratio (FAR) of 2.5:1 would be permitted for new development, pursuant to Planning Code Sections 711.20 and 124(a) and (b).
5. A maximum of one off-street parking space would be permitted for each residential unit in the NC-T District. No minimum amount of parking would be required.
6. No minimum amount of parking would be required for new commercial/institutional uses. A maximum of one off-street parking space per 1,500 sq. ft. of occupied space would be permitted for commercial uses, with the exception that retail grocery stores larger than 20,000 gross sq. ft. would be permitted one off-street parking space per 500 sq. ft. for the first 20,000 sq. ft., and, with conditional use authorization, one space per 250 sq. ft. of occupied space in excess of 20,000 sq. ft.
7. The provision of off-street loading, outdoor activity area, hours of operations, and signage would be governed by Planning Code Sections 711.23–32, 152, 161(b), 145.2(a) and (b), and 607.1(c)-(g). The provision of awnings, canopies, marquees, and street trees on development sites would be governed by Planning Code Sections 711.14–17, 136.1(a)-(c), and 143.
8. Unlike in NC-2 Districts, there would be no residential density requirements for dwelling units and group housing in the new NC-T District.

#### **DEVELOPMENT PROGRAM**

The Area Plan estimates the amount of development that could occur in the Project Area over short-term, long-term, and potential future time-periods beyond 2025. This three-tier development program is outlined in Table 1. The Area Plan makes no proposal pertaining to new developments in the existing residential neighborhoods surrounding the Project Area. The development proposals that are expected to be implemented either in the near future (Tier 1 - 2010) or within the long-term (Tier 2 – up to 2025) timeline are considered part of the proposed project. Improvements or development expected to occur beyond the year 2025 (Tier 3) are considered to be too speculative in nature and will not be analyzed in the EIR.

#### **Summary of Changes to the Area Plan’s Development Program**

Since publishing the draft Area Plan, City staff has continued to review development potentials in the Project Area as well as throughout the City, and have modified the amounts and types of development forecast for the Project Area. Table 1, below, was compared to the table entitled “Balboa Park Station Area Plan Land Use Program” on p. 48 of the Area Plan to determine these changes. The revised land use program is summarized below.

**Table 1: Balboa Park Station Area Plan Three-Tier<sup>1</sup> Revised Land Use Program**

| Development Site                                       | Residential Units<br>(No. of Units) | Commercial<br>Use<br>(Sq. Ft.) | Cultural/Institutional<br>Use<br>(Sq. Ft.) | Open Space<br>(Sq. Ft.)   |
|--|-------------------------------------|--------------------------------|--|---------------------------|
| <b>Tier 1 (0-5 years)</b>                              |                                     |                                |  |                           |
| Upper Yard <sup>2</sup>                                | 200                                 | 10,000                         | 0  | TBD <sup>3</sup>          |
| Phelan Loop <sup>4</sup>                               | 80                                  | 15,000                         | 0  | 25,000                    |
| Kragen Auto <sup>5</sup>                               | 175                                 | 35,000                         | 0  | 4,300                     |
| Sunset Garage  | 0                                   | 0                              | 7,000                                      | TBD                       |
| Geneva Office Bldg                                     | 0                                   | 0                              | 15,853                                     | TBD                       |
| Ocean Avenue Infill <sup>6</sup>                       | 135                                 | 11,620                         | 0  | TBD                       |
| San Jose Avenue<br>Infill in Station Area <sup>6</sup> | 200                                 | 3,120                          | 0  | TBD                       |
| <b>Tier 1 Total</b>                                    | <b>790</b>                          | <b>74,740</b>                  | <b>22,853</b>                              | <b>29,300<sup>7</sup></b> |
| <b>Tier 2 (5-20 years)</b>                             |                                     |                                |  |                           |
| Firehouse <sup>8</sup>                                 | 80                                  | 10,000                         | 0  | 0                         |
| Ocean Avenue Infill                                    | 330                                 | 19,880                         | 0  | 0                         |
| San Jose Avenue<br>Infill in Station Area              | 80                                  | 0                              | 0  | 0                         |
| Reservoir <sup>9</sup>                                 | 500                                 | 0                              | 0  | 100,000                   |
| <b>Tier 2 Total</b>                                    | <b>990</b>                          | <b>29,880</b>                  | <b>0</b>                                   | <b>100,000</b>            |
| <b>Tier 3 (20 years +)</b>                             | <b>SPECULATIVE<sup>10</sup></b>     |                                |  |                           |

**Notes:**

<sup>1</sup> Tier 1 (0-5 years) = Short-term development.

Tier 2 (5-20 years) = Long-term development.

Tier 3 (beyond 20 years) = Speculative development.

<sup>2</sup> Site access from San Jose Avenue.

<sup>3</sup> TBD = To be determined, depending on size of development proposed.

<sup>4</sup> Site access from Lee Avenue.

<sup>5</sup> Two buildings with residential use above ground-floor retail to be developed on the Kragen Auto Parts Site. Up to 30,000 sq. ft. of proposed retail would be a food market; the remaining up to 5,000 sq. ft would be other neighborhood-serving retail. Brighton, Harold, and Lee Avenues would be extended north at least for the length of the proposed development. Vehicular access to the residential uses would be from Brighton Avenue. Vehicular ingress to the non-residential uses would be from Brighton Avenue, and vehicular egress from the non-residential uses would be onto Lee Avenue.

<sup>6</sup> Residential units in Ocean Avenue Infill do not have specific locations. About 40 units and a small amount of retail could be at the Donut Shop site, part of San Jose Avenue infill.

<sup>7</sup> Tier 1 Total Open Space sq. ft. may be more than 29,300 sq. ft. and up to about 40,000 sq. ft., depending on the amount of development proposed.

<sup>8</sup> The firehouse site would be developed only if the fire station were relocated to another site with the approval of the San Francisco Fire Department.

<sup>9</sup> City College controls 40% and SFPUC controls 60% of the reservoir site, respectively.

<sup>10</sup> Tier 3 development may occur beyond the year 2025. It is considered to be too speculative in nature to analyze in the EIR's 20-year time frame, through 2025.

Source: Balboa Park Station Area Plan Land Use Program; San Francisco Planning Department; Turnstone Consulting

### Comparison of Revised Land Use Program to Originally Proposed Program

#### *Tier 1 (0-5 years)*

- (i) About 5,000 sq. ft. more commercial use is proposed at the Upper Yard site.
- (ii) Development on the Phelan Loop Site would include 15,000 sq. ft. more open space.
- (iii) Development on the Kragen Auto Parts Site would include approximately 15 more residential units and about 18,355 sq. ft. more commercial use.
- (iv) About 22 fewer residential units are proposed as infill on San Jose Avenue in the Transit Station Neighborhood subarea.

Overall, Tier 1 total development would include about seven fewer residential units, about 23,355 sq. ft. more commercial space, and about 15,000 sq. ft. more open space.

#### *Tier 2 (5-20 years)*

- (v) The development program for buildings and public open space (Geneva Transit Plaza) above the freeway deck is forecast to occur in Tier 3 instead of Tier 2.
- (vi) About seven fewer residential units are proposed as infill on San Jose Avenue in the Transit Station Neighborhood subarea.
- (vii) About 75 fewer residential units and 350,000 sq. ft. less open space are expected at the SFPUC-controlled western portion of the reservoir site.<sup>7</sup>

Overall, Tier 2 total development would include about 83 fewer residential units and about 380,000 sq. ft. less open space. Commercial sq. ft. would remain at approximately 29,880 sq. ft. the same as discussed in the Area Plan (p. 48).

#### *Tier 3 (20 years +)*

- (viii) The development program for buildings and public open space above the freeway deck, originally part of Tier 2 in the Plan, is now part of Tier 3.
- (ix) The Green Yard parcel is listed under Tier 3 in the Area Plan's land use program on p. 48 as a potential site for development of about 850 residential units. Since this development is expected to occur beyond the year 2025, it is considered to be speculative. Therefore, it has not been included in Table 1, p. 100.

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<sup>7</sup> The SFPUC and City College are proposing a north-south re-orientation of the reservoir berm to divide the reservoir site into east and west basins; the east basin would be controlled by City College and west basin by the SFPUC. The Area Plan calls for residential and open space development on approximately half of the SFPUC's site holdings. Half of SFPUC's site holdings is approximately 30 percent of the entire reservoir.

## **PROPOSED DEVELOPMENT SITES**

The following two development sites are part of Tier 1 development. These sites are in the Ocean Avenue Neighborhood Commercial District subarea and development is expected to occur in the next five years. These sites will be analyzed at a project level in this EIR, because specific interest has been expressed to Planning Department staff in developing these particular sites with the development programs analyzed in this EIR.

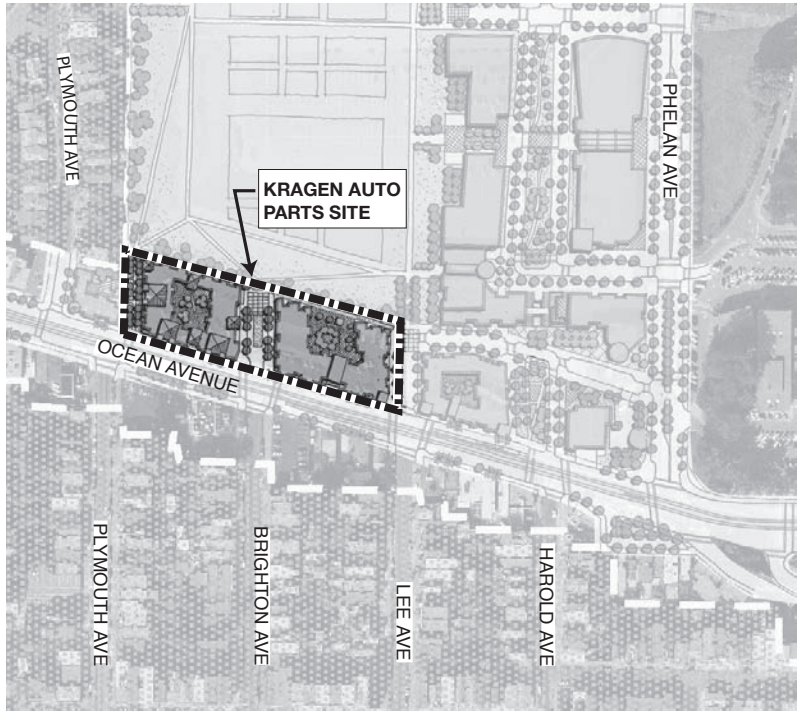
### **Phelan Loop Site**

The Phelan Loop Site is a City-owned property. The site is currently in an NC-2 zoning district, and would be rezoned to the new NC-T zoning designation. The Area Plan estimates the development of approximately 80 residential units occupying up to four floors above approximately 15,000 sq. ft. of ground-floor retail uses (shops and cafes) and residential lobbies (see Figure 10: Proposed Development at Phelan Loop Site and Kragen Auto Parts Site). The proposed development would also include about 0.5 acres of public open space—the Phelan Loop plaza—adjacent to the proposed new mixed-use building. The Phelan Loop plaza may be acquired by the Recreation and Park Department. A new bus layover facility would be built immediately north of the existing fire station along Phelan Avenue to replace the existing Phelan Loop bus facility. The Phelan Loop development would meet the proposed off-street parking standards for the NC-T District of a maximum of one parking space for each residential unit; therefore, the development would include up to 80 residential parking spaces. Under the proposed zoning, no parking would be required for the proposed retail uses. The proposed mixed-use building would be up to 55 feet in height. It is assumed that housing affordable to low-income individuals and/or families would be developed at this site.

The Area Plan provides the following guidelines for development on the Phelan Loop Site:

- Development on this site would be built to the property lines to foster an active pedestrian environment.
- A 10-foot-wide sidewalk would be provided along the Ocean Avenue frontage. Awnings and canopies projecting into the right-of-way would be encouraged.
- A diagonal corner on the building is encouraged at the intersection of Ocean and Harold Avenues.
- Harold and Lee Avenues would be extended north of Ocean Avenue with development on this site. The extension of Harold Avenue would be configured to include an active civic open space to be used for outdoor dining and informal gathering on its west side. Harold would be a bus-only street north of Ocean Avenue.





SOURCE: San Francisco Planning Department, EDAW, Turnstone Consulting

**BALBOA PARK STATION AREA PLAN EIR**

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**FIGURE 10: PROPOSED DEVELOPMENT AT PHELAN LOOP SITE AND KRAGEN AUTO PARTS SITE**

Construction of a 10-foot-wide sidewalk along the Lee Avenue frontage of the development is encouraged.

- All ground-floor commercial uses and residential lobby entrances would front on either Ocean or Harold Avenue; no garage entrances would be permitted on these streets.
- Garage entrances would be permitted from Lee Avenue; however, blank garage walls would be discouraged on this street. Podium parking along Lee Avenue would be screened from view to the extent possible. Spaces for car-share and other innovative parking programs would be included in the proposed development's parking facilities.

### **Kragen Auto Parts Site**

The Kragen Auto Parts Site is privately owned and it is the largest individual site in the Ocean Avenue Neighborhood Commercial District subarea. The site, currently in an NC-2 zoning district, would be rezoned to the new NC-T zoning designation. The Area Plan identifies the development of up to 175 residential units above up to 35,000-sq.-ft. of ground-floor retail uses. The proposed retail uses would include up to a 30,000-sq.-ft. food market and up to 5,000 sq. ft. of other smaller neighborhood-serving retail spaces. (See Figure 10: Proposed Development at Phelan Loop Site and Kragen Auto Parts Site.) The development would also include about 4,300 sq. ft. of open space. It is assumed that market-rate housing with an inclusionary affordable housing component would be developed on this property.

The Kragen Auto Parts Site development would meet the proposed off-street parking standards for the new NC-T District. A maximum of one parking space would be permitted for each residential unit in the NC-T District; therefore, the development could include a maximum of 175 residential parking spaces. The parking standards for new retail uses in an NC-T District would permit a maximum of one space per 1,500 sq. ft. of occupiable space, with the exception that retail grocery stores larger than 20,000 gross sq. ft. would be permitted to have one off-street parking space per 500 sq. ft. for the first 20,000 sq. ft., and, with conditional use authorization, one space per 250 sq. ft. of occupiable space. The development could therefore include a maximum of 83 parking spaces for the retail uses, including the food market.<sup>8</sup>

As currently proposed, the Kragen Auto Parts Site development would include up to 263 off-street parking spaces, 175 spaces for the residential units, 83 spaces for the food market and other proposed retail uses, and five car share spaces (exceeding the Planning Code Section 166 requirement of three car share spaces). The project would also be required to comply with handicapped accessible parking requirements per Planning Code Section 155.

The Area Plan provides the following guidelines for development on the Kragen Auto Parts Site:

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<sup>8</sup> At an assumed 90 percent efficiency for the proposed new retail uses, the 5,000 sq. ft. of other smaller neighborhood-serving retail spaces could have up to 4,500 sq. ft. of occupiable space, permitting up to three parking spaces, and the 30,000-sq.-ft. food market could have up to 27,000 sq. ft. of occupiable space, permitting up to 64 parking spaces.



- Brighton Avenue would be extended through the site, creating two distinct sub-sites—the west site and east site. This is expected to facilitate the development of two buildings, one on each site. This street extension would provide access to parking garages as well as public open space.
- Development on the Kragen Auto Parts Site could be either a mix of residential and commercial uses on both sites, or a mixed-use development on one site and an entirely residential building on the other site. The mixed-use development could include up to four stories above ground-floor commercial uses. The ground-floor commercial uses would be expected to front on Ocean Avenue. If an entirely residential building is developed on one of the two sites, residential units would be encouraged on the ground floor.
- Continuous below-grade parking may be provided beneath the entire site and under the Brighton Avenue extension. Underground parking would not be allowed to disrupt street-level activity. If podium parking were to be provided along Lee Avenue, it would be screened from view to the extent possible. Some commercial parking spaces could be leased to project residents for use at certain times during the food market’s off-peak hours. Spaces for car-share and other innovative parking programs would be included in the proposed development’s parking facilities.
- Under the Area Plan, the maximum building height at the Kragen Auto Parts Site would be 55 feet. The building developed on the western half of the project site would step down as follows: Along Ocean Avenue, the massing on the western side would be reduced from five to four stories as it approaches the west. The fifth floor would be set back seven feet from Ocean Avenue. At the western property line, the fifth floor would be set back approximately 10 feet. The entire façade above the first floor on the western property line would be set back seven feet. The building massing steps down even more as it approaches the northwest corner facing the Westwood Park neighborhood. At this corner, the building terraces from five to four to three stories. Both east and west buildings would be built to the property lines along Brighton, Lee, and Ocean Avenues, as well as to the SFPUC easement on the property’s western boundary.
- Awnings and canopies projecting into the public rights-of-way would be encouraged.
- Direct entrances to ground-floor residential units from Ocean and Brighton Avenues would be encouraged, in order to emphasize the residential nature of the buildings and maintain the neighborhood’s fine-grained streetwall. Buildings with residential uses on the ground floor would be permitted to be set back up to five feet from the sidewalk. This would allow for projections such as individual entry stairs, bay windows, or landscaping, which would help activate the pedestrian zone and create an active streetscape.

#### **Development on Other Project Area Sites**

The following development sites are listed in Table 1, p. 100, and are part of the reasonably foreseeable development program for the Area Plan; however, they will be analyzed at a program level of detail because no specific development proposals have been presented. “Tier 1” sites, expected to be developed in the near future (2008-2010), and “Tier 2” sites, expected to be developed within the long-term timeline (2010-2025), are listed below. Although Tier 1 development is analyzed in the near term to be completed by about 2010, with the exception of a

development proposal for an infill site at 1607-1649 Ocean Avenue,<sup>9</sup> no specific interest has been expressed in developing these sites. Therefore, development of several Tier 1 potential sites may occur beyond 2010.

Tier 1: Near-Term Development (2010)

The following developments are expected to occur in the next five years. These development sites are listed by subarea.

(i) Transit Station Neighborhood subarea Tier 1 sites:

- • The Upper Yard parcel, jointly owned by Muni and BART, is proposed to be developed with about 200 residential units above 10,000 sq. ft. of ground-floor retail uses, parking, and new entrances to the existing BART station. Active retail space would be provided at the intersection of Geneva and San Jose Avenues and along the majority of the site’s Geneva Avenue frontage. The height of the proposed development is expected to range between 40 and 85 feet. The height limit of the northern half of the Upper Yard parcel would be reduced from 105 feet to 85 feet and the site of the Geneva Office Building and Powerhouse would be reduced from 105 feet to 40 feet.
- • The privately owned “Donut Shop” parcel is located at the northeast corner of Geneva and San Jose Avenues and is currently occupied by a one-story retail building and some surface parking. The Area Plan anticipates development of about 20-40 residential units above a small amount of retail and parking on the site.
- • The Geneva Office Building and Powerhouse is a vacant landmark building. It is Recreation and Park Department property. The Area Plan anticipates development of about 15,583 sq. ft. of cultural/institutional uses in this building, including an arts center for youth.
- The Area Plan estimates the development of about 135 residential units and 11,620 sq. ft. of commercial space on various infill sites on Ocean Avenue. The Planning Department recently received an Environmental Evaluation application for a mixed-use project at 1607-1649 Ocean Avenue for the development of about 31 residential units, 23,500 sq. ft. of commercial uses, and about 58 parking spaces.<sup>10</sup>
- The Area Plan estimates the development of about 200 residential units and 3,120 sq. ft. of neighborhood-serving commercial uses on various infill sites on San Jose Avenue in the Transit Station Neighborhood subarea.

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<sup>9</sup> The Environmental Evaluation application for 1607-1649 Ocean Avenue Project, Case No. 2006.0592E was filed with the Planning Department on May 4, 2006. A mixed-use project is proposed to develop about 31 residential units, 23,500 sq. ft. of commercial space, and about 58 parking spaces.

<sup>10</sup> Although the amount of proposed commercial development at 1607-1649 Ocean Avenue (23,500 sq. ft.) is more than the total Tier 1 commercial development expected for Ocean Avenue infill sites (11,620 sq. ft.), the proposed commercial component would be accounted for in the gross total commercial development expected for the Ocean Avenue infill sites by 2025 (approximately 31,500 sq. ft. of commercial development is expected in Tiers 1 and 2 altogether).

- (ii) Ocean Avenue Neighborhood Commercial District subarea Tier 1 sites, including:
- The Sunset Garage Parcel is proposed for the new 7,000-sq.-ft. Ingleside Branch Library. This site will not be analyzed in the EIR as environmental review has already been completed, and the building is expected to be constructed whether or not the Area Plan is adopted. Use of the building is included in the cumulative analyses where appropriate.

Tier 2: Long Term Development (2025)

- (i) Transit Station Neighborhood subarea Tier 2 sites, including:
- The Area Plan estimates the development of about 80 residential units on various infill sites on San Jose Avenue in the Transit Station Neighborhood subarea.
- (ii) Ocean Avenue Neighborhood Commercial District subarea Tier 2 sites, including:
- Firehouse site (Fire Station No. 15), which is a City-owned property.<sup>11</sup> The Area Plan estimates the development of about 80 residential units and about 10,000 sq. ft. of commercial uses. This site would be developed only if the fire station were relocated to another site with the approval of the San Francisco Fire Department.
  - The Area Plan estimates the development of about 330 residential units and 19,880 sq. ft. of commercial uses on various infill sites along Ocean Avenue.
- (iii) Balboa Reservoir subarea Tier 2 site:
- Reservoir site, where 60 percent of the site is controlled by SFPUC and 40 percent is controlled by City College. The Area Plan calls for the development of the SFPUC's site holdings with approximately 500 residential units and a large new public open space. This site would only be developed if the SFPUC decides to abandon the site for water storage. The proposed height limit for potential residential development on the reservoir site would be 40 feet; the height limit for the new City College buildings would be 65 feet.
- (iv) Infrastructure for Freeway Deck. The Area Plan includes the construction of a deck over the I-280 freeway between Geneva and Ocean Avenues by 2025. Since the deck would be constructed by Caltrans and no funding or plans for infrastructure construction have been identified, transportation improvements related to the deck have not been analyzed at a project level in the EIR. The following transportation improvements are associated with the construction of the freeway deck:
- The Muni bus transfer area for lines serving the BART Station entrance/exit along Geneva Avenue to the east of the freeway would be relocated to the new freeway deck.
  - As part of the reconfiguration of the existing light rail stops, Muni Metro J- and K-line terminals would be relocated to the new freeway deck.
  - Construction of a "Single-Point Urban Interchange," which would bring together Ocean Avenue and Geneva Avenue on- and off-ramps to a single point above the

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<sup>11</sup> The Firehouse site is currently zoned Public (P); however, it is proposed to be rezoned to the NC-T zoning designation under the Area Plan.

freeway and then connect them with a roadway between the two streets to the new freeway deck.

### **Speculative Development Sites (Beyond 2025)**

The following potential development sites are part of Tier 3, in which development is projected to occur beyond the year 2025. Development of these sites is considered too speculative in nature to be analyzed in this EIR, because development on some sites requires action by other public agencies, construction would be complex and costly, and financing sources are unknown. Therefore, they are likely to be developed beyond the 20-year time frame of the current environmental review.

- (i) The Green Yard parcel. This site is located along the west side of San Jose Avenue between Ocean and Geneva Avenues, and is part of the Transit Station Neighborhood subarea. Development of this site could include about 500-1,000 residential units, retail uses, and parking above the operating light rail yard and maintenance facility. On-site clean-up of hazardous materials, obtaining financing, and constructing a deck over the light rail yard/maintenance facility are expected to occur beyond 2025.
- (ii) School District parcels. These San Francisco Unified School District parcels front on San Jose Avenue, and are part of the Transit Station Neighborhood subarea. These parcels may be available for future development of primarily residential uses.<sup>12</sup>
- (iii) Freeway Deck Development. The development program for buildings and public open space above the new freeway deck is undetermined at present. This development site would require a complex approval process and financing; therefore, development is expected to occur beyond the 20-year time frame of the EIR.

Further environmental review would be required at a later time before these potential sites, listed under Tier 3, could be developed.

## **PROJECT APPROVALS**

### **Area Plan**

Approval and implementation of the proposed Area Plan would require the following actions, with acting bodies shown in italics:

- Certification of the Balboa Park Station Area Plan EIR. *Planning Commission action. Certification of EIR may be appealed to the Board of Supervisors.*
- Adoption of the Area Plan and its incorporation into the *General Plan. Planning*

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<sup>12</sup> See p. 121 of the Area Plan for discussion of potential future development of the School District parcels. According to this discussion, San Francisco Unified School District (SFUSD) is currently developing a facilities master plan. Based on this master plan, it is possible that some SFUSD properties, including these Project Area parcels, may be declared “surplus” and made available for development in the future. The School District parcels’ future development is not noted in the Balboa Park Station Area Plan Land Use Program on p. 48 of the Area Plan; therefore, development here has not been analyzed as part of Tier 1 and Tier 2 for the Area Plan.

*Commission recommendation; Board of Supervisors approval.*

- Amendment of the Planning Code Zoning Maps ZN11, ZN12, and HT12 and Planning Code text amendments to change zoning and height and bulk districts in the Project Area. *Planning Commission recommendation; Board of Supervisors approval.*
- Extension of Project Area streets, such as Lee, Brighton, Harold, and Phelan Avenues. *Metropolitan Transportation Authority recommendation; Board of Supervisors approval.*

#### **Phelan Loop Site Development**

- Sale of this City-owned site for affordable housing development. *Municipal Transportation Agency and Board of Supervisors approval of sale.*
- New bus layover facility and new pedestrian-activated traffic signal. *Municipal Transportation Agency approval.*
- Any necessary land use entitlements for development of site for residential and commercial uses. *Department of Building Inspection; Department of Public Works; Planning Department recommendation. (Some entitlements would require Board of Supervisors approval.)*

#### **Kragen Auto Parts Site Development**

- Conditional Use authorization for Planned Unit Development (PUD). *Planning Commission Approval.*
- Any necessary City approvals related to surface development of Brighton Avenue extension, should it become a public right-of-way. *Department of Public Works recommendation; Board of Supervisors approval.*
- Any City approvals necessary for Lee Avenue extension to become a public right-of-way. *Department of Public Works recommendation; Board of Supervisors approval.*
- Lot Subdivision if the residential units on site are condominiums. *Department of Public Works approval.*
- Building Permits. *Planning Department and Department of Building Inspection approval.*

## IV. ENVIRONMENTAL SETTING AND IMPACTS

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The San Francisco Planning Department published an Initial Study on July 29, 2006, that determined that an EIR was required for the proposed *Balboa Park Station Area Plan*. The Planning Department adopted a new Initial Study Checklist in May 2006 that is consistent with Appendix G of the CEQA Guidelines, and incorporates questions specific to the urban environment of San Francisco. Since the Initial Study for the Area Plan (using the old checklist) was near publication, the Initial Study was augmented with discussion of new checklist topics that were not included on the older checklist; these include discussions of topics such as public schools, recreation, police and fire protective services, and power and communication facilities in the public services/utilities section, and an expansive soil discussion in the geology and seismicity section.<sup>1</sup>

The Initial Study determined that the following effects of the project would either be insignificant or would be reduced to a less-than-significant level by mitigation measures included in the Area Plan and thus required no further analysis: Land Use, Visual Quality, Wind, Utilities/Public Services (except wastewater), Biology, Geology/Topography, Water, Energy/Natural Resources, and Hazards (see Appendix A for a copy of the Initial Study). Therefore, the EIR does not discuss these issues, except for Land Use, which is included for informational purposes. The Area Plan's potential for significant impacts in the areas of population, transportation, noise, air quality, shadow, wastewater, cultural resources, and growth inducement is assessed in this chapter. The analyses below, and those in the Initial Study, account for construction and operational impacts, where relevant. For example, construction traffic effects are discussed in Section IV.C, Transportation, and construction-related air emissions are addressed in the Initial Study (Appendix A, pp. 36-37). Mitigation measures to reduce construction-generated emissions are presented in Chapter V, Mitigation Measures, under "Construction Air Quality." Cumulative impacts from both the development projects and the overall Area Plan are analyzed for each topic when appropriate.

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<sup>1</sup> Two other new checklist topics, agricultural resources and mineral resources, were not discussed in the Initial Study. Agricultural resources were not discussed because the Project Area is in a developed urban area that does not include any agricultural uses or agricultural zoning. Similarly, mineral resources were not discussed because the Project Area is in a developed urban area that does not include any known mineral resources or any designated mineral resource recovery sites. Therefore, the Area Plan would not result in impacts related to agricultural or mineral resources.

## **A. LAND USE, PLANS, AND POLICIES**

The Initial Study concluded that the proposed *Balboa Park Station Area Plan* (Area Plan) would not have significant land use impacts; therefore, this land use discussion is included for informational purposes to orient the reader and to set the proposed Area Plan in context. This section describes two separate, but closely interrelated, topics—Land Use, and Plans and Policies—that address the land use environment of the proposed Area Plan, and the various plans and policies that regulate or govern land use within the Project Area. The Setting discussion describes the existing land uses and zoning in the Project Area, and identifies plans and policies that are relevant to implementation of the proposed Area Plan. The Area Plan’s consistency with these plans and policies is also addressed in the Setting discussion. The “Area Plan Effects” discussion defines land use and planning significance criteria, and then discusses the changes in land use, zoning, and height and bulk limits that would occur if the proposed Area Plan were implemented. Finally, cumulative effects with the proposed Area Plan and reasonably foreseeable development by 2025 are discussed. Land Use, and Plans and Policies are discussed at a program level for the proposed Area Plan and at a more detailed, project-specific level for near-term development projects on the Phelan Loop and Kragen Auto Parts Sites.

## **SETTING**

### **EXISTING PROJECT AREA AND SURROUNDING USES**

The Project Area is located in the southern portion of San Francisco. The Project Area is irregularly shaped and consists primarily of parcels fronting Ocean, Geneva, San Jose, and Phelan Avenues, the four main streets in the Project Area. The boundaries of the Area Plan are shown in Figure 1: Project Location, and in Figure 2: Project Area Plan, pp. 73 and 74, respectively.

The Project Area encompasses a wide mix of land uses, including local and regional transportation facilities; educational/institutional facilities; neighborhood-serving commercial uses; public open space and recreational park facilities; and public services, including a reservoir site and a fire station. The Project Area also contains residential uses interspersed with commercial uses along Ocean Avenue, either in multi-unit buildings or in two- and three-story developments above ground-floor commercial uses. There are a few pockets of single-family homes on the southern side of Ocean Avenue near Manor Drive.

The Project Area is surrounded by residential neighborhoods on all sides. Low-density, single-family homes are to the north, east, south and southwest. The Westwood Park residential neighborhood is north of the Project Area. The Ingleside neighborhood is south of Ocean Avenue between I-280 and Ashton Avenue. Ingleside Terrace, a small residential enclave, lies west of Ashton Avenue, between Ocean and Holloway Avenues. The Mission Terrace/Cayuga neighborhood is east of San Jose Avenue; Mission Terrace is north of Ocean Avenue; and the

Cayuga area is south of Ocean Avenue. These residential neighborhoods also include some low- to medium-density neighborhood-serving commercial uses, cultural/institutional and educational uses, recreational uses, and open space.

The Project Area is organized into four main subareas: the Transit Station Neighborhood subarea; the Ocean Avenue Neighborhood Commercial District subarea; the City College subarea; and the Balboa Reservoir subarea. Although each subarea has a distinctive mix of uses, the Balboa Park BART Station provides a central link and identity for the community. Each subarea is described below.

### **Transit Station Neighborhood Subarea**

The Transit Station Neighborhood subarea is located in the southeastern portion of the Project Area, along I-280 between Havelock Street and Mt. Vernon Avenue. There are four major transit facilities in this subarea. The Balboa Park BART Station and three Muni light rail storage and maintenance facilities are clustered within three blocks south of Ocean Avenue. Portions of Ocean, Geneva, and San Jose Avenues, as well as Interstate I-280 and its six on- and off-ramps, traverse the subarea. This subarea contains Balboa Park, a neighborhood public park owned by the City and County of San Francisco and operated by the Recreation and Park Department. Balboa Park lies immediately east of I-280 and includes four ball fields, a soccer field, game courts, a public swimming pool, a picnic area, and a sand playground. The Ingleside Police Station is also located within the park grounds, off of San Jose Avenue at One Sergeant John V. Young Lane. Lick-Wilmerding High School, a private school, is located west of I-280 between Ocean and Geneva Avenues.

### **Ocean Avenue Neighborhood Commercial District Subarea**

The Ocean Avenue Neighborhood Commercial District subarea is the Project Area's main commercial spine and extends along Ocean Avenue from Phelan Avenue west to Manor Drive. This 14-block commercial corridor is characterized by a mix of low- to medium-density uses, mainly neighborhood-serving commercial uses with some multi-family residential uses above the ground floor. These uses are interspersed with a few cultural/institutional and light industrial uses, and surface parking lots. Muni's K-Ingleside Metro line runs on Ocean Avenue, providing convenient transit service along the corridor and to surrounding neighborhoods, and other parts of the City, including downtown. The commercial nature of Ocean Avenue is noticeably different west of Plymouth Avenue, where there are active storefronts and a variety of neighborhood-serving retail shops and services such as restaurants, produce markets, clothing stores, personal services (e.g., laundry, barbers), and professional services (e.g., dentists, tax preparers, doctors).

Between Plymouth and Phelan Avenues, the almost continuous retail streetwall along Ocean Avenue is broken by large lots that are vacant, underused, or occupied by public utility and auto-



oriented uses such as the fire station, the Muni bus turnaround and layover area, and auto-oriented repair and retail uses with surface parking lots, as well as two fast-food outlets.

### **City College Subarea**

The City College subarea contains the main City College of San Francisco (CCSF) campus, a two-year college operated by the San Francisco Community College District. The 67-acre campus is bordered by Judson Avenue on the north, I-280 on the east, Ocean Avenue on the south, and Phelan Avenue on the west. Existing campus buildings total about 944,000 gross square feet (gsf) of academic uses, student services, and administrative services. The east side of the campus has mostly athletic and recreational uses, including a stadium (football/track) and tennis courts. A Community Health and Wellness Center is currently under construction and will open in 2007. This facility fronts onto Ocean Avenue and is immediately west of I-280 across from Lick Wilmerding High School. Upon construction, the three-story Community Health and Wellness Center building will be about 140,000 square feet (sq. ft.), including a gymnasium, indoor pool, training room, locker rooms, classrooms, and support facilities.

### **Balboa Reservoir Subarea**

The Balboa Reservoir site is located across from the CCSF campus, west of Phelan Avenue. The reservoir site is bound by Bishop Riordan High School and the Westwood Park residential neighborhood on the north; rear property lines of homes on Plymouth Avenue on the west; Phelan Avenue on the east; and the rear property lines of commercial uses along Ocean Avenue, the Phelan Loop area, and Fire Station No. 15 on the south. This 25-acre site is comprised of the South Reservoir (10.9 acres), owned by CCSF, and the North Reservoir (14.1 acres), owned by the San Francisco Public Utilities Commission (SFPUC). The properties are separated by an east-west berm (see Figure 1: Project Location, p. 73). Although the reservoirs were constructed in 1957 by the San Francisco Water Department,<sup>2</sup> they have never been used for water storage and are currently used for CCSF student parking. Both reservoirs are paved with asphalt and separated from surrounding land uses (and each other) by a series of berms.

## **SAN FRANCISCO PLANNING CODE**

The San Francisco Planning Code (Planning Code), which incorporates the City's zoning maps, implements the *San Francisco General Plan (General Plan)* and governs permitted uses, densities, and configuration of buildings within the City. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless (1) the Area Plan and its development proposals conform to the Planning Code, (2) an allowable exception is granted pursuant to

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<sup>2</sup> The San Francisco Water Department is now part of the San Francisco Public Utilities Commission (SFPUC).

provisions of the Code, or (3) amendments to the Code are included as part of the proposed Area Plan or independent development projects.

### **Existing Zoning**

As shown in Figure 8: Existing and Proposed Zoning, p. 96, the Project Area includes public, neighborhood commercial and residential zoning districts. Existing zoning within the Transit Station Neighborhood subarea is predominantly P (Public Use), with small pockets of NC-1 (Neighborhood Commercial Cluster) on San Jose Avenue. The Ocean Avenue Neighborhood Commercial District subarea is zoned almost entirely NC-2 (Small-Scale Neighborhood Commercial District), except for the fire station site, which is zoned P. This subarea is also entirely within the Ocean Avenue Fast Food Restricted Use Sub-District. Pursuant to Section 781.3 of the Planning Code, large fast food restaurants (more than 1,000 sq. ft.) and small self-service restaurants (less than 1,000 sq. ft.) are not permitted in the Ocean Avenue commercial district in order to preserve the mix and variety of goods and services provided and to prevent parking and traffic congestion in the district. Uses on Ocean Avenue, east of Phelan Avenue to I-280, are zoned RM-1 (Residential, Mixed Districts, Low Density) and RH-2 (Residential, House Districts, Two-Family). The City College and the Balboa Reservoir subareas are zoned P. Surrounding uses outside of the Project Area are zoned P, RH-1 (Residential, House Districts, One-Family), and RH-2.

The Westwood Park neighborhood immediately north of the Balboa Reservoir site is within the RH-1(D) (Residential, House One-Family-Detached Dwellings) zoning district. This area is also within Westwood Park, a Special Use District (SUD) generally bound by Plymouth, Judson, Phelan, and Flood Avenues on the east, Monterey Boulevard on the north, Faxon Avenue on the west, and the rear property lines of parcels fronting the north side of Ocean Avenue on the south. Section 244 of the Planning Code notes that residential character districts “provide for certain areas with special building forms and natural characteristics.”<sup>3</sup> No portions of the Project Area are located within this SUD.

### **Existing Height and Bulk Districts**

Figure 9: Existing Height and Bulk Districts, p. 97, shows existing height and bulk districts in the Project Area. Height and bulk districts in the Transit Station Neighborhood subarea include OS (no limits apply) for Balboa Park, 160-E for the Green Yard, and 105-E for the Upper Yard and Geneva Office Building. The remainder of the subarea is in the 40-X height and bulk district. The Ocean Avenue commercial corridor is also within the 40-X height and bulk district. City

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<sup>3</sup> Section 244.1 requires that the construction of new residential buildings and alterations of existing residential buildings in this SUD be consistent with the design policies and guidelines of the *General Plan* and with the adopted Residential Design Guidelines as amended by portions of the Westwood Park Association Residential Design Guidelines.

College is located within three height and bulk districts: 65-A north of Havelock Street and along Ocean Avenue; 105-E south of Havelock Street; and OS along the eastern portion, south of Havelock Street. The northern two-thirds of the Balboa Reservoir subarea is within the 40-X height and bulk district, and the remaining southern one-third is in the 65-A height and bulk district.

### **Planning Code Article 10**

The Geneva Office Building and Powerhouse is a designated City landmark under Article 10 of the Planning Code. Under the proposed Area Plan, this building would be preserved and re-used for community cultural and art uses. Section IV.H, Historic Architectural Resources, addresses impacts on the Geneva Office Building and Powerhouse. At a program level of detail, the proposed Area Plan does not propose demolition or alteration of any landmark.

### **EXISTING LAND USE – DEVELOPMENT PROJECT SITES**

The Kragen Auto Parts and Phelan Loop development sites are on Ocean Avenue, within the Ocean Avenue neighborhood commercial corridor. The Kragen Auto Parts Site contains a single-story auto parts retail store, with a tire service center at the rear and an off-street parking lot on the western side of the building. The Kragen Auto Parts Site is situated between the Sunset Garage site proposed for the new Ingleside branch library on the west and the Phelan Loop Site on the east, Ocean Avenue on the south, and the southern boundary of the CCSF Balboa Reservoir property on the north.

Owned by the City and County of San Francisco, the Phelan Loop Site currently serves as a Muni bus turnaround and layover area. The Phelan Loop Site is bordered by the southern Balboa Reservoir parcel owned by CCSF on the north, the Kragen Auto Parts store on the west, Fire Station No. 15 on the east, and Ocean Avenue on the south.

The Kragen Auto Parts and Phelan Loop Sites are both zoned NC-2 (Small-Scale Neighborhood Commercial District). Each site is within the 65-A height and bulk district in which building height is limited to 65 feet with building length limited to 110 feet and maximum diagonal dimension of 125 feet.

### **PLANS AND POLICIES**

This subsection describes the major land use and development objectives and policies pertaining to the Area Plan embodied in the *General Plan*. Plans and policies relevant to the Area Plan at the program level, as well as at project level for near-term development on the Phelan Loop and Kragen Auto Parts Sites, are included. This subsection also describes goals and policies of the Better Neighborhood Program and related citywide planning initiatives. Finally, plans and

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policies of agencies or institutions that exercise control of major development sites or subareas within the Project Area are also described.

Regional plans pertaining to congestion management (the *Countywide Congestion Management Plan*) and air quality (the *Bay Area Air Quality Plan*) are discussed in Section IV.C, Transportation, and in Section IV.E, Air Quality, respectively.

***San Francisco General Plan***

The *General Plan* is the embodiment of the City's vision for the future of San Francisco. It is comprised of a series of elements, each of which deals with a particular topic that applies citywide. The *General Plan* consists of ten elements: Housing, Commerce and Industry, Recreation and Open Space, Transportation, Air Quality, Urban Design, Environmental Protection, Community Facilities, Community Safety, and Arts. The *General Plan* also contains ten area plans that identify specific localized goals and objectives for a neighborhood or district of the City.

Priority Policies

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the City Planning Code to establish eight Priority Policies. These policies are included in the preamble to the *General Plan* and serve as the basis upon which inconsistencies in the *General Plan* are resolved. The priority policies are as follows: (1) preservation and enhancement of neighborhood-serving retail uses; (2) protection of neighborhood character; (3) preservation and enhancement of affordable housing; (4) discouragement of commuter traffic and its effects on Muni service, street circulation and 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) landmark and historic building preservation; and (8) protection of open space. In accordance with Planning Code Section 101.1, prior to issuing a permit for any project which requires an Initial Study under the California Environmental Quality Act (CEQA), and 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 program or project is consistent with the Priority Policies. Overall, the proposed Area Plan would address the Priority Policies by implementing the proposed land use and zoning controls, street network and transit facility changes, urban design standards and architectural guidelines, and streetscape improvements described in Chapter III, Project Description, pp. 81-99.

Priority Policy 1 is addressed in the Area Plan with design standards for the treatment of ground-floor uses of new buildings on commercial streets and the provision of continuous retail frontages by prohibiting curb cuts in the Ocean Avenue Commercial District subarea (refer to Chapter III

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Project Description, pp. 91-94, and the Visual Quality discussion in Appendix A: Initial Study, p. 27). Policy 2 is addressed in the proposed design standards and architectural guidelines that support preservation of neighborhood character through building massing, scale, and treatment of ground-floor uses (refer to the Visual Quality discussion in Appendix A: Initial Study, pp. 24-33). The Area Plan includes the enhancement of affordable housing (Policy 3) on publicly owned sites (i.e., the Phelan Loop Site) in the Project Area. Policy 4, discouraging commuter traffic, is addressed by the Area Plan's proposed transit facility improvements and street network improvements that enhance pedestrian and bicycle travel (refer to Section IV.C, Transportation, pp. 192-195). The Area Plan would encourage retention and adaptive reuse of the Geneva Office Building, which would preserve an historic landmark (Policy 7) (see Section IV.H, Historic Architectural Resources). Policy 8 is addressed by the proposed design guidelines for open spaces and plazas, such as using "found" space for public open space and ensuring visual links between open space and surrounding streets. Seismic hazards pertaining to Policy 6 and earthquake preparedness are discussed in Appendix A: Initial Study, pp. 44-53. Except for the Green Yard, Upper Yard, Geneva Yard, Phelan Loop area, and Balboa Reservoir site, industrial and service uses are not prevalent in the Project Area: Policy 5, which pertains to the preservation of industrial and service uses, is indirectly addressed in the proposed Area Plan by retaining and incorporating the Green Yard for continued transit maintenance and storage uses.

General Plan Elements

The eight elements of the *General Plan* discussed below are relevant to the proposed Area Plan and development proposals on the Phelan Loop and Kragen Auto Parts Sites.<sup>4</sup>

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<sup>4</sup> The Community Facilities Element is not included in this discussion because the Area Plan as a whole and the proposed development projects at the Kragen Auto Parts and Phelan Loop Sites do not propose construction of community facilities (police stations, fire stations, schools, community centers, etc.). Potential development on the current fire station site and future relocation of Fire Station No. 15 would be subject to the objectives and policies of the Community Facilities Element during project-level environmental review. The Public Safety Element is not included in this discussion because the Area Plan and development projects do not explicitly include components related to life safety, emergency operations, or preservation or reconstruction during a natural disaster.

Housing Element

The Housing Element is a major part of the *General Plan* that seeks to ensure adequate housing for current and future San Francisco residents.<sup>5</sup> The Area Plan proposes policies and land use controls that would encourage new, well-designed housing development; retain and enhance existing housing; increase affordable housing; provide opportunities for higher density housing development near transit; and reduce or remove minimum parking requirements (which indirectly allows for development of more housing than existing land use controls). Objectives and policies of the Housing Element concerning balanced population and jobs/housing growth that are applicable to the proposed Area Plan are discussed in Section IV.B, Population, Housing, and Employment, pp. 147-149.

Commerce and Industry Element

The Commerce and Industry Element of the *General Plan* addresses general citywide objectives for continued economic vitality, social equity (with respect to employment), and environmental quality for the four major sectors of San Francisco's economy, including neighborhood commercial retail. The Area Plan proposes development densities, urban design guidelines, and pedestrian amenities that encourage and increase active ground-floor retail and neighborhood commercial uses within walking distance of residences and other major uses. The Area Plan also emphasizes managing parking and improving vehicular circulation to minimize effects on commercial uses. The Commerce and Industry Element contains the following objective and policies relevant to the Area Plan, particularly within the Ocean Avenue Neighborhood Commercial subarea. The objective and policies also pertain to the mixed-use development projects on the Krage Auto Parts and Phelan Loop Sites.

- Objective 6:** Maintain and strengthen viable neighborhood commercial areas easily accessible to city residents.
- Policy 6.1: Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.
- Policy 6.3: Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing affordable housing and needed expansion of commercial activity.
- Policy 6.6: Adopt specific zoning districts which conform to a generalized neighborhood commercial land use plan.

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<sup>5</sup> A recent California Appeals Court decision invalidated the Negative Declaration prepared by the City for the 2004 Housing Element. Although the specific effect of the decision is not known at the time of publication of this Draft EIR, the proposed Area Plan would be consistent with the objectives and policies of both the 2004 Housing Element and the former 1990 Housing (Residence) Element of the *San Francisco General Plan* and, even if the 2004 Housing Element were found invalid, the Draft EIR's conclusions in this area of impact analysis would remain unchanged.

Policy 6.7: Promote high quality urban design on commercial streets.

Policy 6.9: Regulate uses so that traffic impacts and parking problems are minimized.

Recreation and Open Space Element

The Recreation and Open Space Element of the *General Plan* contains objectives and policies for maintaining, creating, and enhancing recreational and open space resources in the City. The Area Plan provides for new public open space which may be transferred to the Recreation and Park Department (e.g., Phelan Loop Plaza); new publicly accessible open space in the commercial district (e.g., Library Plaza and Brighton Avenue open space); joint use of open space (e.g., Geneva Transit Plaza); as well as improved access to open space and recreation (e.g., the new Balboa Park entrance). The following objective and policies of the Recreation and Open Space Element are relevant to the Project Area as a whole, and the proposed Phelan Loop Plaza and Brighton Avenue open space (proposed as part of the Kragen Auto Parts Site development):

**Objective 4:** Provide opportunities for recreation and the enjoyment of open space in every San Francisco neighborhood.

Policy 4.2: Maximize joint use of other properties and facilities.

Policy 4.4: Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

Policy 4.6: Assure the provision of adequate public open space to serve new residential development.

Policy 4.7: Provide open space to serve neighborhood commercial districts.

Transportation Element

The Transportation Element of the *General Plan* is composed of objectives and policies that relate to the nine aspects of the citywide transportation system: General, Regional Transportation, Congestion Management, Vehicle Circulation, Transit, Pedestrian, Bicycles, Citywide Parking, and Goods Movements. A key strategy of the Area Plan is to capitalize on the availability of transit and enhance non-auto modes of travel in the Project Area. The Transportation Element contains the following objectives and policies that are directly applicable to the proposed Area Plan and near-term project-level transportation improvements:

**Objective 2:** Use the transportation system as a means for guiding development and improving the environment.

Policy 2.4: Organize the transportation system to reinforce community identity, improve linkages among interrelated activities and provide focus for community activities.

**Objective 14:** Develop and implement a plan for operational changes and land use policies that will maintain mobility and safety, despite a rise in travel demand that could otherwise result in system capacity deficiencies.

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- Policy 14.2: Ensure that traffic signals are timed and phased to emphasize transit, pedestrian, and bicycle traffic as part of a balanced multimodal transportation system.
- Policy 14.3: Improve transit operation by implementing strategies that facilitate and prioritize transit vehicle movement and loading.
- Policy 14.4: Reduce congestion by encouraging alternatives to the single occupancy auto through the reservation of right-of-way and enhancement of other facilities dedicated to multiple modes of transportation.
- Policy 14.7: Encourage the use of transit and other alternative modes of travel to the private automobile through the positioning of building entrances and the convenient location of support facilities that prioritize access from these modes.
- Objective 20:** Give first priority to improving transit service throughout the city, providing a convenient and efficient system as a preferable alternative to automobile use.
- Policy 20.1: Give priority to transit vehicles based on a rational classification system of transit preferential streets.
- Policy 20.2: Reduce, relocate, or prohibit automobile facility features on transit preferential streets, such as driveways and loading docks, to avoid traffic conflicts and automobile congestion.
- Policy 20.3: Develop transit preferential treatments according to established guidelines.
- Policy 20.6: Provide priority enforcement of parking and traffic regulations on all transit preferential streets.
- Objective 23:** Improve the city's pedestrian circulation system to provide for efficient, pleasant, and safe movement.
- Policy 23.2: Widen sidewalks where intensive commercial, recreational, or institutional activity is present and where residential densities are high.
- Policy 23.3: Maintain a strong presumption against reducing sidewalk widths, eliminating crosswalks and forcing indirect crossings to accommodate automobile traffic.
- Policy 23.6: Ensure convenient and safe pedestrian crossings by minimizing the distance pedestrians must walk to cross a street.
- Objective 24:** Improve the ambience of the pedestrian environment.
- Policy 24.2: Maintain and expand the planting of street trees.
- Policy 24.3: Install pedestrian-serving street furniture where appropriate.
- Policy 24.4: Preserve pedestrian-oriented building frontages.
- Objective 26:** Consider the sidewalk area as an important element in the citywide open space system.
- Policy 26.1: Retain streets and alleys not required for traffic, or portions thereof for through pedestrian circulation and open space use.
- Policy 26.2: Partially or wholly close certain streets not required as traffic carriers for pedestrian use or open space.
- Policy 26.3: Encourage pedestrian serving uses on the sidewalk.



**Objective 27:** Ensure that bicycles can be used safely and conveniently as a primary means of transportation, as well as for recreational purposes.

Policy 27.1: Expand and improve access for bicycle on city streets and develop a well-marked, comprehensive system of bike routes in San Francisco.

Policy 27.3: Eliminate hazards to bicyclists on city streets.

Policy 27.10: Accommodate bicycles in the design and selection of traffic control facilities.

**Objective 28:** Provide secure bicycle parking facilities.

Policy 28.1 Provide secure bicycle parking in new governmental, commercial, and residential developments.

Policy 28.3: Provide parking facilities which are safe, secure, and convenient.

Policy 28.4: Provide bicycle parking at all transit terminals.

**Objective 34:** Relate the amount of parking in residential areas and neighborhood commercial districts to the capacity of the city's street system and land use patterns.

Policy 34.1: Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.

Policy 34.3: Permit minimal or reduced off-street parking for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.

Policy 34.5: Minimize the construction of new curb cuts in areas where on-street parking is in short supply and locate them in a manner such that they retain or minimally diminish the number of existing on-street parking spaces.

**Objective 35:** Meet short-term parking needs in neighborhood shopping districts consistent with preservation of a desirable environment for pedestrians and residents.

Policy 35.1: Provide convenient on-street parking specifically designed to meet the needs of shoppers dependent upon automobiles.

Policy 35.2: Assure that new neighborhood shopping district parking facilities and other auto-oriented uses meet established guidelines.

#### *Transit-First Policy*

In 1998, the San Francisco voters amended the City Charter (Section 16.102) to include a Transit-First Policy. The transit-first policy is a set of principles which 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. All City boards, commissions, and departments are required, by law, to implement transit-first principles in conducting City affairs. The Planning Department used "Transit First" principles to develop and formulate goals for the Better Neighborhoods Program, which includes the *Balboa Park Station Area Plan* (see the discussion below on pp. 123-124).

Urban Design Element

The Urban Design Element of the *General Plan* is concerned with the physical character and environment of the City with respect to development and preservation. The Urban Design Element addresses issues related to City Pattern, Conservation, Major New Development, and Neighborhood Environment. Implementation of the Area Plan would emphasize and reinforce the existing scale and character the Project Area through implementation of design standards and architectural guidelines. The Area Plan includes provisions to preserve the Geneva Office Building, which is an historic landmark building. The following objectives and policies of the Urban Design Element are relevant to the Area Plan and the development projects on the Phelan Loop and Kragen Auto Parts Sites:

- Objective 2:** Conservation of resources which provide a sense of nature, continuity with the past, and freedom from overcrowding.
- Policy 4: Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.
- Objective 4:** Improvement of the neighborhood environment to increase personal safety, comfort, pride and opportunity.
- Policy 1: Protect residential areas from the noise, pollution and physical danger of excessive traffic.
- Policy 11: Make use of street space and other unused public areas for recreation.
- Policy 13: Improve pedestrian areas by providing human scale and interest.

Air Quality Element

The Air Quality Element of the *General Plan* is composed of six sections, each of which focuses on different aspects of air quality improvement efforts. The Area Plan's goals to increase transit access and enhance non-auto travel would reduce mobile source emissions from automobiles. Relevant objectives and policies of the Air Quality Element concerning mobile source emissions and land use planning that have direct implications for the proposed Area Plan are discussed in Section IV.E, Air Quality, pp. 234-235.

Arts Element

The Arts Element of the *General Plan* is intended to strengthen the arts in San Francisco through a variety of efforts which recognize and legitimize the roles of the arts in the economy, cultural diversity, and creative expression of the City. Strategy No. 10 of the Area Plan seeks to enrich the Project Area with public art through implementation of a well-coordinated arts program. An arts center for youth is proposed for the Geneva Office Building and Powerhouse. The following objectives and policies of the Art Element are applicable to Strategy No. 10 and the proposed arts center:

**Objective I-1:** Recognize the arts as necessary to the quality of life for all segments of San Francisco.

Policy I-1.1: Promote inclusion of artistic considerations in local decision-making.

**Objective I-3:** Maintain and strengthen the Arts Commission so that it can better serve the public and city government through arts policy coordination, planning, and programming.

Policy I-3.3: Strive for the highest standards of design of public buildings and grounds and structures placed in the public right-of-way.

**Objective II-2:** Support arts and cultural programs which address the needs of diverse populations.

Policy II-2.1: Identify and address the needs of arts programs and facilities for all segments of San Francisco.

**Objective II-3:** Promote arts education programs that reflect the cultural diversity of San Francisco.

Policy II-3.1: Encourage arts education offerings in the community and the schools to include art and artists from many cultures.

**Objective VI-1:** Support the continued development and preservation of artists' and arts organizations' spaces.

Policy VI-1.7: Encourage the use of available and existing facilities under local government jurisdiction by artists and arts organizations.

### **Better Neighborhoods Program**

The *Balboa Park Station Area Plan* is one of three Better Neighborhoods planning initiatives currently being implemented by the Planning Department. The other two Better Neighborhood Plans - the *Central Waterfront Plan* and the *Market and Octavia Neighborhood Plan* - are in various stages of planning and environmental review.<sup>6</sup> Although quite diverse, a common link among these three neighborhoods is their richness in transit resources. The Better Neighborhoods Program aims to address the challenges of growth and change in the City, but focuses on strengthening neighborhoods at a local level based on community-based planning and refining citywide goals to meet the particular needs of the community.

The goal of the Better Neighborhoods Program is to create plans that improve the neighborhood where possible, while supporting existing neighborhood attributes. The Better Neighborhoods Program identifies eight elements that define a great neighborhood; these were applied to each of the Better Neighborhood planning areas, as appropriate.

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<sup>6</sup> The Central Waterfront Plan is included in the Eastern Neighborhoods Rezoning EIR, which is undergoing environmental review. On April 5, 2007, the Planning Commission certified the Final EIR for the Market & Octavia Neighborhood Plan, and adopted this Plan. The Market & Octavia Neighborhood Plan has been referred to the Board of Supervisors for its consideration.

IV. Environmental Setting and Impacts  
A. Land Use, Plans, and Policies

1. **Walk to Shops.** Stores and shops that satisfy everyday needs within an easy walk from home (five to ten minutes).
2. **Safe Streets.** Safe and friendly streets where residential streets feel public and more like open space than trafficways.
3. **Getting Around Easily.** Many choices that make it easy to move about on foot, by bicycle, transit and auto; cars are accommodated, but allow people to live easily without one.
4. **Housing Choices.** A mix of housing, flats and apartments of various sizes to meet different needs and preferences.
5. **Gathering Places.** Public gathering places include parks, plazas, sidewalks, and shops.
6. **City Services.** Full range of public services for residents, including parks, schools, police and fire stations, libraries, and other amenities.
7. **Special Character.** Neighborhood identity shaped by its physical setting, streets, buildings, open spaces, history, culture, and its residents.
8. **Part of the Whole.** Neighborhoods stand on their own, but are part of the city's wider community.

The *Balboa Park Station Area Plan* is being implemented in conformance with the goals and elements of the Better Neighborhoods Program.

### **Better Streets Plan**

The City is also preparing the *Better Streets Plan* that will create a unified set of standards, guidelines, and implementation strategies to govern how the City designs, builds, and maintains public streets and rights-of-way. The *Better Streets Plan* is being developed by multiple City agencies, including the Planning Department, the Municipal Transportation Agency, and Public Works. The *Better Streets Plan* would consist of two primary elements: a *Streetscape Master Plan* and a *Pedestrian Master Plan*, which would be combined into a single document, after separate technical analysis and joint public outreach. The goals of the *Better Streets Plan* are:

- To enhance pedestrian quality and safety;
- To beautify streets and public spaces, and improve civic pride in our streets and other public spaces;
- To increase the economic viability of neighborhood business districts;
- To increase usable open space in underserved neighborhoods; and
- To create ecological benefits from increases greenery and better management of stormwater run-off.

The Urban Design and Architectural Guidelines under the proposed Area Plan call for designing multi-modal streets in accordance with the principles of the City's Better Streets and Transit First Policies.

### **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.<sup>7</sup> The adopted *San Francisco Sustainability Plan* (Sustainability Plan) became a policy document of the City in July 1997. The Planning Department is currently working on a multi-year strategy to update and revise the *General Plan* to incorporate the Sustainability Plan.

The 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). Each topic area has a set of indicators that are to be used over time to determine whether San Francisco is moving in a sustainable direction in that particular area. The proposed Area Plan integrates a range of environmental, economic, and social issues that are embodied in the Sustainability Plan. The Area Plan is a means for implementing a set of land use and zoning, urban design, transportation, streetscape, and open space measures that would help create a dense, enhanced urban environment. According to the Sustainability Plan, this "high quality of urban life which provides the scale and density for access to everyday activities and necessities with the ability to forego vehicular travel, is conducive to reduced environmental impacts and a sustainable environment."<sup>8</sup> Specific goals of the Sustainability Plan relevant to the proposed Area Plan are listed below.

#### Transportation

- Goal 1: To move people and goods with most efficient use of resources.
- Goal 2: To have convenient regional transportation connections.
- Goal 3: To integrate transportation, land use, and economic development policies.
- Goal 4: To reduce transportation energy consumption and pollution generation.
- Goal 5: To reduce dependence on automobiles.
- Goal 6: To increase the reality and perception of safety and civility on transit to all.
- Goal 7: To provide a fair distribution of transportation resources to all users.

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<sup>7</sup> The Sustainability Plan uses the following definition to explain sustainability: "A sustainable society meets the needs of the present without sacrificing the ability of future generations and non-human forms of life to meet their own needs" (*Sustainability Plan for San Francisco*, October 1996).

<sup>8</sup> City and County of San Francisco, *Sustainability Plan for the City of San Francisco*, 1997, p. 2.

IV. Environmental Setting and Impacts  
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The proposed Area Plan provides transit access improvements, pedestrian safety, bicycle access features, streetscape improvements, and proposed Planning Code changes, including reduced parking requirements, which help implement the transportation goals of the Sustainability Plan.

Parks, Open Space, and Streetscapes

Goal 1: Provision of Parks, Recreation and Open Spaces – To provide parks, recreation facilities, open spaces, streetscapes, waterfronts, and shorelines for the benefit, enjoyment, health and well-being of San Francisco’s residents, visitors, and wildlife and to celebrate San Francisco’s unique sense of place.

The Area Plan’s proposed design standards, streetscape improvements, and land use controls would create new open spaces (particularly by finding “unused” space) and would protect existing open space in the Project Area, consistent with the Parks, Open Space, and Streetscape goal for the provision of open space.

**City College of San Francisco Master Plan**

As required by Section 304.5 of the Planning Code, CCSF prepared an institutional master plan that describes its existing and anticipated future development. On June 10, 2004, the CCSF Board of Trustees certified the CCSF Master Plan Final EIR and approved the CCSF Master Plan. Approval and implementation of the Master Plan is not within the jurisdiction of the City and County of San Francisco but is subject to approval of the College District Governing Board, in this case, the Board of Trustees. As an agency of the state, CCSF is not subject to most local land use regulations or requirements (California Government Code Section 53094).

Recognizing its role as an important resource to the community, a fundamental concept of this CCSF Master Plan is to support neighborhood revitalization and vitality. CCSF and the Planning Department worked closely together throughout the community planning process by incorporating mutual goals to integrate the CCSF campus into the community. The CCSF Master Plan also incorporates housing development in the Balboa Reservoir subarea and auto access to the campus north of Ocean Avenue as part of its long-range planning. However, at the time the EIR was prepared for the Master Plan, these future development projects were not defined and were thus considered too speculative to include in the EIR analysis for the CCSF Master Plan.<sup>9</sup>

The CCSF Master Plan would support community revitalization goals of the Area Plan by siting key facilities such as the Wellness Center and Performing Arts Center at locations that are visible and accessible from the Ocean Avenue commercial corridor. The CCSF Master Plan complements the goals of the Area Plan by improving pedestrian and vehicular circulation; strengthening visual, landscaping, and street connections from the campus to the community; and

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<sup>9</sup> City College of San Francisco, *CCSF Master Plan Final EIR*, June 4, 2004, pp. 4.1-14-4.1-15.

encouraging increased transit ridership. The proposed internal campus pedestrian connections from the Ocean/Howth Avenues intersection to Cloud Circle would complement pedestrian improvements along Ocean Avenue as envisioned by the proposed Area Plan. Modifications to the Ocean, Phelan, and San Jose intersection to accommodate bicycle lanes, as well as the redesign of Phelan Avenue between Judson and Ocean Avenues to accommodate dedicated bicycle lanes, would be consistent with CCSF's support to implement the *Bicycle Master Plan*.<sup>10</sup>

The Transportation and Parking Principles of the CCSF Master Plan call for improving access to the campus site by "providing additional vehicle access to and from the reservoir site parking lots, preferably by providing direct access to and from Ocean Avenue at the intersection of Ocean and Lee Avenues."<sup>9</sup> The Area Plan does not propose an extension of Lee Avenue onto the CCSF campus, as called for in the CCSF Master Plan. Under the Area Plan, Lee Avenue would terminate south of the Balboa Reservoir property. The extension of Lee Avenue onto the CCSF campus is analyzed in this EIR as a variant to the street network (see discussion of "Lee Avenue Connection to CCSF Variant" on pp. 184-191 in Section IV.C. Transportation.)

### ● **Muni's Short Range Transit Plan**

The *Short Range Transit Plan* is Muni's primary planning document, providing information on Muni's organization, major initiatives, service plans, capital improvement program, and operating financial plan. Chapter 5, Planning and Expansion, of MTA's *FY 2008-2027 Draft Short Range Transit Plan* notes that MTA's February 2002 *A Vision for Rapid Transit in San Francisco* identifies Geneva Avenue/Ocean Avenue as a major transit corridor and as a site for a possible future rail project.<sup>11</sup> MTA's 2002 *A Vision for Rapid Transit in San Francisco* notes that an interim step on Geneva Avenue would be to establish an exclusive right-of-way for the K-line on Ocean Avenue.<sup>12</sup>

### **Bay Area Rapid Transit District (BART) Station Area Plans and Policies**

Planning for the Project Area has been developed through a collaborative process involving BART, the City, and the local community. BART station area planning objectives, as well as transit-oriented development goals for increased ridership and development at and near BART

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<sup>10</sup> On November 7, 2006, the San Francisco Superior Court issued a ruling on the lawsuit challenging the San Francisco Bicycle Plan. The ruling forbids the City from implementing any bicycle-related facility that would result in a physical streetscape change (e.g. striping bike lanes and installing bicycle racks and signs) until the City conducts full environmental review of the 2005 San Francisco Bicycle Plan. The Municipal Transportation Agency (MTA), the City agency responsible for managing and implementing the Bicycle Program, is currently proceeding with preparation of an EIR. The EIR is expected to be completed by fall 2008.

<sup>11</sup> MTA, *FY 2008-2027 Draft Short Range Transit Plan*, <http://www.sfmta.com/cms/rsrtp/srtpindx.htm#fy2008>, accessed August 8, 2008.

<sup>12</sup> MTA, *A Vision for Rapid Transit in San Francisco (2002)*, <http://www.sfmta.com/cms/rprint/visindx.htm>, accessed August 8, 2008.

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stations, are addressed in the proposed Area Plan through strategies that improve multi-modal access to the Balboa Park BART Station and encourage mixed-use, infill development surrounding the BART station.

The *BART Strategic Plan*, dated 1999 (updated 2003), sets forth goals and strategies to carry out its mission to “provide regional public transit service in order to increase mobility and accessibility, strengthen community and economic prosperity, and preserve the environment in the Bay Area.” The Strategic Plan includes the following three goals for station area planning:

1. Foster compact transit-oriented and transit-serving mixed-use development of BART properties, maximize transit ridership, and balance development goals with community desires.
2. Promote transit ridership and enhance quality of life by encouraging and supporting transit-oriented development within walking distance of BART stations and along transit corridors that serve BART stations.
3. Advance transit-supportive land use policies at the local, regional, state and federal levels.

One of the implementation strategies identified in the Strategic Plan calls for BART to undertake comprehensive planning with local communities and planning partners, and to coordinate comprehensive planning for all BART properties (see the following discussion of the *Balboa Park Comprehensive Station Plan*).

Balboa Park Comprehensive Station Plan

The *Balboa Park Comprehensive Station Plan* (CSP), dated September 2002, was BART’s first comprehensive planning effort for the Balboa Park Station. This plan established a “vision for Balboa Park,” allowing the station to realize its potential as both a neighborhood center and as “one of the most important transportation hubs in the entire Bay Area.”<sup>13</sup> The Balboa Park CSP emphasized improvements that could be undertaken and funded by BART, but also encompassed plans and proposals from the Planning Department and Muni that evolved from the Better Neighborhoods Program and the planning process for the Area Plan. The Balboa Park CSP was developed in tandem with the proposed Area Plan and incorporates the “Eight Elements of a Good Urban Neighborhood” outlined in the Better Neighborhoods Program, as well as the objectives of the community<sup>14</sup> (listed in Chapter III, Project Description, “Project Objectives,” pp. 75-77). Since completion of the CSP in 2003, many of the City’s recommendations have been refined through the planning process, as noted below.

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<sup>13</sup> Bay Area Rapid Transit District, *Balboa Park Comprehensive Station Plan*, September 2002, p. 1-1.

<sup>14</sup> Subsequent to publication of the *Balboa Park Comprehensive Station Plan*, two additional community objectives were added: “Create a variety of gathering places for the community;” and “Provide a full range of public services for community residents.”



The Balboa Park CSP includes the following key principles:

- Building facades should be built up to the sidewalk, and have interesting facades rather than blank walls or garage doors;
- Development should be integrated into the neighborhood through extending existing streets into new parcels of land, maintaining the regular grid pattern;
- The height and scale of buildings should be appropriate for the existing character of the neighborhood;
- Parking should be minimized to capitalize on the excellent transit access, while ensuring that street parking for existing residents does not become more difficult;
- Development should include a mix of residential, retail, and small-scale office uses;
- Housing should cater to a variety of income levels; and
- Developers should be strongly encouraged to fund transit improvements as part of their proposals.

The principles of the Balboa Park CSP mirror the strategies outlined for the proposed Area Plan, with the exception of encouraging developers to fund transit improvements as part of development proposals.

The Balboa Park CSP also lists small-scale measures to improve pedestrian access to the Balboa Park Station since the majority of trips to BART and Muni in the Project Area are by foot. Specific measures include signalized crosswalks or stop signs at freeway off-ramps; redesign of freeway off-ramps; countdown indicators at key intersections such as Geneva Avenue; a new crosswalk on Ocean Avenue between the BART station and Balboa Park; and wider sidewalks and more prominent crosswalks. None of these measures are specified in the proposed Area Plan; however, these overall improvements address pedestrian safety (especially on Ocean Avenue) and traffic calming measures, both of which are included in the Area Plan.

#### ● BART's Transit-Oriented Development Policy

In response to federal, state, and regional policy to concentrate growth around transit, BART has developed transit-oriented development goals to (a) increase transit ridership and enhance quality of life at and around BART stations by encouraging and supporting high quality transit-oriented development within walking distance of BART stations, (b) increase transit-oriented development projects on and off BART property through creative planning and development partnerships with local communities, (c) enhance the stability of BART's financial base through the value capture strategies of transit-oriented development, and (d) reduce the access mode share of the

automobile by enhancing multi-modal access to and from BART stations in partnership with communities and access providers.<sup>15</sup>

### **Consistency with Applicable Plans and Policies**

Discussion of the consistency of the proposed Area Plan with applicable plans and policies is required by Section 15125(d) of the CEQA Guidelines. The Area Plan was developed based on *General Plan* policies that encourage development of housing; integration of transportation and land use planning; reduction of automobile use; and promotion of alternative modes of travel. The proposed Area Plan is also based on the Better Neighborhoods Program's "Eight Elements of a Good Urban Neighborhood." As such, the proposed *Balboa Park Station Area Plan* is consistent with applicable *General Plan* policies and the Better Neighborhoods Program. The Area Plan's emphasis on reducing auto use is also consistent with the transportation goals outlined in the *San Francisco Sustainability Plan*. The Area Plan was developed by the Planning Department through a collaborative planning process with the neighborhood community, BART, CCSF, the Municipal Transportation Agency (MTA), and other interested parties and agencies. Through this process, the Area Plan has addressed many of the concerns raised by BART and CCSF, and has incorporated strategies and policies that are consistent with the planning efforts of these agencies for the Project Area.

The proposed Area Plan will be reviewed by the City Planning Commission and Board of Supervisors to make findings of consistency with the objectives, policies and principles of the *General Plan* at the program level, as well as at the project level for the proposed developments on the Phelan Loop and Kragen Auto Parts Sites. Other aspects of the *General Plan* would be addressed when detailed development proposals and improvements, not covered at the project level in this EIR, are subsequently considered for approval.

## **AREA PLAN EFFECTS**

### **SIGNIFICANCE CRITERIA**

The City and County of San Francisco generally considers that implementation of the proposed Area Plan would have a significant impact if it were to:

- Physically divide an established community.
- Have a substantial impact upon the existing character of the vicinity.
- 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,

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<sup>15</sup>BART, Transit-Oriented Development Policy, <http://www.bart.gov/docs/planning/BART%20TOD%20Policy.pdf>, accessed August 8, 2008.

local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.

## LAND USE EFFECTS

Implementation of the Area Plan would not, in itself, result in the construction of new development, but would establish land use controls, urban design guidelines, and policy framework to encourage new residential and mixed-use development, and transportation/street improvements.

At the program level, implementation of the *Balboa Park Station Area Plan* would, by 2025, result in approximately 1,780 new housing units, about 104,620 net new sq. ft. of commercial development, 19,000 net new sq. ft. of cultural/institutional uses, and 129,300 gsf of public open space. It is possible that some of this development would occur without implementation of the Area Plan. However, existing land use controls and zoning would not be expected to maximize the potential to create a transit-oriented, mixed-use residential neighborhood.

The Area Plan does not propose changes to existing land use patterns, but would intensify and encourage mixed-use housing and neighborhood-serving retail development near transit. Because much of the Project Area is built out, most new development would occur on opportunity sites identified by the Area Plan or on infill development sites. Except for the Phelan Loop and Kragen Auto Parts Sites, changes in land use would be expected to occur gradually and incrementally over the 20-year build-out period (up to 2025). The Area Plan's emphasis on infill development would help retain existing uses, particularly housing. The proposed deck over I-280 between Geneva and San Jose Avenues would help connect the Project Area to neighborhoods to the east that were separated after construction of I-280. Based on these factors, implementation of the proposed Area Plan would not divide (or disrupt) an established community, and would not have adverse land use effects, as discussed in Appendix A: Initial Study, pp. 23-24.

The Area Plan is intended to encourage development that would alter existing land use character by maximizing residential development; encouraging more dense residential development with active, ground-level retail; and creating new public street and open space improvements. The Area Plan would also affect land use by increasing opportunities for alternative modes of travel, thereby reducing the amount of auto traffic and demand for parking. As such, changes in land use would be expected to occur with implementation of the Area Plan. These changes, however, would not substantially alter the neighborhood character and scale of the Balboa Park community. For the most part, existing land use patterns would be retained. With implementation of the Area Plan, however, there would be increased emphasis on mixed-use residential development within the Project Area, particularly on Ocean Avenue on the Kragen Auto Parts and Phelan Loop Sites (see detailed discussion of these sites below), the western half of the Balboa Reservoir subarea, and on in-fill sites along San Jose Avenue. The scale of new development would be compatible with the surrounding uses; however, the density and height of new development would be

moderately increased (see the discussion of proposed height and bulk changes, below). As discussed in the Initial Study, there would be no significant effects related to land use with implementation of the proposed Area Plan.

### **PROPOSED ZONING AND HEIGHT AND BULK CHANGES**

Implementation of the proposed Area Plan would result in rezoning of some portions of the Project Area to NC-T (Neighborhood Commercial Transit) district, a new zoning district that would need to be approved as part of the Area Plan. The purpose of the NC-T district is to encourage mixed-use development of moderate-scale concentrated near intensive transit services. The NC-T district would allow for mixed retail, limited commercial and housing development. The controls that would be applicable to development in the proposed NC-T district are summarized in Chapter III, Project Description, pp. 99-100. Rezoning to the new NC-T district would occur in three locations: 1) the Ocean Avenue Neighborhood Commercial District subarea (currently zoned NC-2 and P); 2) the Muni Upper Yard site (currently zoned P); and the east side of San Jose Avenue (currently zoned RH-1) between Geneva and Ocean Avenues. Except for the Muni Upper Yard and Geneva Yard parcels, almost all of the proposed zoning and height and bulk changes would occur on infill sites where mixed-use residential development would be encouraged. Proposed zoning changes are shown in Figure 8: Existing and Proposed Zoning for Project Area, p. 96.

Existing height and bulk limits would also be modified in the Project Area. In some areas, height limits would be increased, and in other areas, decreased. Figure 9: Existing and Proposed Height and Bulk Limits, p. 97, shows these proposed changes. Table 2 summarizes proposed changes to the existing zoning and height and bulk limits. Overall, implementation of the Area Plan would result in moderate increases in height limits. Existing height limits in the Project Area would be retained, except for portions of the Balboa Reservoir subarea and where the height limit would increase by 25 feet, from 40 feet to 65 feet; as well as along the Ocean Avenue Neighborhood Commercial District subarea west of Phelan Avenue, and along the east side of San Jose Avenue in the Transit Station Neighborhood subarea, between Geneva Avenue and the north side of Ocean Avenue (including the “Donut Shop” site), where height limits would increase by five feet, from 40 feet to 45 feet.<sup>16</sup>

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<sup>16</sup> In addition, a portion of the City College subarea fronting Ocean Avenue currently within the 65-foot height limit would increase to 105-foot height district under the CCSF Master Plan.

**Table 2: Proposed Zoning and Height and Bulk Changes**

| Subarea/Site   | Zoning District |          | Height and Bulk Limits |                         |
|--|-----------------|----------|------------------------|-------------------------|
|  | Existing        | Proposed | Existing               | Proposed                |
| <b>Transit Neighborhood</b>                              |                 |          |                        |                         |
| Muni Upper Yard  | P               | NC-T     | 40-X; 105-E            | 85-E                    |
| Donut Shop Property                                      | NC-1            | NC-1     | 40-X                   | 45-X                    |
| Geneva Yard  | P               | P        | 40-X                   | 40-X                    |
| Geneva Office Building and Powerhouse                    | P               | P        | 105-E                  | 40-X                    |
| San Jose Avenue Infill <sup>1</sup>                      | RH-1            | NC-T     | 40-X                   | 45-X                    |
| <b>Ocean Avenue Neighborhood Commercial</b>              |                 |          |                        |                         |
| Phelan Loop  | NC-2            | NC-T     | 65-A                   | 55-A                    |
| Kragen Auto Parts  | NC-2            | NC-T     | 65-A                   | 55-A                    |
| Firehouse  | P               | NC-T     | 65-A                   | 55-A                    |
| Ocean Avenue Infill                                      | NC-2            | NC-T     | 40-X                   | 45-X                    |
| <b>Balboa Reservoir Subarea</b>                          |                 |          |                        |                         |
| SFPUC Reservoir Property                                 | P               | P        | 40-X; 65-A             | 40-X; 65-A <sup>2</sup> |
| <b>City College of San Francisco Subarea<sup>3</sup></b> | P               | P        | 65-A, 105-E, OS        | 65-A, 105-E, OS         |

*Notes:*

<sup>1</sup> "San Jose Avenue Infill" is the area on the east side of San Jose Avenue between Ocean and Geneva Avenues that is zoned RH-1.

<sup>2</sup> The height limits in the Balboa Reservoir subarea would remain in the 40-X and 65-A height and bulk districts, but these districts would be configured to reflect the new east-west orientation of the site, and would be more compatible with the Westwood Park residential neighborhood to the west.

<sup>3</sup> No development is assumed in the City College subarea as part of the Area Plan. The height limits would remain the same, but would be reconfigured along Ocean Avenue and east of I-280 in the central and eastern portion of the subarea.

*Source:* Balboa Park Station Area Plan Land Use Program; p. 48; San Francisco Planning Department; Pittman & Associates; and Turnstone Consulting.

In several areas, a reduction in height limits would occur, including the triangular area south of Havelock Avenue in the City College subarea, which would be reduced from 105 feet to 65 feet; and the southern western half of the Balboa Reservoir subarea (closest to the Westwood Park neighborhood), which would be reduced from 65 feet to 40 feet. The Kragen Auto Parts and Phelan Loop Sites would be reduced from 65 feet to 55 feet. The Muni Upper Yard site in the Transit Station Neighborhood subarea, which is in the 105-foot height limit on its northern half and 40-foot limit on its southern half, would be reclassified to an 85-foot height limit for the entire site. The height limit for the Geneva Office Building and Powerhouse would be reduced from 105 feet to 40 feet.

The proposed zoning and height and bulk changes would result in a modest increase in residential density and heights in portions of the Project Area. The NC-T district would encourage residential development by removing residential density requirements, limiting the maximum floor area of commercial uses; and eliminating minimum parking requirements for residential and commercial uses. New development under the proposed zoning and height and bulk limits would remain similar in scale to surrounding uses, and would not divide or disrupt existing land use

patterns. Overall, as discussed in the Initial Study, the proposed zoning changes and height and bulk limit changes would not physically divide the existing neighborhood, nor would they substantially impact the character of the Balboa Park community.

#### **AREA PLAN DEVELOPMENT EFFECTS**

Potential development sites in the Project Area are discussed below at the program level for each of the four subareas.

##### **Transit Station Neighborhood Subarea**

With implementation of the proposed Area Plan, land use within the Transit Station Neighborhood subarea would change noticeably, particularly for the Muni Upper Yard site. The existing light-rail maintenance and storage yard, renovated Geneva Office Building, and infill developments along San Jose Avenue would be transformed into a mixed-use residential neighborhood within close proximity to the Balboa Park BART Station. Potential development in this subarea includes approximately 615 housing units, 24,740 sq. ft of commercial space, and 15,853 sq. ft. of cultural/institutional uses (see Table 3 for proposed land use changes by subarea). Residential densities would be moderate, but higher than in the surrounding neighborhoods. The scale of new development would be similar to existing building heights, except the Upper Yard parcel where a uniform height of 85 feet would replace the existing 105- and 40-foot height limits, and the Geneva Office Building site where the existing 105 height limit would be lowered to 40 feet. The proposed Geneva Transit Plaza would link the Balboa Park BART Station to the surrounding neighborhoods, and local retail shops. Due to proximity of the residential uses to BART and the Muni Green Yard, there would be adverse noise, vibration, and air quality impacts on the proposed residential and open space uses in this subarea. With implementation of the mitigation measures presented in Section IV.D, Noise, and in Section IV.E, Air Quality, these impacts would be reduced to less-than-significant levels.

**Table 3: Balboa Park Station Area Plan - Summary of Land Use Changes by Subarea (by 2025)**

| Subarea / Site  | Existing Land Use Description               | Proposed Land Use             |                         |                       |                                      | Tier <sup>1</sup> |
|---|---|-------------------------------|-------------------------|-----------------------|--------------------------------------|-------------------|
|   |   | Residential<br>(No. of Units) | Commercial<br>(Sq. Ft.) | Cultural<br>(Sq. Ft.) | Open Space <sup>2</sup><br>(Sq. Ft.) |                   |
| <b>Transit Station Neighborhood Subarea</b>                   |   |                               |                         |                       |                                      |                   |
| Muni Upper Yard   | Light rail maintenance/storage facility     | 200                           | 10,000                  | 0                     | TBD <sup>3</sup>                     | 1                 |
| Donut Shop Property   | Coffee shop with surface parking lot        | 40                            | TBD                     | 0                     | TBD <sup>3</sup>                     | 1                 |
| Geneva Office Building  | Vacant Landmark Building                    | 0                             | 0                       | 15,853                | TBD <sup>3</sup>                     | 1                 |
| Ocean Avenue Infill   | Potential opportunity sites                 | 95                            | 11,620                  | 0                     | TBD <sup>3</sup>                     | 1                 |
| San Jose Avenue Infill  | Potential opportunity sites                 | 280                           | 3,120                   | 0                     | TBD <sup>3</sup>                     | 1, 2              |
| <b>Subarea Total</b>  |   | <b>615</b>                    | <b>24,740</b>           | <b>15,853</b>         | <b>TBD<sup>3</sup></b>               |                   |
| <b>Ocean Avenue Neighborhood Commercial District Subarea</b>  |   |                               |                         |                       |                                      |                   |
| Phelan Loop   | Muni bus turnaround                         | 80                            | 15,000                  | 0                     | 25,000                               | 1                 |
| Kragen Auto Parts   | Retail auto parts store                     | 175                           | 35,000                  | 0                     | 4,300                                | 1                 |
| Sunset Garage   | Vacant (site of proposed Ingleside Library) |                               |                         | 7,000                 |                                      | 1                 |
| Firehouse   | SF Fire Department fire station             | 80                            | 10,000                  | 0                     | 0                                    | 2                 |
| Ocean Avenue Infill   | Potential opportunity sites                 | 330                           | 19,880                  | 0                     | 0                                    | 2                 |
| <b>Subarea Total</b>  |   | <b>665</b>                    | <b>79,880</b>           | <b>7,000</b>          | <b>29,300</b>                        |                   |
| <b>City College Subarea<sup>4</sup></b>                       | Academic uses, recreation, and parking      |                               |                         |                       |                                      |                   |
| <b>Balboa Reservoir Subarea</b>                               |   |                               |                         |                       |                                      |                   |
| SFPUC Reservoir Property<br>(reconfigured western<br>portion) | CCSF student parking                        | <b>500</b>                    | <b>0</b>                | <b>0</b>              | <b>100,000</b>                       | <b>2</b>          |
| <b>Total Area Plan Development</b>                            |   | <b>1,780</b>                  | <b>104,620</b>          | <b>22,853</b>         | <b>129,300</b>                       |                   |

*Notes:*

<sup>1</sup> The Development Program is phased by Tiers, based on when proposed development could occur. Tier 1 is short term development expected to occur within five years or by 2010; Tier 2 is long term, expected to occur between 5-20 years or by 2025.

<sup>2</sup> Includes open space associated with specific development sites. Does not include publicly accessible open space plazas, playgrounds, and neighborhood parks planned for the Transit Station Neighborhood and Ocean Avenue Neighborhood Commercial District subareas.

<sup>3</sup> The amount of required open space that would be provided for these sites cannot be determined until specific development projects are proposed.

<sup>4</sup> No development is assumed for the City College subarea. The Area Plan includes street network changes to improve access to City College.

*Source:* Balboa Park Station Area Plan Land Use Program; p. 48; San Francisco Planning Department; Pittman & Associates.

### **Ocean Avenue Neighborhood Commercial**

Along Ocean Avenue, the Area Plan would encourage continuation and in-fill development of ground-level commercial uses similar to existing neighborhood-serving commercial uses. The major land use change would be the increase in upper-level residential uses and the moderate increase in density of those uses. Development in this subarea would include 665 residential units, and approximately 79,880 sq. ft. of commercial space, plus 29,300 sq. ft. of open space, including the development on the Phelan Loop and Kragen Auto Parts Sites (see Table 3). The pockets of new open space created by street extensions would enhance the pedestrian and retail environment proposed for this subarea.

### **City College Subarea**

No development is assumed under the Area Plan for the City College subarea; however, the Area Plan proposes street network changes to integrate the college into the community, and to improve access from the campus to the surrounding neighborhoods. These improvements are described in Section IV.C, Transportation.

### **Balboa Reservoir Subarea**

Under the Area Plan, development is expected to occur on a reconfigured reservoir site that would have a new east-west orientation. Development in this subarea would replace the interim CCSF student parking with new residential development and open space on the western half of the reservoir site (see Table 3 for proposed land uses). This subarea is planned for up to 500 potential new residential units. The predominant auto-oriented use in this sub-area would be replaced by a residential community in proximity to transit, neighborhood services, open space, and educational services. Because these units would be east of the Westwood Park residential neighborhood, access and building design/heights on the western portions of the reservoir site would need to be carefully considered during project-level environmental review. Westwood Park is a Special Use District under Section 244 of the Planning Code. This neighborhood of 650 homes was constructed in the early 1920s and is known for the oval pattern of its streets, reflecting its past use as a horse racetrack, and for its bungalows representing the Arts and Craft movement.<sup>17</sup>

### **Summary of Land Use Effects**

Implementation of the Area Plan builds on established land use patterns in the Balboa Park community, and would not physically divide or disrupt an established community. The Area Plan concentrates and directs new development on in-fill sites near transit, and does not propose

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<sup>17</sup> Excerpted from the web site of the Westwood Park Association. [www.westwoodpark.com](http://www.westwoodpark.com).



IV. Environmental Setting and Impacts  
A. Land Use, Plans, and Policies

changes to established residential neighborhoods surrounding the Project Area, including Westwood Park, Ingleside, Ingleside Terrace and Mission Terrace/Cayuga. By implementing land use controls that encourage transit-oriented development, the Area Plan would create opportunities for a more cohesive, livable neighborhood environment. As such, the proposed Area Plan would not divide or disrupt the Balboa Park community, and would not have a significant physical environmental impact on an established community.

Implementation of the Area Plan is intended to change the existing character of the Balboa Park area by providing opportunities for more higher density, in-fill housing, minimizing auto-dependent uses, and creating new and different types of open space throughout the Project Area. The Area Plan also would establish an urban design framework for a lively, pedestrian-oriented neighborhood commercial area. These changes in existing land use character would improve and enhance the existing character of the Balboa Park community, and would not be considered an adverse physical environmental impact.

Overall, implementation of the proposed Area Plan could result in three major land use effects: 1) it would increase total housing development in the Balboa Park neighborhood by 1,780 units; 2) it would create sustainable and more efficient land use patterns by concentrating and redirecting land uses into higher density, residential and mixed-use developments on infill sites near transit and neighborhood-serving retail uses; and 3) it would reduce the negative land use effects of automobile traffic and parking in the Project Area, including the creation of a more livable street environment for residents, pedestrians, and bicyclists. For the reasons discussed above, implementation of the proposed Area Plan would not result in significant land use impacts.

#### **DEVELOPMENT PROJECT EFFECTS**

The proposed Area Plan has identified two adjacent sites for specific development projects in the Ocean Avenue Neighborhood Commercial District subarea that would be developed within the next five years (by 2010). Effects related to land use and plans and policies with the development of these two sites – the Phelan Loop Site and the Kragen Auto Parts Site – are discussed below at a project level of detail.

##### **Phelan Loop Site**

Development of the Phelan Loop Site would involve construction of approximately 80 affordable housing units with 15,000 sq. ft. of ground-floor neighborhood-serving retail. Approximately 25,000 sq. ft. of public open space in the form of a plaza would be provided adjacent to the mixed-use development; the Phelan Loop Plaza could be acquired by the Recreation and Park Department. This development project would provide additional open space on the Harold Avenue extension, which would be used as civic open space. Development on the Phelan Loop Site would include widened sidewalks on Ocean Avenue and an extension of Harold and Lee Avenues north of Ocean Avenue. The Phelan Loop Site is currently in the NC-2 zoning district,

which would be changed to NC-T under the proposed Area Plan. A maximum of 80 residential parking spaces could be provided under the NC-T district. The existing height limit of 65 feet would be decreased to 55 feet; accordingly, this proposed development project would be built up to five stories with a maximum building height of 55 feet. The proposed Phelan Loop project would result in a mixed-use residential development on a site previously occupied by a bus layover facility. The existing bus layover facility would be relocated on a site north of the existing fire station at the intersection of Phelan and Ocean Avenues. Therefore, the existing transit uses would be retained and relocated.

### **Kragen Auto Parts Site**

- The Kragen Auto Parts Site would be developed with up to 175 residential units above up to 35,000 sq. ft. of ground-floor retail uses. Retail uses would include up to a 30,000-sq.-ft. food market and up to 5,000 sq. ft. of small, neighborhood-serving retail uses. The site is currently in the NC-2 zoning district, and would be changed to NC-T. Under the NC-T zoning, up to 258 parking spaces could be provided, 175 residential spaces, and 83 retail spaces. The project sponsor would also provide five car share spaces (exceeding the Planning Code Section 166 requirement of three car share spaces) and would also be required to comply with handicapped accessible parking requirements per Planning Code Section 155. The existing height limit of 65 feet would be decreased to 55 feet; accordingly, this proposed development project would be built up to five stories with a maximum building height of 55 feet. Development of the site would also include the extension of Brighton Avenue through the site, creating two separate building pads. The proposed grocery store, included as part of the development project, is expected to help revitalize the Ocean Avenue commercial corridor.

### Development Effects

Both development projects on the Phelan Loop and Kragen Auto Parts Sites would introduce ground-floor retail uses with up to five stories of residential uses above. The scale of these developments would be more intense than the typical one- to three-story commercial uses immediately adjacent to the sites, but would be similar in scale to other recently developed mixed-use residential development in the Ocean Avenue Neighborhood Commercial subarea. For example, two similar mixed-use residential projects with ground-floor retail uses and four to five floors of housing above are located in the western portion of Ocean Avenue commercial corridor between Keystone Way and Faxon Avenue, about four to six blocks west of the two development project sites. The proposed development projects on the Phelan Loop and Kragen Auto Parts Sites would be higher in density and scale than the low-density, single-family housing in surrounding neighborhoods; however, they would not alter the character of those communities because of their location on a commercial corridor. The proposed projects would not divide or disrupt existing residential uses in the Project Area or the commercial corridor west of Plymouth Avenue. Currently, the continuous retail streetwall along the north side of Ocean Avenue

between Plymouth and Phelan Avenues is broken; large lots that are vacant, underused,<sup>18</sup> or occupied by public utility and auto-oriented uses interrupt the continuous retail corridor that exists along Ocean Avenue west of Plymouth Avenue. The proposed mixed-use development on the Phelan Loop Site and Kragen Auto Parts Site would help integrate this commercial district and provide an entryway to the Ocean Avenue corridor. Changes in land use from the two development projects would be consistent with goals of the *General Plan* and the Better Neighborhoods Program related to increased housing (particularly affordable housing), neighborhood services within walking distance, and improved quality of streets as civic and open space areas.

Overall, as discussed in the Initial Study, the proposed development projects on the Phelan Loop and Kragen Auto Parts Sites would not have a significant adverse impact on land use. The development projects would not conflict with the *General Plan* and other relevant planning documents, as discussed on p. 130 under “Consistency with Applicable Plans and Policies.”

### **CUMULATIVE EFFECTS**

Cumulative impacts occur when significant impacts from a proposed project combine with similar impacts from other past, present, or reasonably foreseeable projects in a similar geographic area.

Projected changes in land use are based on growth allocations for the Project Area developed by the Planning Department.<sup>19</sup> Two major elements are included in the land use allocations: 1) pipeline projects, including recent construction; projects under construction, projects with Planning Department approvals; projects with approved or issued building permits; and select major projects under Planning Department review; and 2) development potential based on soft site analyses.<sup>20</sup> Implementation of the *City College of San Francisco Master Plan* by 2015 is the only foreseen major development project in the Project Area. The CCSF Master Plan development program is described below, followed by discussion of the cumulative land use effects of implementation of the CCSF Master Plan with the proposed Area Plan, as well as the two proposed development projects at the Phelan Loop and Kragen Auto Parts Sites.

### **CCSF Master Plan**

Implementation of the CCSF Master Plan would result in approximately 670,000 sq. ft. of new development on the City College campus by 2015. At full buildout, development envisioned in

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<sup>18</sup> For purposes of analysis, underused sites are defined as opportunity sites where between 6 to 30 percent of the total permitted building floor area is being used or, conversely, sites where up to 60 percent of the permitted building floor area is not being used.

<sup>19</sup> Planning Department, Balboa Growth Summary, September, 2005.

<sup>20</sup> Soft sites were defined by the Planning Department as sites where existing development is five percent or less than zoning development potential.

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the CCSF Master Plan would total approximately 1,473,300 gsf, including about 815,300 gsf of existing building space.<sup>21</sup> The integration of the City College campus is one of the key objectives of the *Balboa Park Station Area Plan*. Improved transit, pedestrian, bicycle, access and street connections to the City College campus are key components of the Area Plan. Improved integration of the City College campus is also closely tied to revitalization of the Ocean Avenue Neighborhood Commercial District, and improved recognition of the Balboa Park BART Station as a multi-modal transit hub. Development of the CCSF Master Plan would be phased, and would be located entirely within the City College campus.

CCSF Master Plan and Area Plan

At a program level of analysis, development envisioned in the CCSF Master Plan would not result in significant cumulative land use impacts as this development would occur entirely within the CCSF campus and would be a continuation of an existing institutional use in the Project Area. Transportation-related improvements proposed by the Area Plan are consistent with the CCSF Master Plan and would minimize potential cumulative impacts on transportation, parking, and traffic-related air quality and noise. Cumulatively, at the program level, implementation of the proposed *Balboa Park Station Area Plan* and the CCSF Master Plan is not expected to result in significant, adverse impacts on land use.

CCSF Master Plan and Development Projects at Phelan Loop and Kragen Auto Parts Sites

Full buildout of the CCSF Master Plan is expected to occur by 2015. Because implementation of the CCSF Master Plan would occur entirely within the City College campus and is a continuation of an existing institutional use, cumulative land use impacts of development on the Phelan Loop Site and Kragen Auto Parts Sites would not be significant. Cumulative transportation-related impacts from the development of the CCSF Master Plan and the Kragen Auto Parts Site and Phelan Loop Site were included in the transportation analysis, and found to be less than significant (see Section IV.C, Transportation). Cumulative development of the CCSF Master Plan and development of the Phelan Loop and Kragen Auto Parts Sites, either individually or combined, would not divide an established community or substantially alter the character of the surrounding neighborhood. Therefore, cumulative impacts on land use would be less than significant.

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<sup>21</sup> City College of San Francisco, *CCSF Master Plan, Final EIR*, June 10, 2004.

## B. POPULATION, HOUSING, AND EMPLOYMENT

This section of Chapter IV discusses existing population, employment, and housing characteristics of the Project Area, in the context of citywide population, housing, and employment conditions and trends. Potential population, employment, and housing effects that would result from implementation of the Area Plan are also discussed. Project issues related to population, employment, and housing are not considered impacts on the environment unless they result in adverse physical environmental effects. Therefore, information regarding increases in population, employment, and housing units is presented in this section to evaluate physical impacts on the environment that are considered in other topics in Chapter IV, Environmental Setting and Impacts, such as transportation, air quality, noise, wastewater, and growth inducement.

This section is based on available Project Area information; data prepared by the San Francisco Planning Department for the Area Plan; 2000 U.S. Census data; and Association of Bay Area Governments (ABAG) *Projections 2005* data.<sup>1</sup> Project Area population and household growth estimates are based on the Planning Department's *Land Use Allocation 2002* (LUA 2002) and covers the nine Traffic Analysis Zones (TAZs) that comprise the Project Area.<sup>2</sup> Estimates of existing housing units and characteristics are based on 2000 U.S. Census data and *Projections 2005* data. Due to inherent undercounting, the Census may understate the existing conditions in the Project Area. In the context of the EIR analysis, however, this would not change the assessment of the physical impacts of the Area Plan, because the Planning Department's LUA 2002 estimates concentrated housing growth in the Better Neighborhoods areas (including the Project Area), and these estimates are used in the EIR. This approach may place more growth in the Project Area than would actually occur in the future, thus resulting in a conservative approach to the impact analyses in the EIR.

## SETTING

The Setting section describes existing population, housing, and employment-related conditions in and around the Project Area to establish a baseline against which to compare the proposed Area Plan's population, housing, and employment-related effects.

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<sup>1</sup> The Association of Bay Area Governments (ABAG) is the regional agency that is responsible for preparing forecasts of population and employment growth in the nine Bay Area counties and their cities, and the most recent set of ABAG regional projection is *Projections 2005*.

<sup>2</sup> For modeling purposes, San Francisco is divided into approximately 800 geographical areas, known as Transportation Analysis Zones (TAZs).

## Population

The 2000 Census reported a total population of about 776,730 for the City of San Francisco, which comprised approximately 11.45 percent of the Bay Area's total population (6,783,760).<sup>3</sup> The total estimated household population for the Project Area was about 6,340 in 2000,<sup>4</sup> which represented about 0.82 percent of the City's total population in 2000. According to ABAG *Projections 2005*, San Francisco's population is projected to grow to approximately 810,700 by the year 2010 and approximately 890,400 by the year 2025. For the City, this would represent a population growth of approximately 4.37 percent between 2000-2010, and approximately 9.83 percent between 2010-2025. San Francisco's share of the Bay Area's overall population is anticipated to remain at approximately 10 percent for both 2010 (7,419,600) and 2025 (8,419,100) forecast years. San Francisco would account for approximately five percent and eight percent of the Bay Area overall population growth between 2000-2010 and 2010-2025 time periods, respectively.

## Housing

The 2000 U.S. Census reported a total of approximately 346,630 housing units in San Francisco. The Project Area had an estimated 2,900 housing units in 2000, assuming that the average household size for the Project Area is the same as the City's average of 2.3 persons per household, and the residential vacancy rate for the Project Area is the same as the citywide vacancy rate of 4.9 percent.<sup>5</sup> Existing housing units in the Project Area accounted for about 0.84 percent of the total citywide housing units in 2000. Assuming that the average household size for the City continues to be 2.3 persons per household and the residential vacancy rate continues to be 4.9 percent, the City would have a total of 363,330 housing units by 2010 and a total of approximately 403,420 housing units by 2025.<sup>6</sup>

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<sup>3</sup> Population, employment, and housing data have been rounded to the nearest 10.

<sup>4</sup> San Francisco Planning Department's Balboa Growth Data Summary spreadsheet, provided to Mundie & Associates in September, 2005. This document is on file and available for public review, by appointment, at the San Francisco Planning Department, 1660 Mission Street, in Case File 2004.1059E. This spreadsheet estimated about 2,755 households in the Project Area in 2000. With 2.3 persons per household in the City (according to 2000 U.S. Census data), this represents about 6,340 persons in the Project Area in 2000. The Project Area includes Census Tracts 255, 261, 309, 310, 311, and 312; however, several of these census tracts extend beyond the Project Area.

<sup>5</sup> *Ibid.* This spreadsheet estimated about 2,755 households in the Project Area in 2000. The vacancy rate was estimated by the California State Department of Finance, Demographic Research Unit (July 2001). Source: Households and Families in the San Francisco Bay Area at [http://ccsre.stanford.edu/reports/report\\_2.pdf](http://ccsre.stanford.edu/reports/report_2.pdf), dated October 2001. Historically, the City's fractional vacancy rate for housing has remained between three and five percent. With a 4.9 percent vacancy rate, the Project Area with its estimated 2,755 households had approximately 2,900 housing units in 2000.

<sup>6</sup> Derived from ABAG *Projections 2005*, see pp. 182-186.

## Employment

According to *Projections 2005*, the total number of jobs in the City was estimated to be approximately 642,500 in 2000. The City is projected to have a total of approximately 624,050 jobs by 2010, which would represent a three percent decline in citywide employment between 2000-2010.<sup>7</sup> By 2025, however, the total number of citywide jobs would increase to about 776,100, an increase of approximately 24 percent between 2010-2025.<sup>8</sup>

The City of San Francisco had approximately 437,530 employed residents in 2000.<sup>9</sup> About 70 percent (306,270) of these employed residents were employed in the City itself, while 30 percent of the employed residents commuted to jobs elsewhere.<sup>10</sup> The total number of the City's employed residents is projected to decline to approximately 426,600 by 2010. Assuming the same percentage (30 percent) of the City's employed residents would continue to commute to jobs elsewhere, about 70 percent (or 295,820) of these employed residents would live and work in the City by 2010. According to the *General Plan* Housing Element analysis, the total number of citywide employed residents is projected to increase to approximately 520,900 by 2025; about 60 percent (or 312,540) of these employed residents are projected to live and work in the City.<sup>11</sup>

## JOBS/HOUSING BALANCE

### City of San Francisco Projections

The *General Plan* Housing Element summarizes the population, housing, and employment challenges facing the City in the future. Notable jobs-housing issues facing the City are the lag in the number of new housing units compared to the City's population and employment growth during the past 10 years; the geographic and income mismatch between jobs and housing in the City and the people employed in those jobs, resulting in a large number of commuters, increased commute time, and adverse effects on traffic and air quality;<sup>12</sup> and insufficient affordable housing construction.

According to *Projections 2005*, the total number of jobs in the City was estimated to be about 642,500 and the total number of households or occupied housing units was estimated to be about

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<sup>7</sup> *Ibid.*

<sup>8</sup> *Ibid.*

<sup>9</sup> The employment data is from *Projections 2005*. Approximately 388,100 people were estimated to be employed in the City in 2005.

<sup>10</sup> San Francisco Planning Department, *General Plan*, Housing Element, Data and Needs Analysis, May 2004, pp. 20-22. However, according to the U.S. Census Bureau's 2005 American Community Survey, about 76.9 percent of the City's employed residents work in the City itself.

<sup>11</sup> *San Francisco General Plan*, Housing Element, May 2004, Data and Needs Analysis, pp. 20-22.

329,700 in 2000; therefore the jobs-to-housing ratio was about 1.95 in 2000. In 2000, there were approximately 437,530 employed residents in San Francisco, averaging about 1.33 wage-earners per household.

As noted previously, between 2000 and 2010, the City's population is projected to grow from approximately 776,730 to 810,700, and the City's households are projected to grow from approximately 329,700 to 345,830. However, during this same time-period (2000-2010), the number of jobs in San Francisco is projected to have a three percent decline (642,500 to 624,050).<sup>13</sup> The jobs-to-households ratio in the City is projected to be 1.80 by 2010, slightly lower than the jobs-to-household ratio in 2000 (1.95). It is anticipated that there would be approximately 422,600 employed residents in San Francisco by 2010, averaging about 1.22 wage-earners per household, which is slightly lower than the wage-earners per household ratio in 2000 (1.33).

Between 2010 and 2025, the City's population is projected to grow from approximately 810,700 to 890,400 and the number of households is projected to grow from approximately 345,830 to 383,650. During the same time period (2010-2025), an approximately 24 percent increase is anticipated in citywide employment (from 624,050 to 776,100).<sup>14</sup> The jobs-to-household ratio in the City is projected to be 2.02 by 2025, substantially higher than the jobs-to-household ratio in 2010 (1.80). The City's jobs-to-household ratio is projected to be more balanced between the 2010-2025 time period than in the 2000-2010 time period. This is because the City is projected to have a three percent decline or negative employment growth between 2000-2010,<sup>15</sup> and a 24 percent increase in employment between 2010-2025. It is anticipated that there would be approximately 520,900 employed residents in San Francisco by 2025, averaging about 1.36 wage-earners per household, which would be higher than the wage-earners per household ratio in 2000 (1.33) and 2010 (1.22).

To account for retired persons and other residents who are not employed, another useful relationship to consider is the ratio of jobs to the total number of employed persons; that is, the total number of persons who live in San Francisco and are reported to be employed either in the City or elsewhere. According to the 2000 U.S. Census, out of a total citywide population of approximately 776,730, about 448,670 persons were part of the City's labor force. According to *Projections 2005*, of those in the labor force, about 437,530 persons were employed either in the City or elsewhere, while the remainder were unemployed. Therefore, the ratio of jobs in San

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<sup>12</sup> Spatial mismatch of jobs and housing is due also to the substantial number of workers from the City seeking affordable housing in surrounding communities. The City's ability to provide housing for its workers is thus not keeping up with the citywide growth in jobs.

<sup>13</sup> *Projections 2005*, pp. 182-186.

<sup>14</sup> *Ibid.*

<sup>15</sup> The negative employment growth between 2000-2010 is due to the slow recovery from the economic down turn or "dot-com bust" of the early 2000's.



Francisco (642,500) to employed persons (437,530) was about 1.47 in 2000. By 2010, the ratio of jobs in San Francisco (624,050) to employed persons (422,600) is anticipated to be about 1.48. By 2025, the ratio of jobs in San Francisco (776,100) to employed persons (520,900) is anticipated to be about 1.49. Thus, the number of jobs provided in the City is projected to keep pace with the number of employable City residents, as the total citywide population rises over the next 20 years.

## **REGULATORY FRAMEWORK**

### **Regional Housing Needs Determination**

In order to respond to the growing population and household growth of the state, and to ensure the availability of decent affordable housing for all income groups, the State of California enacted Government Code Section 65584 in 1981, which requires each Council of Governments (COG) to periodically distribute state-identified housing needs for its region. The State Department of Housing and Community Development (HCD) is responsible for determining this regional need and for initiating the process by which each COG must then distribute its share of statewide need to all jurisdictions within its region. This statute requires development of a new Regional Housing Needs Assessment (RHNA) every five years. In March 2001, the ABAG projected regional needs for the San Francisco Bay Area in the Regional Housing Needs Determination (RHND) for the June 2001-June 2006 planning period. ABAG is currently working on updating the RHND for the San Francisco Bay Area for the subsequent planning period: 2006-2011.<sup>16</sup>

Government Code Section 65584 also requires that a city's share of regional housing needs include the share of the housing needs of persons at all income levels. The different income levels to be studied within the parameters of a State-mandated Housing Element, which must be prepared by every county and city in California, are "Very Low Income," "Low Income," "Moderate Income," and "Above Moderate Income." Based on a Federal Housing and Urban Development (HUD) formula, San Francisco's Area Median Income (AMI) in 2006 was estimated to be approximately \$72,950 for a two-person household and approximately \$82,100 for a three-person household.

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<sup>16</sup> Telephone conversation with Kathleen Shaw, Senior Communications Officer, ABAG, November 1, 2006.

IV. Environmental Setting and Impacts  
B. Population, Housing, and Employment

Based on the HUD formula, San Francisco is estimated to have the following distribution (by percentage) of income levels:

| <b>Income Group</b> | <b>Income Level</b> | <b>Income Range*</b> | <b>Percentage of SF Households</b> |
|---------------------|---------------------|----------------------|------------------------------------|
| Very low            | ≤ 50% of AMI        | ≤ \$36,475           | 26.3%                              |
| Low                 | 50%-80% of AMI      | \$36,475 - \$58,360  | 14.1%                              |
| Moderate            | 80%-1-20% of AMI    | \$58,360 - \$87,540  | 15.7%                              |
| Above moderate      | >120% of AMI        | >\$87,540            | 43.9%                              |

\* *San Francisco General Plan, Housing Element, May 2004, Data and Needs Analysis, Table I-23: Household Income Standards by Household Size, 2001 and Table I-24: Income Distribution, p. 30.* The "Income Range" shown above is the average income range for two- to three-person households in the City.

*Source:* Turnstone Consulting, Mundie & Associates

The ABAG Policy Board established housing needs for all jurisdictions within its boundaries for the 2001-2006 planning period by using a "fair share" approach, based on household and job growth of the region as well as regional income level percentages. Each jurisdiction was required by State law to incorporate its housing need numbers into an updated version of its general plan housing element. According to ABAG Regional Housing Needs Determination (RHND), the Bay Area's overall housing need would be for a total of about 230,743 new residential units by June 2006.<sup>17</sup> The jurisdictional need of the City for 2001-2006 is 20,372 dwelling units,<sup>18</sup> or an average yearly need of 2,717 net new dwelling units.<sup>19</sup>

In terms of affordability, the distribution of housing units needed between 2001 and 2006 by income level for San Francisco is as follows:<sup>20</sup>

|   |                     |
|---|---------------------|
| Very Low Income (≤50% of median income):                  | 5,244 units         |
| Low Income (50-80% of median income):                     | 2,126 units         |
| Moderate Income (80-120% of median income):               | 5,639 units         |
| <u>Above Moderate Income (&gt;120% of median income):</u> | <u>7,363 units</u>  |
| <b>Total</b>  | <b>20,372 units</b> |

During the period of 1990-2000, the number of new housing units completed citywide ranged from a low of about 380 units (1993) to a high of about 2,065 units (1990) per year. The

<sup>17</sup> Sources: [http://www.abag.ca.gov/planning/housingneeds/pdf/RHND\\_Plan/RHND\\_Plan\\_2001-2006.pdf](http://www.abag.ca.gov/planning/housingneeds/pdf/RHND_Plan/RHND_Plan_2001-2006.pdf), pp. 33 and 36.

<sup>18</sup> [http://www.abag.ca.gov/planning/housingneeds/pdf/RHND\\_Plan/RHND\\_Plan-Chapter\\_2A2.pdf](http://www.abag.ca.gov/planning/housingneeds/pdf/RHND_Plan/RHND_Plan-Chapter_2A2.pdf), Table 5.

<sup>19</sup> *San Francisco General Plan, Housing Element, May 2004, Table I-45: ABAG Housing Needs Assessment, p. 65, available online at:*

[http://www.sfgov.org/site/uploadedfiles/planning/projects\\_reports/adoptedpart1.pdf](http://www.sfgov.org/site/uploadedfiles/planning/projects_reports/adoptedpart1.pdf)

<sup>20</sup> *Ibid.*, Table I-66, p. 121.

citywide annual average over that 11-year period (1990-2000) was about 1,130 units.<sup>21</sup> The California Department of Finance estimates that San Francisco gained about 10,460 new housing units between 2000-2006.<sup>22</sup> The citywide annual average over this six-year period (2000-2006) was about 1,745 units. Thus, San Francisco has not met its share of the regional housing allocation for the 2001-2006 planning period.<sup>23</sup>

### **City of San Francisco's *General Plan* Policies**

#### Housing Element

The Housing Element is a major part of the *General Plan* that seeks to ensure adequate housing for current and future San Francisco residents. The Housing Element also provides goals related to balanced population and housing growth. In conformance with the Housing Element objectives and policies, the Area Plan calls for policies and land use controls that would encourage new, well-designed housing development; retain and enhance existing housing; increase affordable housing; provide opportunities for higher density housing development near transit; and reduce or remove minimum parking requirements (which indirectly allows for an increase in housing development compared to existing land use controls).<sup>24</sup> Objectives and policies of the Housing Element applicable to the proposed Area Plan include the following:

- Objective 1:** To provide new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment demand.
- Policy 1.1:** Encourage higher residential density . . . in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are affordable to low income households. Set allowable densities in established residential areas at levels which will promote compatibility

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<sup>21</sup> San Francisco Planning Department, *Data and Needs Analysis - Part 1 of the 2004 Housing Element*, May 13, 2004, p. 33.

<sup>22</sup> The California Department of Finance (DOF) estimates that the City had 356,985 housing units on 1/1/06 and about 346,525 units on 4/1/00 (2000 U.S. Census date), which means that the City gained about 10,460 units between those two dates. Source: <http://www.dof.ca.gov/HTML/DEMOGRAP/ReportsPapers/Estimates/E5/E5-06/E-5text2.asp>. (*E-5 Population and Housing Estimates*)

<sup>23</sup> Source: [http://www.abag.ca.gov/planning/housingneeds/pdf/RHND\\_Plan/RHND\\_Plan\\_2001-2006.pdf](http://www.abag.ca.gov/planning/housingneeds/pdf/RHND_Plan/RHND_Plan_2001-2006.pdf), pp. 33 and 36.

<sup>24</sup> A recent California Appeals Court decision invalidated the Negative Declaration prepared by the City for the 2004 Housing Element. Although the specific effect of the decision is not known at the time of publication of this Draft EIR, the Proposed Area Plan would be consistent with the objectives and policies of both the 2004 Housing Element and the former 1990 Housing (Residence) Element of the *San Francisco General Plan* and, even if the 2004 Housing Element were found invalid, the Draft EIR's conclusions in this area of impact analysis would remain unchanged.

with prevailing neighborhood scale and character where there is neighborhood support.

- Implementation 1.1: A citywide action plan (CAP) should provide a comprehensive framework for the allocation of higher density, mixed-use residential development in transit-rich areas with stable urban amenities in place. In these areas, specific CAP strategies should include: higher densities and reduced parking requirements in downtown areas or through a Better Neighborhoods type planning process; pedestrian-oriented improvements to enhance the attractiveness and use of transit.
- All City agencies, including the Mayor's Office of Housing and the Redevelopment Agency, will continue to provide support for below market rate housing in other areas well served or planned to be served by transit.
- Policy 1.2: Encourage housing development, particularly affordable housing, in neighborhood commercial areas without displacing existing jobs, particularly blue-collar jobs or discouraging new employment opportunities.
- Policy 1.4: Locate in-fill housing on appropriate sites in established residential neighborhoods.
- Policy 1.5: Support development of affordable housing on surplus public lands.
- Policy 1.7: Encourage and support the construction of quality, new family housing.
- Objective 2:** Retain the existing housing supply.
- Policy 2.1: Discourage the demolition of sound existing housing.
- Policy 2.2: Control the merger of residential units to retain existing housing.
- Policy 2.4: Retain sound existing housing in commercial and industrial areas.
- Objective 4:** Support affordable housing production by increasing site availability and capacity.
- Policy 4.1: Actively identify and pursue opportunity sites for permanently affordable housing.
- Policy 4.2: Include affordable units in large housing projects.
- Objective 6:** Protect the affordability of existing housing.
- Objective 8:** Ensure equal access to housing opportunities.
- Policy 8.4: Encourage greater economic integration within housing projects throughout San Francisco.
- Objective 11:** In increasing the supply of housing, pursue place making and neighborhood building principles and practices to maintain San

Francisco's desirable urban fabric and enhance livability in all neighborhoods.

- Policy 11.1: Use new housing development as a means to enhance neighborhood vitality and diversity.
- Policy 11.2: Ensure housing is provided with adequate public improvements, services, and amenities.
- Policy 11.3: Encourage appropriate neighborhood-serving commercial activities in residential areas, without causing affordable housing displacement.
- Policy 11.4: Avoid or minimize disruption caused by expansion of institutions, large-scale uses, and auto-oriented development into residential areas.
- Policy 11.5: Promote the construction of well-designed housing that enhances existing neighborhood character.

#### Exterior Appearance

- Design new and substantially altered buildings in a manner that conserves and protects neighborhood character. (See Residential Design Guidelines, Department of City Planning, 2003 for more specific guidelines and illustrations.)

#### Recreation/Open Space

- Provide adequate on-site usable open space and relate the type, amount and location of open space to the types of households expected to occupy the building. (See Figure 9, "Residential Open Space Guidelines" in the Recreation and Open Space Element, for more specific guidelines.)

- Policy 11.6: Employ flexible land use controls in residential areas that can regulate inappropriately sized development in new neighborhoods, in downtown areas and in other area through a Better Neighborhoods type planning process while maximizing the opportunity for housing near transit.
- Implementation 11.6: The City will continue to promote increased residential densities in areas well served by transit and neighborhood compatible development with the support and input from local neighborhoods.
- Policy 11.7: Where there is neighborhood support, reduce or remove minimum parking requirements for housing, increasing the amount of lot area available for housing units.
- Policy 11.8: Strongly encourage housing project sponsors to take full advantage of allowable building densities in their housing developments while remaining consistent with neighborhood character.
- Policy 11.9: Set allowable densities and parking standards in residential areas at levels that promote the City's overall housing objectives while respecting neighborhood scale and character.

## IMPACTS

### Significance Criteria

A project would have a significant impact on the environment if it would:

- Induce substantial growth in an area either directly (for example, by proposing new homes and businesses) or indirectly (for instance, through extension of roads or other infrastructure).
- Displace substantial numbers of people or existing housing, necessitating the construction of replacement housing elsewhere.
- Displace substantial numbers of existing employees.
- Reduce the housing supply.

CEQA Guidelines Section 15064(e) notes that an economic or social change by itself would not be considered a significant effect on the environment. Generally, a project that induces substantial growth or concentration of population is not viewed as having a significant impact on the environment, unless this growth results in significant physical impacts on the environment. The effect and significance of Area Plan-related growth and concentration are evaluated under other environmental topics such as transportation, air quality, noise, wastewater, and growth inducement, and are also considered in the context of local and regional plans and projections dealing with population, housing, and employment. Thus, the growth and changes in housing, employment, and population that would occur with implementation of the Area Plan are not adverse physical impacts in themselves. However, the physical changes needed to accommodate Area Plan-generated growth and change may have physical impacts on the environment. Potential effects of these physical changes are evaluated in other topic sections of this EIR.

### PROPOSED AREA PLAN

The proposed Area Plan includes:

- Introduction of a new zoning district, NC-T (Neighborhood Commercial Transit) in the Project Area, as well as changes to existing height and bulk districts. These proposed changes have the potential to increase the amount and density of development in the Project Area.
- Transportation improvements, such as street network changes and transit facility changes, which would improve transit access and mobility in the Project Area that could indirectly encourage housing development and population growth.<sup>25</sup>

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<sup>25</sup> These improvements are not expected to result in substantial housing, population, or employment growth that is not already identified in the Area Plan and accounted for in citywide population projections up to 2025. The impacts of transportation improvements are discussed in Section IV.C, Transportation.

- Public and publicly-accessible open space improvements would not directly result in housing, population, and employment growth. To the extent that these improvements would enhance the neighborhood environment, for example, improved visibility of and pedestrian connections to Balboa Park and creation of additional new public open spaces, they could indirectly contribute to enhancing the Project Area's attractiveness for new residential development.

Implementation of the Area Plan would result in:

- A net increase of about 1,780 new residential units and about 104,620 net new gross square feet of commercial development in the Project Area by the year 2025.
- A net increase of about 200-250 jobs.<sup>26</sup>

The proposed Area Plan also includes proposals for mixed-use, transit-oriented development in the Project Area. In particular, the Plan includes proposals for the redevelopment of two specific parcels, the Phelan Loop Site and the Kragen Auto Parts Site.

For environmental review purposes, population, employment, and housing effects of the proposed Area Plan are being analyzed for two phases: Tier 1: Near-Term Development (through 2010), and Tier 2: Long-Term Development (up to 2025). Tier 3: Potential Development (beyond 2025), including development of the Green Yard parcel, the School District parcels, and the new freeway deck, is considered speculative in nature and beyond the 20-year time-frame of the current environmental review. Further environmental review would be required at some later time before Tier 3 potential sites could be developed.

### **Proposed Area Plan Effects**

#### Population

With implementation of the proposed Area Plan, population within the Project Area would increase from about 6,340 to 10,435 at full buildout under the Plan by 2025. This would constitute a net increase of about 4,095 residents, or a 65 percent increase in Project Area population. Tables 4, 5, and 6 summarize existing Project Area conditions, future baseline growth (without the proposed Area Plan), and future growth resulting from implementation of the Plan. Approximately 1,815 new residents would be added to the Project Area between 2000-

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<sup>26</sup> Based on the City's average employment factor of 440 sq. ft. per employee for new commercial development [104,620 sq. ft. divided by 440 is approximately 200-250 new employees].

2010, and approximately 2,280 new residents would be added to the Project Area between 2010-2025.<sup>27</sup>

Some population growth is anticipated to occur in the Project Area independent of implementation of the proposed Area Plan. Without the proposed Area Plan, population growth would occur more slowly in the Project Area, increasing by approximately 60 residents, which would account for less than 0.05 percent of citywide population growth between 2000-2025 (113,670). Potential Plan-related population growth in the Project Area is compared to the baseline population projections in Tables 4 and 5.

The total estimated household population for the Project Area was about 6,340 in 2000 and is estimated to grow by an additional 60 people without implementation of the Area Plan by 2025; this baseline projection estimates less than 1 percent growth in Project Area population between 2000-2025. The baseline projection's estimated 1 percent growth between 2000-2025 would be substantially less than the citywide projected population growth for this same time period of 2000-2025 (15 percent population growth Citywide). With implementation of the Area Plan, about 4,095 people would be added to the Project Area, which would constitute a 65 percent growth in Project Area population.

Although Project Area population growth with implementation of the Area Plan (4,095) would be substantially greater than the growth anticipated in the Planning Department's baseline population projections for the Project Area (60), portions of the Project Area are under-developed and have the potential to absorb substantially more household population growth than anticipated in the City's baseline population growth projections. Population growth in the Project Area as a result of Area Plan implementation is not expected to result in adverse physical impacts, because it would increase household population in an established urban area with a high level of transit and neighborhood commercial facilities, as well as other public amenities and services that could accommodate this substantial increase in residents. Area Plan-related growth

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<sup>27</sup> Population growth in the Project Area was estimated based on the amount of new residential development expected in the Project Area with implementation of the Area Plan (approximately 790 new units through 2010 and a total of approximately 990 new units between 2010-2025), and the average household size of 2.3 (from California Department of Finance estimates in *E-5 City/County Population and Housing Estimates, 1/1/2006*) was used for estimating the total net new residential population. Therefore, the numbers presented above already include the adjusted household population information for the Project Area.



**TABLE 4: POTENTIAL GROWTH IN THE PROJECT AREA BETWEEN 2000-2025  
BASELINE AND PROJECT AREA GROWTH PROJECTED BY THE PLANNING DEPARTMENT**

|                         | Existing<br>Project Area<br>(2000) | Baseline Growth<br>in Project Area<br>Without Area<br>Plan<br>(2000-2025) | Project Area<br>Totals With<br>Baseline<br>Growth<br>(2000-2025) | Project Area<br>Percent Increase<br>With Baseline<br>Growth<br>(2000-2025) | Growth in Project<br>Area with Area<br>Plan<br>(2000-2025) | Project Area<br>Totals With<br>Area Plan<br>Growth<br>(2000-2025) | Project Area<br>Percent<br>Increase with<br>Area Plan<br>(2000-2025) |
|-------------------------|------------------------------------|---|--|--|--|---|--|
| Population              | 6,340 <sup>a</sup>                 | 60  | 6,400  | 1%   | 4,095  | 10,435  | 65%  |
| Households <sup>b</sup> | 2,755                              | 26  | 2,781  | 0.94%  | 1,780  | 4,535   | 65%  |
| Vacancy rate            | 4.9%                               | 4.9%  | -  | -  | 0% <sup>c</sup>  | -   | -  |
| Housing Units           | 2,900                              | 27  | 2,927  | 0.93%  | 1,780  | 4,680   | 61%  |

Notes:

<sup>a</sup> From “Balboa Growth Summary.xls,” spreadsheet provided to Mundie & Associates by San Francisco Planning Department staff, September, 2005.

<sup>b</sup> Assumes average household size of 2.3, based on California Department of Finance estimate (*E-5 City/County Population and Housing Estimates, 1/1/2006*)

<sup>c</sup> Assumes no residential or commercial vacancy.

Source: San Francisco Planning Department, Mundie & Associates, Turnstone Consulting.

**TABLE 5: BASELINE AND PROJECT AREA GROWTH IN RELATION TO TOTAL CITY GROWTH**

|               | Existing<br>Project Area<br>(2000) | City Total <sup>b</sup><br>(2000) | City Growth Net<br>Change <sup>b</sup><br>(2000-2025) | Total Baseline<br>Growth<br>Without Area<br>Plan<br>(2000-2025) | Baseline Growth<br>as Percent of<br>City Growth<br>(2000-2025) | Total Growth<br>With Area<br>Plan<br>(2000-2025) | Area Plan<br>Growth as<br>Percent of City<br>Growth<br>(2000-2025) |
|---------------|------------------------------------|-----------------------------------|---|---|--|--|--|
| Population    | 6,340 <sup>a</sup>                 | 776,730                           | 113,670   | 60  | 0.05%  | 4,095  | 3.5%   |
| Households    | 2,755                              | 329,700                           | 53,950  | 26  | 0.05%  | 1,780  | 3.3%   |
| Vacancy rate  | 4.9%                               | 4.9%                              | 4.9%  | 4.9%  | -  | 0% <sup>c</sup>                                  | -  |
| Housing Units | 2,900                              | 346,625                           | 56,790  | 27  | 0.05%  | 1,780  | 3%   |

Notes:

<sup>a</sup> Assumes average household size of 2.3, based on California Department of Finance estimate (*E-5 City/County Population and Housing Estimates, 1/1/2006*).

<sup>b</sup> From ABAG *Projections 2005*.

<sup>c</sup> Assumes no residential or commercial vacancy.

Source: San Francisco Planning Department, Turnstone Consulting, Mundie & Associates.

**TABLE 6: NET CHANGE IN THE PROJECT AREA WITH TIER 1 (2010) AND TIER 2 (2025) DEVELOPMENT**

|               | <b>Existing<br/>Project Area<br/>(2000)</b> | <b>Net Change<br/>With Tier 1<br/>Development<br/>(2000-2010)</b> | <b>Project Area<br/>Tier 1 Total<br/>(2000-2010)</b> | <b>Project Area<br/>Percent<br/>Increase<br/>with Tier 1<br/>(2000-2010)</b> | <b>Net Change<br/>With Tier 2<br/>Development<br/>(2010-2025)</b> | <b>Project Area<br/>Tier 2 Total<br/>(2010- 2025)</b> | <b>Project<br/>Area<br/>Percent<br/>Increase<br/>with Tier 2<br/>(2010-2025)</b> |
|---------------|---|---|--|--|---|---|--|
| Population    | 6,340 <sup>a</sup>                          | 1,815   | 8,155  | 29%  | 2,280   | 10,435  | 28%  |
| Households    | 2,755                                       | 790   | 3,545  | 29%  | 990   | 4,535   | 28%  |
| Vacancy rate  | 4.9%  | 0% <sup>b</sup>   | 0%   | -  | 0% <sup>b</sup>   | 0% <sup>b</sup>                                       | -  |
| Housing Units | 2,900                                       | 790   | 3,690  | 27%  | 990   | 4,680   | 27%  |

*Notes:*

a. Assumes average household size of 2.3, based on California Department of Finance estimate (*E-5 City/County Population and Housing Estimates, 1/1/2006*)

b. Assumes no residential or commercial vacancy.

*Source:* San Francisco Planning Department, Turnstone Consulting, Mundie & Associates.

in housing and household population would also help the City meet its fair share of regional housing needs. According to *Projections 2000*, Area Plan-generated population growth would comprise only a small proportion of citywide population growth anticipated during the next 20 years. *Projections 2005* estimates that San Francisco will gain about 115,000 residents between 2000-2025, and future population growth due to the implementation of the Area Plan (4,095) would be accounted for in the citywide population growth projections for years 2010 and 2025. Specifically, the additional new residents in the Project Area in 2010 (1,815) would represent about 5.3 percent of the City's growth projections between 2000-2010 (33,970). The additional new residents in the Project Area between 2010-2025 (2,280) would represent about 2.9 percent of the City's growth projections between 2010-2025 (79,700). Overall, total Area Plan-related population growth (4,095) would account for about 3.6 percent of the overall citywide population growth between 2000-2025 (113,670), and would not result in a net increase in the City's population growth that is not accounted for in citywide projections.

#### Housing

The proposed Area Plan would create the potential for development of approximately 1,780 new residential units at full buildout of the proposed Area Plan by 2025, increasing the housing supply in the Project Area by about 61 percent in 2025. The Plan would increase citywide housing supply, accounting for about three percent of the City's total anticipated housing production between 2000-2025. Approximately 790 new housing units would be added to the Project Area between 2000-2010, and a further 990 new housing units between 2010-2025. New Plan-related housing development in the Project Area would represent about 4.9 percent of new housing stock constructed in the City between 2000-2010, and about 2.6 percent of new housing stock constructed in the City between 2010-2025. In comparison, approximately 27 new residential units would be expected to be developed in the Project Area by 2025 without the implementation of the proposed Area Plan (see Table 4).

While allowing residential growth in the Project Area, the Plan is not expected to result in adverse physical impacts because it would focus the potential new housing development in an established urban, neighborhood commercial area with a high level of transit and other public amenities and services that could accommodate this increase in residents. It would also not result in a net increase in City growth not accounted for in citywide projections.

The Area Plan would not induce substantial growth or concentration of population or reduce the housing supply; therefore, it would not result in a significant environmental impact. Impacts of the potential growth that are related to other environmental topics are discussed in Sections IV.C, Transportation, pp. 181-206; IV.D, Noise, pp. 224-225; IV.E, Air Quality, pp. 253-265; IV.F, Shadow, pp. 274-278; and IV.G, Hydrology, p. 296.

### Housing Affordability

One of the principal objectives of the proposed Area Plan is to provide increased housing opportunities affordable to a mix of households at all income levels. As a policy document, the proposed Area Plan cannot require that affordable housing be developed under the Plan beyond existing City requirements. The Planning Department, however, proposes affordable housing development on the Phelan Loop Site; an estimated 80 residential units are expected to be built on this site.

The proposed Area Plan also contains policies that would indirectly make housing more affordable by reducing housing costs associated with driving. These measures include encouraging construction of multi-family residential developments near transit facilities; eliminating off-street minimum residential parking requirements; establishing residential parking caps; and separating the cost of parking from the cost of housing. In addition, any new potential residential development encouraged under the Area Plan would be subject to the City's inclusionary housing requirements.

### Employment

With implementation of the proposed Area Plan, there would be a net increase of about 200-250 jobs in the Project Area at full buildout of the Plan by 2025.<sup>28</sup> It is anticipated that Plan-related commercial development would add approximately 150-175 net new jobs to the Project Area by 2010 and approximately 50-75 net new jobs between 2010-2025.<sup>29</sup> For the City, the new jobs generated in the Project Area would represent about 0.2 percent of the City's employment growth between 2000-2025. It is reasonable to assume that Plan-generated employment would be included in citywide employment projections, which forecasts creation of 133,600 net new jobs in the City by 2025.

The 200-250 new jobs created under the proposed Area Plan would generate demand for about 80 new housing units in the City by 2025.<sup>30</sup> The Plan-generated housing demand would represent only a small fraction of the approximately 1,780 new housing units anticipated to be developed under the Plan by 2025. The proposed new housing supply developed under the proposed Area Plan could potentially accommodate projected job growth in the Project Area, if sufficient housing stock affordable to the new workers were developed in the Project Area. It is reasonable

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<sup>28</sup> Employment growth in the Project Area was estimated based on the amount of commercial development expected in the Project Area with implementation of the Area Plan (approximately 74,740 sq. ft. by 2010 and a total of approximately 29,880 sq. ft. between 2010-2025), and assuming the City's average of 440 sq. ft. per employee.

<sup>29</sup> *Ibid.*

to assume that some of the anticipated new Project Area's jobs may be taken by workers who already live in the area and are just entering the labor force. Therefore, the actual housing demand due to the proposed Area Plan would depend on new workers' specific housing and affordability requirements.

Increased employment attributable to the proposed Area Plan would not create a substantial demand for additional housing, or necessitate new residential development beyond what is anticipated to be provided under Plan conditions. In the event that all new Project Area workers choose to work and live in the Project Area, there would still be a surplus housing supply with implementation of the Plan to serve citywide housing needs, as identified in ABAG Regional Housing Needs Determination. Overall, residential development under the proposed Area Plan conditions would more than accommodate housing demand resulting from employment growth in the Project Area, and the Plan-related employment is not expected to result in significant physical environmental impacts. Implementation of the proposed Area Plan would also not create a substantial demand for increased public services and utilities through major employment growth, nor result in significant environmental impacts related to public services/utilities; therefore, no mitigation measures would be required.

#### Employed Residents

A net increase of 238 jobs is expected in the Project Area by 2025 under the proposed Area Plan conditions. It is not possible to predict if the new jobs would be held by Project Area residents; however, the following conclusion can be drawn regarding employed residents with respect to total population and jobs in the Project Area:

At least 56 percent of the Project Area residents are expected to be employed residents,<sup>31</sup> despite the fact that population growth would outstrip job growth by 2025 under Plan conditions. With implementation of the proposed Area Plan, residential population growth in the Project Area would comprise about 3.6 percent of citywide population growth between 2000-2025, while employment growth would comprise less than 0.2 percent of citywide population employment growth between 2000 and 2025. Since the proposed Area Plan encourages the construction of transit-oriented residential development expected to accommodate households of all income levels, sizes, and needs in close proximity to transit, public amenities, and neighborhood-serving uses, it is anticipated that this housing would be attractive to a high proportion of the City's workforce, particularly for workers who could commute to work via BART and Muni.

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<sup>30</sup> Method used to calculate housing demand is derived from Keyser Marston Associates Inc. and Gabriel Roche Inc., Draft Jobs Housing Nexus Analysis, City of San Francisco, July 1997. This method assumes that about 33 percent of new workers would choose to live and work in the City.

<sup>31</sup> This estimate is based on ratio of the total number of City residents that are reported to be employed either in the City or elsewhere (437,530), out of the total population of about 776,730 in 2000. Source: *ABAG Projections 2005*.

### Displacement

No demolitions, removal, nor large-scale clearing of property are proposed with implementation of the proposed Area Plan. However, some displacement of existing businesses could occur as specific sites are redeveloped into higher density mixed-use development with the proposed new zoning or to accommodate planned transportation improvements. Existing “soft” sites (existing sites with uses developed to substantially less than their maximum zoning potential) were considered as sites for potential new housing development and mixed-use development, which could result in displacement. Most new development, however, would be expected to occur on vacant or under-developed infill sites that would not cause displacement of existing residential or commercial uses.

Implementation of the proposed Area Plan would not be expected to displace any residences; nor is substantial displacement of businesses expected. Any major development project that occurs under the proposed Area Plan that is not analyzed in detail in this EIR would be subject to further environmental review.

### **Development Project Effects**

#### Phelan Loop Site Development

The proposed Area Plan includes a proposal for demolition of the existing bus layover facility and development of the Phelan Loop Site with approximately 80 residential units, approximately 15,000 sq. ft. of retail uses, and a 0.5-acre public open space. It is assumed that housing affordable to low-income individuals and/or families would be developed at this site. This development is anticipated to occur by 2010, and would increase the Project Area population by approximately 185 residents and add approximately 35 jobs to this area by 2010.<sup>32</sup> The proposed increase in residential units and employment in an existing neighborhood that is well-served by transit and other public services and utilities is not expected to result in an adverse physical impact on the Project Area. There is no housing or commercial use on the site, so no such displacement would occur. Development of the Phelan Loop Site would result in the relocation of the existing bus layover facility to a nearby site just north of the existing fire station at the intersection of Phelan and Ocean Avenues. Therefore, the existing on-site transit use and its employees would be retained in the Project Area.

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<sup>32</sup> The number of new residents is based on the City’s average of 2.3 persons per household [80 units multiplied by 2.3 = 185]; and the number of new jobs (approximately 35) is based on the City’s average of 440 sq. ft. per employee [15,000 sq. ft. divided by 440 = 35].

### Kragen Auto Parts Site Development

The proposed Area Plan includes a proposal for demolition of the existing auto parts shop and development of the Kragen Auto Parts Site with up to 175 residential units, up to 35,000 sq. ft. of ground-floor retail uses, including up to a 30,000-sq.-ft. food market and up to 5,000 sq. ft. of other smaller neighborhood-serving retail space; and approximately 4,300 sq. ft. of open space. It is assumed that market-rate housing with an inclusionary affordable housing component would be developed on this property. The Kragen Auto Parts Site development is anticipated to occur by 2010 and would increase the Project Area population by approximately 400 residents and add approximately 80 jobs to this area by 2010.<sup>33</sup> The proposed increase in residential units and employment in an existing neighborhood that is well-served by transit and other public services and utilities is not expected to result in an adverse physical impact on the Project Area. Development of the Kragen Auto Parts Site would displace the existing auto parts business and its employees; however, they would be expected to relocate within San Francisco or elsewhere in the Bay Area. Business displacement in this context is an economic impact that would not be a physical environmental impact under CEQA.

Overall, development of the Phelan Loop Site and Kragen Auto Parts Site would not have significant physical environmental impacts due to population, housing, and employment growth. Development on these in-fill parcels would fall within the range of the effects, as discussed under the Plan-level analysis. In addition, the proposed new affordable housing development on the Phelan Loop Site would be considered a beneficial effect of the Area Plan. Impacts related to other environmental topics are discussed in the following sections: IV.C, Transportation, pp. 208-215; IV.D, Noise, pp. 226-227; IV.E, Air Quality, pp. 262-264; IV.F, Shadow, pp. 278-280; and IV.G, Hydrology and Water Quality, p. 299.

## **CUMULATIVE IMPACTS**

The increase in population attributable to the proposed Area Plan would represent less than four percent of the total projected population of San Francisco by 2025 (890,400). ABAG's projections of citywide housing growth estimate an addition of about 56,790 housing units by 2025.<sup>34</sup> Based on this projection, the Plan-related housing production (1,780 units) would contribute about three percent of the citywide housing growth by 2025.

As discussed on p. 151, implementation of the Area Plan would constitute a 65 percent household population growth in the Project Area. Although Project Area population growth with

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<sup>33</sup> The number of new residents is based on the City's average of 2.3 persons per household [175 units multiplied by 2.3 = 400]; and the number of new jobs (approximately 80) is based on the City's average of 440 sq. ft. per employee [35,000 sq. ft. divided by 440 = 80].

<sup>34</sup> Based on *Projections 2005*, see pp. 162-166.

implementation of the Area Plan (4,095) would be substantially greater than the growth anticipated in the Planning Department's baseline population projections for the Project Area (60), portions of the Project Area are under-developed and could potentially absorb more household population growth than anticipated in the City's baseline growth projections. Area Plan-related population growth is not expected to result in adverse physical impacts in the Project Area, because it would increase household population in an established urban area with a high level of transit and neighborhood commercial facilities, as well as other public amenities and services that could accommodate this substantial increase in residents. Area Plan-related growth in housing units would help the City meet its fair share of regional housing needs. Overall, total Area Plan-related population growth (4,095) would account for about 3.6 percent of the overall citywide population growth between 2000-2025 (113,670), and it would not result in a net increase in the City's population growth that is not accounted for in citywide projections.

The proposed Area Plan-related commercial development would contribute negligibly (less than 0.2 percent) to the citywide employment growth (53,950) by 2025. Regional projections indicate that by 2025 San Francisco will have about 520,900 employed residents and 776,100 jobs.<sup>35</sup> According to the *General Plan* Housing Element, an estimated 30 percent of San Francisco jobs were held by in-commuters and this share is projected to grow almost 40 percent by 2025.<sup>36</sup> Implementation of the proposed Area Plan could contribute to the slowing of this trend in the City, because it would encourage new residential development in the Project Area to accommodate households of all income levels, sizes, and needs in close proximity to transit, public amenities and neighborhood-serving uses.

Overall, Area Plan-related development is not expected to result in significant cumulative environmental impacts related to population, housing, or employment growth. Cumulative impacts related to other environmental topics are discussed in the following sections: IV.C, Transportation, p. 201; IV.D, Noise, p. 233; IV.E, Air Quality, pp. 262-264; and IV.F, Shadow, pp. 280-281.

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<sup>35</sup> *Ibid.*

<sup>36</sup> San Francisco Planning Department, *General Plan*, Housing Element, May 2004, Data and Needs Analysis, pp. 20-22.



## C. TRANSPORTATION

This section describes the existing transportation network and identifies and evaluates transportation impacts associated with implementation of the *Balboa Park Station Area Plan*. It summarizes the information in the Transportation Study prepared for the Area Plan.<sup>1</sup> The proposed Area Plan includes the following major components that would affect area-wide transportation-related conditions (a detailed list of project components that would change the existing street network, transit facility, and parking requirements is presented in Chapter III, Project Description, pp. 81-89 and 98-100.

### STREET NETWORK CHANGES

The *Balboa Park Station Area Plan* calls for the following changes to the street network:

- Redesign San Jose Avenue (the eastern boundary of Project Area) between Ocean Avenue and Geneva Avenue to improve transit bus operations, passenger loading, and pedestrian conditions.
- Redesign Geneva Avenue between San Jose Avenue and I-280 to improve pedestrian conditions and to calm traffic. Current congestion along Geneva Avenue between San Jose Avenue and I-280 would be addressed by the “single-point urban interchange” proposal, which would regularize the intersections between the freeway ramps and Geneva Avenue by creating a single intersection to replace the existing configuration of two sets of intersections close together. This single intersection would be located further west than the current northbound on-ramp, thus providing more loading space for buses and queuing space for westbound traffic.
- Redesign Ocean Avenue between San Jose Avenue and I-280 and between I-280 and Geneva Avenue to improve pedestrian conditions and to calm traffic.
- Establish dedicated bicycle lanes along Ocean Avenue between San Jose Avenue and Harold Avenue (including modification of intersections, as required, once appropriate environmental review of bike lanes has been completed by the City as part of the San Francisco Bicycle Plan EIR. MTA is currently leading this effort.)
- Redesign Phelan Avenue between Judson Avenue and Ocean Avenue to eliminate the center travel lanes and establish bicycle lanes following completion of separate environmental review of bike lanes by the City as part of the San Francisco Bicycle Plan EIR.
- Reconfigure the intersection of Ocean/Phelan/Geneva to improve pedestrian conditions.
- Establish transit-only lanes along San Jose Avenue between Ocean Avenue and the San Francisco Municipal Railway (Muni) terminal facility if the J-Church is not rerouted as described below.

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<sup>1</sup> Korve Engineering, *Balboa Park Station Area Plan Transportation Study - Final Report*, December 19, 2006.

- Reconfigure the Interstate 280 (I-280) on- and off-ramps into a “single point urban interchange,” with access from northbound I-280 and to southbound I-280 from Geneva Avenue, and access from southbound I-280 and to northbound I-280 from Ocean Avenue. Between the roadways and over the freeway, a new deck would be constructed that would include a connection roadway between Ocean Avenue and Geneva Avenue, and bus layover facilities.<sup>2</sup> (Detailed analysis of the reconfiguration of these ramps is not provided because information concerning ramp design and operation cannot be provided in the program-level EIR.)
- Extend Brighton Avenue north of Ocean Avenue to the proposed Brighton Avenue Open Space boundary. The extended street would have two-way operations and would allow left turns from Ocean Avenue. The Brighton Avenue extension would provide access to the Kragen Auto Parts Site and create new open space.
- Extend Lee Avenue north of Ocean Avenue to the southern boundary of the Balboa Reservoir site to serve the Kragen Auto Parts and Phelan Loop Sites. The Lee Avenue extension would have two-way operations and would allow left turns from Ocean Avenue.

#### **Lee Avenue Connection to CCSF Variant**

City College of San Francisco (CCSF) is considering a variant to the street network that would connect Lee Avenue to the Balboa Reservoir site on the CCSF campus. This variant is being considered by CCSF to provide access to new campus uses that would be developed as part of the CCSF Master Plan and to relieve congestion on Phelan Avenue by shifting a portion of CCSF traffic from Phelan Avenue to Lee Avenue. (See the discussion of the CCSF Master Plan in Section IV.A, Land Use, Plans, and Policies.) This connection would start at the southern boundary of the reservoir property where the Lee Avenue extension proposed in the Area Plan terminates. The extension of Lee Avenue onto the CCSF campus is not part of the proposed Area Plan, and is evaluated in this EIR to provide information about potential traffic effects on the Area Plan intersections in 2025. The proposed street network changes would be initiated as a separate project by CCSF if the college decides to pursue this option.

To distinguish these two separate street network changes, hereinafter, the “Lee Avenue Extension” refers to the extension of Lee Avenue proposed by the Area Plan that terminates at the southern boundary of the Balboa Reservoir site; and the “Lee Avenue Connection to CCSF

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<sup>2</sup> Since the reconfiguration of the freeway on- and off-ramps requires evaluation, engineering design, review and approval by various state and federal agencies (including the California Department of Transportation and the Federal Highway Administration), this document cannot provide the detailed impact analysis for all the program-level transportation changes associated with implementation of the proposed Area Plan. For purposes of this evaluation, the analysis of the potential new freeway ramp configuration is focused on its effects to the local street network, and subsequent environmental review will be required concerning effects of the new ramp configuration on highway operations, as well as the proposed single-point urban interchange, deck roadway, and bus layover facility.

Variant” refers to the extension of Lee Avenue onto the Balboa Reservoir property on the CCSF campus.

### **TRANSIT OPERATIONS**

The *Balboa Park Station Area Plan* calls for the following changes to transit operations:

- Relocate and reconfigure the Phelan Loop Muni bus turnaround to provide an entrance from Ocean Avenue and an exit to Phelan Avenue.
- Reconfigure the terminal locations for the Muni Metro J-Church and K-Ingleside lines. Currently, both lines enter the terminal from Ocean Avenue, directly east of the I-280 northbound on-ramp. The J-Church exits the facility to San Jose Avenue, whereas the K-Ingleside loops through the terminal and exits back to Ocean Avenue at a location east of the terminal entrance. With the terminal reconfiguration, both lines would enter and exit the terminal at a common location on Ocean Avenue, slightly east of the current location.

### **LAND USE CONTROLS**

- Establish new zoning districts with revised parking requirements for residential and commercial uses.

### **SETTING**

The Setting section describes existing transportation conditions in the vicinity of the Project Area. It also describes the existing roadway network, including roadway designations and the number of travel lanes; intersection operating conditions; the transit network; parking supply and occupancy; pedestrian conditions; and bicycle conditions.

### **ROADWAY NETWORK**

Regional access to and from the project site is provided by Interstate 280 (I-280). I-280 extends from the southern portion of downtown San Francisco to U.S. 101 in San Jose. This highway serves the communities along the Peninsula including San Francisco County, San Mateo County, and parts of Santa Clara County. I-280 carries approximately 185,000 vehicles per day south of Geneva Avenue and 193,000 vehicles per day north of Ocean Avenue.<sup>3</sup> I-280 merges with U.S. 101 to the east of the Project Area (which provides connection to the East Bay via I-80 and the San Francisco-Oakland Bay Bridge) and merges with Highway 1 to the southwest of the Project Area (which provides connection to the South Bay and North Bay via surface streets and the Golden Gate Bridge). Nearby access to the Project Area via I-280 is provided by on- and off-ramps at Ocean Avenue and Geneva Avenue.

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<sup>3</sup> Caltrans, Year 2004 Traffic Volumes on the State Highway System.

Ocean Avenue is an east-west street that runs between Country Club Drive and Mission Street. In the Project Area, Ocean Avenue has two travel lanes in both directions with a center-running MUNI light rail line, and on-street parking along both sides of the street. In the *San Francisco General Plan*, Ocean Avenue is classified as a Major Arterial<sup>4</sup> in the Congestion Management Plan (CPM) Network<sup>5</sup> and part of the Metropolitan Transportation System (MTS) Network.<sup>6</sup>

Geneva Avenue is an east-west street that runs between Phelan Avenue and Bayshore Boulevard. In the Project Area, Geneva Avenue has two travel lanes in both directions and on-street parking on both sides of the street. In the *San Francisco General Plan*, Geneva Avenue is classified as a Major Arterial in the CMP Network and part of the MTS Network.

Junipero Serra Boulevard is a north-south street that runs between Sloat Boulevard and Highway 1/I-280 at 19<sup>th</sup> Avenue. In the Project Area, Junipero Serra Boulevard has three travel lanes in both directions and on-street parking on both sides of the street. In the *San Francisco General Plan*, Junipero Serra Boulevard is classified as a Major Arterial in the CMP Network and part of the MTS Network.

Miramar Avenue is a north-south street that runs between Monterey Boulevard and Lakeview Avenue. In the Project Area, Miramar Avenue has one travel lane in both directions and on-street parking on both sides of the street.

Brighton Avenue is a north-south street that runs between Ocean Avenue and Lakeview Avenue. In the Project Area, Brighton Avenue has one travel lane in both directions and on-street parking on both sides of the street.

Lee Avenue is a north-south street that runs between Ocean Avenue and Lakeview Avenue. In the Project Area, Lee Avenue has one travel lane in both directions and on-street parking on both sides of the street.

Phelan Avenue is a north-south street that runs along the western edge of the City College of San Francisco (CCSF) between Flood Avenue and Ocean Avenue. In the Project Area, Phelan

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<sup>4</sup> Major arterials are defined as cross-town thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways. These are routes generally of citywide significance.

<sup>5</sup> The Congestion Management Program (CMP) Network is the network of freeways, state highways, and major arterials established in accordance with state Congestion Management legislation.

<sup>6</sup> The Metropolitan Transportation System (MTS) is a regional network for the San Francisco Bay Area which includes freeways, major and secondary arterials, transit conflict and recreational streets that meet nine criteria developed by the Metropolitan Transportation Commission as part of the *Regional Transportation Plan*. The criteria identify facilities that provide relief to congested corridors, improve connectivity, accommodate travel demand, and serve a regional transportation function.

Avenue has two travel lanes in both directions and on-street parking on both sides of the street. Phelan Avenue is the main western access to CCSF.

San Jose Avenue is a north-south street that runs between 27th Street and the San Jose Avenue/Belper Street/Mission Street intersection. In the Project Area, San Jose Avenue has two travel lanes in both directions with a center-running MUNI light rail line, and limited on-street parking (due to the MUNI tracks). In the *San Francisco General Plan*, San Jose Avenue is classified as a Major Arterial in the CMP Network and part of the MTS Network.

Alemaný Boulevard is a north-south street that runs between the Industrial Street/Bayshore Boulevard intersection and Junipero Serra Boulevard. In the vicinity of the project site, Alemaný Boulevard has two travel lanes and one bicycle lane in each direction, plus on-street parking on both sides of the street. At the intersection of Alemaný/Geneva, the bicycle lanes are dropped to provide a third travel lane, and at the intersection of Alemaný/Ocean, on-street parking along southbound Alemaný Boulevard is eliminated to allow for a right-turn pocket. In the *San Francisco General Plan*, Alemaný Boulevard is classified as a Major Arterial in the CMP Network and part of the MTS Network.

#### **INTERSECTION OPERATING CONDITIONS**

Existing intersection operating conditions were evaluated for the peak hour of the weekday p.m. peak period (generally between 5:00 and 6:00 p.m.). The operating characteristics of intersections are described by the concept of Level of Service (LOS). The LOS is a qualitative description of an intersection's performance based on the average delay per vehicle. Intersection LOS range from LOS A, which indicates a free-flow condition, to LOS F, which indicates a jammed condition. In San Francisco, LOS A through C are considered to be satisfactory service levels, while LOS D is marginally acceptable, and LOS E and LOS F conditions are unacceptable. See Appendix B, Tables B.1-1 and B.1-2, for LOS descriptions for signalized and unsignalized intersections.

Existing levels of service were evaluated using the Highway Capacity Manual 2000 (HCM) methodology. For signalized intersections, this 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 presented for the intersection.

Operating conditions were analyzed for 13 intersections in the Project Area. (see Table 11, p. 181, for a list of these intersections). Most of the study intersections currently operate at LOS B or LOS C during the weekday p.m. peak hour. However, the intersections of Ocean/Junipero Serra and Geneva/Alemaný both currently operate at LOS D due to relatively high traffic volumes and substantial volumes of turning traffic. All of the Project Area study intersections currently operate with acceptable conditions.

## **FREEWAY RAMP OPERATING CONDITIONS**

Operating conditions at the northbound and southbound I-280 freeway on- and off-ramps at Ocean Avenue and Geneva Avenue were studied (see Table 13, p. 192, for a list of these ramps). The analysis of I-280 freeway on-ramp conditions was conducted using the HCM methodology for freeway mainline/on-ramp junctions. Operating conditions on the freeway on-ramps are determined based on density (the number of vehicles within a given time and distance), as calculated using the freeway volumes and the ramp volumes at each study location. The performance rating for each location is classified by LOS A through F, where LOS F indicates a demand that exceeds the capacity. LOS E and LOS F are considered unacceptable service levels.

The HCM does not include an analysis methodology for freeway off-ramps. For this report, the operations of the study freeway off-ramps were assessed by determining the average length of the queue that would develop at the controlling intersection (at Ocean Avenue or Geneva Avenue) and comparing the queue to the available distance between the intersection and the freeway mainline. The operating conditions at the freeway off-ramp approach to the controlling intersection were determined (as documented under the intersection analysis), and then the average queue lengths were calculated. Unacceptable freeway off-ramp conditions would occur if the 95th percentile<sup>7</sup> queue length during the peak hour would extend back onto the freeway mainline.

Freeway on- and off-ramp operating conditions were evaluated for the peak hour of the weekday p.m. peak period (generally between 5:00 and 6:00 p.m.). Traffic counts were based on recent ramp and mainline data obtained from the California Department of Transportation (Caltrans). During the weekday p.m. peak hour, the study on-ramps operate at LOS C/D and the 95<sup>th</sup> percentile queues at the study off-ramps could be accommodated within the current off-ramps. Overall, the study ramps currently operate with acceptable conditions.

## **TRANSIT NETWORK**

The Project Area is well served by public transit, with both local and regional service provided in the nearby vicinity (see Figure 11: Existing Transit Service.) Local service is provided by the San Francisco Municipal Railway (Muni) bus and light rail lines. Muni can be used to access regional transit operators. Regional service is provided by the Bay Area Rapid Transit District

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<sup>7</sup> 95<sup>th</sup> percentile represents the theoretical maximum queue that would develop during the peak hour.



(BART), Alameda - Contra Costa County Transit District (AC Transit), Golden Gate Bridge Highway and Transportation District (Golden Gate Transit), San Mateo County Transit District (SamTrans), and Caltrain. Direct regional service is provided by BART from the Balboa Park BART Station.

### **Local Transit**

Muni provides service within San Francisco with bus (diesel and electric trolley), light rail (Metro), streetcar, and cable car lines. Within one-half mile of the Project Area, Muni operates three Metro lines and ten bus lines that directly serve the Project Area. Figure 11 presents Muni transit service in the vicinity of the Project Area. It should be noted that some Muni lines shown in Figure 11 are not described below because they do not have stops within the Project Area.

The J-Church, K-Ingleside, and M-Ocean View light rail lines run through the Project Area, connecting the Project Area with downtown San Francisco. The J-Church runs along San Jose Avenue and a portion of Ocean Avenue. The closest J-Church stop in the Project Area is at the Balboa Park BART Station. The K-Ingleside runs along Ocean Avenue with stops at various locations including City College of San Francisco. Within the Project Area, the M-Ocean View runs from the Balboa Park BART Station south along San Jose Avenue. The closest M-Ocean View stop to the Project Area is at the Balboa Park BART Station.

Muni operates eight bus lines that directly serve the Project Area or its immediate vicinity: the 9X(AX/BX)-Bayshore Express,<sup>8</sup> 26-Valencia, 29-Sunset, 36-Teresita, 43-Masonic, 49-Van Ness-Mission, 54-Felton, and 88-BART/Shuttle. While most of the transit service through the Project Area connects downtown with neighborhoods north and east of the Project Area, four of the bus lines provide cross-town service and provide links between transit lines. The 9X-Bayshore Express connects the Project Area with Visitacion Valley, Bayview Hunters Point, and Fisherman's Wharf. The 29-Sunset connects the Project Area with the Presidio and Golden Gate Bridge. The 43-Masonic connects the Project Area with the Marina District. The 49-Van Ness-Mission and 9X-Bayshore Express connect the Project Area to Aquatic Park via the Mission District and Civic Center. The 15-Third Street bus line that connected the Project Area with Visitacion Valley and Fisherman's Wharf via Third Street has been replaced with the expanded 9X-Bayshore Express line. The 15-Third Street line has been discontinued with the initiation of the T-Third Muni Metro line in April 2007 that connects Visitacion Valley with the Market Street

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<sup>8</sup> Effective April 7, 2007, the 9X route and name were changed. The 9X-San Bruno Express is now called the 9X-Bayshore Express. The 9X and the discontinued 15-Third route were combined into an expanded 9X(AX/BX) Express bus line operating between Fisherman's Wharf and City College, seven days a week from approximately 5 a.m. to 12:30 a.m. This service change is noted under "Service Changes Effective April 7" on the MTA/Muni website: <http://www.sfmta.com/cms/home/sfmta.sfmta>



subway via Third Street and The Embarcadero. The T-Third Muni Metro line does not serve the Project Area.

### **Regional Transit**

Regional transit access is provided by BART, AC Transit, SamTrans, Caltrain, and Golden Gate Transit. All regional transit providers can be accessed from the Project Area via Muni buses or via the Balboa Park BART Station.

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 Airport) and San Francisco. During the weekday p.m. peak period headways are generally 5 to 15 minutes for each line that operates through San Francisco. The BART station at Balboa Park is located on the east side of I-280 between Ocean Avenue and Geneva Avenue.

Transit service to and from the East Bay is provided by BART and AC Transit. AC Transit is the primary bus operator for the East Bay, including Alameda and western Contra Costa Counties. AC Transit operates 37 routes between the East Bay and San Francisco, all of which terminate at the Transbay Terminal in downtown San Francisco.

Transit service to and from the South Bay is provided by BART, SamTrans, and Caltrain. SamTrans provides bus service between San Mateo County and San Francisco, including 14 bus lines which serve San Francisco (12 routes serve the downtown area); none of the lines provides direct service to the Project Area. Caltrain provides heavy rail commuter passenger service between Santa Clara County and San Francisco. Caltrain currently operates 38 trains each weekday, with a combination of express and local service. The closest Caltrain station to the Project Area is the Bayshore Station, about two miles to the east. Passengers may access the Bayshore Station by Muni 9X-Bayshore Express line.

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 22 commute bus routes, 9 basic bus routes and 16 ferry feeder bus routes, most of which serve the downtown area. 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. Golden Gate Transit does not provide direct service to the Project Area.

### **Transit Conditions**

Primary commute access (from downtown San Francisco) to the Balboa Park area is provided by BART, Muni J-Church and K-Ingleside Metro lines, and Muni 26-Valencia and 49-Van Ness bus

lines. Although other bus and train lines provide service throughout the Project Area, their routes to and from the downtown area are less direct and therefore do not carry as high a percentage of commuters.

BART and Muni ridership is analyzed at locations where overall ridership levels are high, and where the number of project-generated trips can be expected to be high. Based on current ridership statistics, the majority of the weekday evening commute transit trips to the Project Area are expected to originate from the downtown area. Thus, ridership on BART is analyzed for southbound trains south of the Civic Center BART Station, and ridership on the four Muni lines is analyzed at their respective southbound maximum load points<sup>9</sup> in the outbound (i.e., from downtown) direction.

Under current conditions, southbound BART trains exiting the Civic Center operate below BART's capacity utilization standard of 135 percent of seated capacity. Similarly, the J-Church, 26-Valencia, and 49-Van Ness-Mission operate below capacity at their maximum load points. MUNI's capacity utilization standard of 85 percent of seated capacity is currently exceeded on the K-Ingleside line.

## **PARKING CONDITIONS**

Existing parking conditions were examined throughout the Project Area. On-street parking within the Project Area consists of metered parking, two-hour restricted parking, and uncontrolled parking. Most of the metered parking is located along Ocean Avenue west of I-280, and is limited to 30-minute or one-hour durations. Two-hour and unrestricted on-street parking is available in all other locations within the Project Area. Residential areas south of the Ocean Avenue Commercial District, and east of San Jose Avenue are located in a Residential Parking Permit area (District V), in which parking is restricted to two hours between 8:00 a.m. and 6:00 p.m. for vehicles that do not display residential parking permits. In addition, on-street loading areas (yellow service vehicle loading and white passenger loading) are located near businesses.

Based on field observations, on-street parking is generally fully occupied throughout the weekday midday period. However, during the evening, on-street parking along Ocean Avenue has some availability, as there are limited residential land uses along this portion of the street. Along Ocean Avenue, the metered parking has relatively high turnover, so spaces are typically available for the commercial visitors. In the vicinity of CCSF, parking conditions are generally dictated by

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<sup>9</sup> The maximum load point is the point (i.e., a bus stop or boarding location) at which the highest number of passengers are aboard a transit vehicle on a designated bus line and route direction at a specified time or time period.

the schedule of CCSF classes (when classes are in session, parking spaces tend to be completely full throughout the day).

Within the Project Area, there are no publicly-accessible off-street parking facilities. Although CCSF and some businesses have private off-street parking lots, these lots are not available to other users or for overnight parking.

### **PEDESTRIAN CONDITIONS**

Sidewalks are provided on all streets and crosswalks are provided at most of the intersections within the Project Area. Pedestrian volumes are generally high along the Ocean Avenue commercial district, near the Balboa Park BART/Muni station, and adjacent to CCSF. In these locations, pedestrian volumes peak during the morning and evening commute periods, but are also high during the midday and are affected by the CCSF class schedules. Pedestrian volumes along the residential streets are relatively low throughout the day.

Pedestrian conditions vary throughout the Project Area. Along Ocean Avenue to the west of CCSF, most intersections have full pedestrian amenities, and pedestrians can cross streets without substantial conflicts. However, along Ocean Avenue and Geneva Avenue to the east of CCSF, pedestrian conditions are dominated by the heavy traffic volumes due to vehicles traveling to and from I-280. In this area, pedestrians are prohibited from crossing Ocean Avenue at the Ocean Avenue/I-280 Northbound (NB) On-Ramp intersection, crossing Geneva Avenue along the east side of the Geneva Avenue/I-280 Southbound (SB) Ramps intersection, and crossing Geneva Avenue along the west side of the Geneva Avenue/I-280 NB Ramps intersection. Also, the intersection of Ocean/Phelan/Geneva can be difficult to cross, due to free-flow right-turn pockets. Similarly, crossing the I-280 SB Off-Ramp at Ocean Avenue can be difficult for pedestrians, as this is an uncontrolled movement for vehicles exiting the freeway and merging into Ocean Avenue westbound traffic. A pedestrian bridge is provided from the CCSF campus, over Ocean Avenue, to the north side of Geneva Avenue.

Within the Project Area, the *San Francisco General Plan* designates Ocean Avenue and San Jose Avenue as Neighborhood Commercial Streets, and Miramar Avenue, Phelan Avenue, and Holloway Avenue as Neighborhood Network Connection Streets. A Neighborhood Commercial Street is a street within a Neighborhood Commercial District (designated in the *General Plan*) that is predominately commercial use with parking and loading conflicts. A Neighborhood Network Connection Street is defined as an intra-neighborhood connection street that connects neighborhood destinations.

### **BICYCLE CONDITIONS**

Bicycle routes in the Project Area are designated on Ocean Avenue (Route 90 west of Phelan Avenue, Route 84 east of Phelan Avenue), Geneva Avenue (Route 90), Phelan Avenue (Route

770), and Alemany Boulevard (Route 45). Wide-curb-lane bicycle routes are available on various streets in the vicinity of the project site such as Holloway Avenue (Route 90), and Alemany Boulevard (Route 45). The bicycle facilities on Alemany Boulevard have recently been upgraded to full Class II bicycle lanes (striped, on-street) between Rousseau Street and San Jose Avenue.

In general, bicycle travel is relatively high throughout the Project Area due to the number of bicycle trips created by CCSF, and the availability of bike routes. Conflicts for cyclists were observed at the Ocean Avenue/Phelan Avenue/Geneva Avenue intersection due to its unusual geometry and large volumes of vehicles and transit. Another location where conflicts were observed for cyclists is at the I-280 on- and off-ramp locations, due to the heavy volumes of vehicles turning to and from the ramps.

## **IMPACTS**

This section presents an assessment of transportation impacts that would occur with implementation of the proposed Area Plan. Two future scenarios are analyzed: 1) Year 2025 Baseline (without the Area Plan); and 2) Year 2025 with the Area Plan.

A variant that would connect the CCSF campus to Ocean Avenue via an extension of Lee Avenue is also presented, with analysis of intersection operating conditions for the Year 2025 with the Area Plan. Extension of Lee Avenue into the Balboa Reservoir site is not included in the proposed Area Plan but is being analyzed in this EIR to identify effects of the extension on traffic conditions in the Project Area (see the “Lee Avenue Connection to CCSF Variant” on pp. 184-185 for further discussion of this topic).

The transportation analysis is presented at a program level for the proposed Area Plan development and transportation changes, followed by the individual project-level EIR analyses for the Kragen Auto Parts Site and the Phelan Loop Site development projects. Both the Kragen Auto Parts Site and Phelan Loop Site development projects are included in the *Balboa Park Station Area Plan*, and are specific development proposals that could be implemented within the next five years.

### **Program-Level Travel Demand**

The San Francisco County Transportation Authority (SFCTA) countywide travel demand forecasting model (Model) was used to develop the travel forecasts for future 2025 Baseline conditions without implementation of the Area Plan. The Model was also used to develop the travel forecasts for new development under the proposed Area Plan. These additional project-related trips were added to the 2025 Baseline values to determine 2025 transportation conditions with the Area Plan at a program EIR level of analysis.

For modeling purposes, San Francisco is divided into approximately 800 geographical areas, known as Transportation Analysis Zones (TAZs). For each TAZ, the Model estimates the travel demand based on population and employment assumptions, determines the origin and destination and mode of travel (auto, transit, walk, and bicycle) for each trip, and assigns those trips to the transportation system (roadway network and transit lines).

The SFCTA travel demand estimates used for this analysis incorporate the Association of Bay Area Governments (ABAG) land use and socio-economic database and growth forecasts for the year 2025 (*Projections 2002*).<sup>10</sup> *Projections 2002* provides forecasts of economic and population growth for the City and County of San Francisco, as well as for the other remaining eight Bay Area counties. The San Francisco Planning Department has made adjustments to these growth projections to reflect the City's emphasis on housing production, including the *Balboa Park Station Area Plan*, and other Better Neighborhoods planning efforts. These adjusted housing and employment projections were the basis for the travel demand forecasts for this EIR.

Also, as result of its long-range planning efforts, the San Francisco Planning Department has developed four different land use scenarios of citywide growth that vary the amount, type, and location of development in 2025. The development scenario used in the Model for this EIR concentrated housing growth in the Better Neighborhoods areas (including the Project Area) and therefore provides a conservative estimate of the travel demand and impacts associated with implementation of the Area Plan.

### **2025 Baseline Without Area Plan Travel Forecasts**

#### Traffic Forecasts

The Model was developed as a tool to forecast future traffic volumes on major regional traffic facilities and on major local streets, and to forecast local transit ridership for the entire City and major transit corridors. To develop individual turning movements at intersections (which is required to determine intersection operating conditions) and transit ridership on a line-by-line basis, further analysis of the Model output was conducted.

From the Model output, traffic growth factors were developed to reflect the increase in travel demand between the Existing Year and 2025 Baseline scenarios. Traffic growth factors were then applied to the existing turning movement volumes at each study intersection, by approach, depending upon location. Average annual growth rates varied from 0.2 percent to 1.1 percent. In

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<sup>10</sup> In August 2005, ABAG published *Projections 2005*. This report was not published at the time the travel demand analysis was conducted for the Area Plan. As such, the EIR analysis is based on ABAG *Projections 2002* which was used for the SFCTA travel demand model and Planning Department's adjusted growth projections. ABAG *Projections 2005* data are referenced and used for analysis in Section III.B, Population, Housing, and Employment, and in Section III.J, Growth Inducement.

general, the lowest growth rates were projected to occur along Junipero Serra Boulevard and Ocean Avenue (both these streets are currently highly utilized) and the highest growth rates were projected to occur along the residential streets (these streets currently have low traffic volumes, so any increase in activity would result in a substantial growth rate). Two adjustments were made for developing the 2025 turning movement volumes:

- The amount of trip activity associated with the Planning Department's land use projections for the Balboa Park area was determined, and manually subtracted from the projected future traffic volumes along the study streets to develop the 2025 Baseline volumes. This was necessary because the Model had already included the Planning Department's land use projections for the Balboa Park area in the future 2025 conditions.
- Vehicle trips associated with the CCSF Master Plan were added to the 2025 Baseline traffic volumes, based on CCSF's projected traffic assignments. Traffic assignments were adjusted to include a possible new entrance and exit from Ocean Avenue via Lee Avenue to the CCSF campus, which is analyzed separately in this report as a proposed street network change in the variant to the 2025 With Area Plan scenario.

#### Transit Forecasts

The growth in transit ridership between the Existing Year and 2025 Baseline scenarios was based on the Model output for years 2000 and 2025 Scenario. For the MUNI analysis, the total number of riders for the major bus lines and light rail lines that serve the Project Area were aggregated.<sup>11</sup> The difference in ridership between these two model scenarios for the selected transit lines was determined and annual growth rates were developed. These rates were then applied to the existing ridership at an aggregate level; separate growth rates were not developed for individual lines. Average annual growth rates for Muni lines that serve both the Project Area and downtown was established at about 0.25 percent.

For the development of future BART ridership, information from the BART ridership projection model was used. Overall, BART estimated an annual increase in ridership of 1.6 percent at its core stations, which include the Balboa Park BART Station.<sup>12</sup>

#### **2025 With Area Plan Travel Demand**

The 2025 with Area Plan scenario includes both proposed land use and transportation changes that would occur with implementation of the *Balboa Park Station Area Plan*. For the 2025 with Area Plan scenario, new vehicle trips and transit trips generated by new development within the Project Area were determined and manually added to the 2025 Baseline traffic volumes at each of the study intersections and to the 2025 Baseline transit ridership projections. The manual

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<sup>11</sup> Since the 15-Third Street was replaced by the 9X/AX/BX-Bayshore Express lines when the Third Street Light Rail Project was completed, the ridership estimates for these lines were used. ([www.sfmuni.com/cms/msc/const/3rdover.htm](http://www.sfmuni.com/cms/msc/const/3rdover.htm)).

<sup>12</sup> *BART FY06 Short Range Transit Plan and Capital Improvement Plan* – January 2006.

addition of trips was required because the Model output could not be used directly due to differences between the Planning Department’s land use projections and the Model’s land use database derived from ABAG projections. As described on pp. 172-173 under “Program-Level Travel Demand,” these differences were caused by the Planning Department’s adjustments to ABAG projections in order to reflect increased housing production in the City from the Better Neighborhoods Program, including the proposed Area Plan.

The trip generation, distribution, and modal split information used to estimate new vehicle and transit for future development was based on output from the Model. Using the Model assumptions, trip generation rates were estimated for the new residential and commercial development projected to occur with the Area Plan, based on the number of households and employees. These rates were then applied to the proposed land uses for identified opportunity and infill sites to determine the total project-related travel demand for the weekday p.m. peak hour.

Table 7 presents the weekday p.m. peak hour trip generation for the proposed Area Plan. For analysis purposes, travel demand for the development estimated to occur under the Area Plan was combined into three main areas: Ocean Avenue Infill; Kragen/Phelan/Reservoir/ Garage/ Firehouse; and Upper Yard/Geneva Office Building/San Jose Avenue Infill. Development under the Area Plan is projected to generate approximately 2,565 auto person trips, 617 transit trips, and 627 other trips during the weekday p.m. peak hour. In addition, development in the Project Area would generate approximately 1,757 vehicle trips during the weekday p.m. peak hour. These estimates take into account trips generated by the proposed 1,780 new housing units, including the 500 units on the Balboa Reservoir site. Of these vehicle trips, approximately 61 percent would be inbound to the Project Area and 39 percent would be outbound from the Project Area.

**Table 7: Weekday P.M. Peak Hour Trip Generation by Mode**

| Main Areas of Development                                   | Person Trips |            |            |              | Vehicle Trips |
|---|--------------|------------|------------|--------------|---------------|
|   | Auto         | Transit    | Other      | Total        |               |
| Kragen/Phelan/<br>Reservoir/Garage/Firehouse                | 1,504        | 383        | 388        | 2,274        | 1,001         |
| Ocean Avenue Infill   | 498          | 110        | 113        | 720          | 357           |
| Upper Yard/Geneva Office<br>Building/San Jose Avenue Infill | 563          | 124        | 126        | 814          | 399           |
| <b>Total</b>  | <b>2,565</b> | <b>617</b> | <b>627</b> | <b>3,808</b> | <b>1,757</b>  |

*Note:* “Other” includes bicycles, motorcycles, taxis, walking, and additional modes.

*Sources:* SFCTA Model/SF Guidelines, Korve Engineering, 2006.

### Parking Demand

The Model does not provide information on existing or future parking demand. As such, the parking demand for the land uses that would occur with the Area Plan was based on the anticipated increase in residential uses and commercial space in the Project Area. The San Francisco Planning Department's *2002 Transportation Impact Analysis Guidelines for Environmental Review (SF Guidelines)* were used to estimate the parking demand rates.

The Area Plan would encourage and support development of about 1,780 new housing units and 123,620 square feet of retail/other space, of which 30,000 square feet would be a food market. The Area Plan does not provide a detailed breakdown of the type and mix of residential units; therefore, it was estimated that 50 percent of the residential units would be studio or one-bedroom units and 50 percent would be two or more bedroom units, and that the 19,000 square feet of "other" (non-retail) commercial space would have characteristics similar to the retail uses.

Table 8 presents weekday evening parking demand that would occur with the Area Plan. Weekday midday parking demand is not provided because peak parking demand for the proposed land uses would occur in the evening when residential parking demand is at its highest, and it is assumed that the proposed food market and retail space would be most active.

In general, short-term parking represents the number of parking spaces required for customers of the retail/food market/other uses, and long-term parking represents the number of parking spaces required for employees of the retail/food market/other commercial uses and for the residential uses. The total parking demand for all proposed developments would be approximately 3,004 spaces during the weekday evening period.



**Table 8: Weekday Evening Parking Demand**

| Area of Development/<br>Land Use                             | Project Parking Demand   |                         |                            | Total        |
|--|--------------------------|-------------------------|----------------------------|--------------|
|  | Short-Term<br>Commercial | Long-Term<br>Commercial | Residential<br>(Long-Term) |              |
| <b>Kragen, Phelan, Reservoir,<br/>Garage, and Firehouse:</b> |                          |                         |                            |              |
| Residential  | ----                     | ----                    | 1,085                      | 1,085        |
| Retail   | 156                      | 59                      | ----                       | 215          |
| Food Market  | 130                      | 17                      | ----                       | 147          |
| <b>Subtotal</b>  | <b>286</b>               | <b>76</b>               | <b>1,085</b>               | <b>1,447</b> |
| <b>Ocean Avenue Infill:</b>                                  |                          |                         |                            |              |
| Residential  | ----                     | ----                    | 605                        | 605          |
| Retail   | 132                      | 50                      | ----                       | 182          |
| <b>Subtotal</b>  | <b>132</b>               | <b>50</b>               | <b>605</b>                 | <b>787</b>   |
| <b>San Jose Avenue Infill:</b>                               |                          |                         |                            |              |
| Residential  | ----                     | ----                    | 624                        | 624          |
| Retail/Other   | 106                      | 40                      | ----                       | 146          |
| <b>Subtotal</b>  | <b>106</b>               | <b>40</b>               | <b>624</b>                 | <b>770</b>   |
| <b>TOTAL</b>   | <b>524</b>               | <b>166</b>              | <b>2,314</b>               | <b>3,004</b> |

Source: *SF Guidelines*, Korve Engineering, 2006.

**DEVELOPMENT PROJECT TRAVEL DEMAND**

This section presents the project-level EIR travel demand for the proposed residential and retail development projects on the Kragen Auto Parts Site and Phelan Loop Site. The person-trip generation for residential, food market, and retail uses includes trips made by residents, employees, and visitors, and is based upon weekday daily and PM peak hour trip generation rates from the *SF Guidelines*. The parking demand, number of delivery/service vehicle trips and loading space demand of these projects are also presented. The travel demand, parking demand, and delivery/service loading demand estimates were based on information contained in the *SF Guidelines* and the 2000 U.S. Census journey-to-work information.

Trip Generation

The proposed Kragen Auto Parts Site development is expected to generate approximately 10,726 daily person-trips on a typical weekday and 949 person-trips in the weekday p.m. peak hour. The proposed Phelan Loop Site development is expected to generate 2,950 daily person-trips and 324 p.m. peak hour person-trips.

Table 9 and Table 10, respectively, present weekday p.m. peak hour trip generation by mode split for both development projects. The Kragen Auto Parts Site development would generate approximately 380 vehicle trips, 168 transit trips, and 152 pedestrian trips to and from (inbound and outbound combined) the site during the weekday p.m. peak hour. The Phelan Loop Site

development would generate approximately 133 vehicle trips, 62 transit trips, and 44 pedestrian trips to and from (inbound and outbound combined) the site during the weekday p.m. peak hour. These tables contain data related to mode splits that are based on standard assumptions used for CEQA analysis in San Francisco. For the proposed Kragen Auto Parts Site and Phelan Loop Site developments, these assumptions are conservative and it is probable that non-auto travel would comprise a larger mode share than indicated because these sites are close to many transit lines and within reasonable walking distance of neighborhood shopping.

**Table 9: Kragen Auto Parts Site Development Trip Generation by Mode (Weekday P.M. Peak Hour)**

| Land Use     | Person-Trips |            |            |           | Total      | Vehicle Trips |
|--------------|--------------|------------|------------|-----------|------------|---------------|
|              | Auto         | Transit    | Walk       | Other     |            |               |
| Residential  | 171          | 85         | 4          | 5         | 265        | 143           |
| Retail       | 41           | 8          | 14         | 4         | 67         | 22            |
| Food market  | 399          | 75         | 134        | 12        | 620        | 215           |
| <b>Total</b> | <b>611</b>   | <b>168</b> | <b>152</b> | <b>21</b> | <b>952</b> | <b>380</b>    |

Source: Korve Engineering, 2006.

**Table 10: Phelan Loop Site Development Trip Generation by Mode (Weekday P.M. Peak Hour)**

| Land Use     | Person-Trips |           |           |           | Total      | Vehicle Trips |
|--------------|--------------|-----------|-----------|-----------|------------|---------------|
|              | Auto         | Transit   | Walk      | Other     |            |               |
| Residential  | 78           | 39        | 2         | 2         | 121        | 66            |
| Retail       | 124          | 23        | 42        | 14        | 203        | 67            |
| <b>Total</b> | <b>202</b>   | <b>62</b> | <b>44</b> | <b>16</b> | <b>324</b> | <b>133</b>    |

Source: Korve Engineering, 2006.

### Parking Demand

As for the Area Plan, it is assumed that peak parking demand for the Kragen Auto Parts Site and Phelan Loop Site land uses would occur on weekday evenings when residential parking demand is at its highest, and the proposed retail/food market/other commercial space would be fully active.

Development on the Kragen Auto Parts Site would generate a total weekday evening parking demand for about 397 spaces. On an average weekday evening, the retail and food market uses proposed on the Kragen Auto Parts Site would create a long-term parking demand for approximately 19 spaces and a short-term parking demand for approximately 151 spaces. The total demand for residential parking on the Kragen Auto Parts Site would be approximately 227 spaces.

Total weekday evening parking demand generated by the Phelan Loop Site would be for 186 spaces. The proposed retail uses on the Phelan Loop Site would create a long-term parking demand for approximately 19 spaces and a short-term parking demand for approximately

63 spaces. The total demand for residential parking on the Phelan Loop Site would be approximately 104 spaces.

### **Loading Demand**

The retail and food market uses proposed for the two development projects would generate freight delivery and service vehicle demand. Proposed development at the Kragen Auto Parts Site would generate approximately 30 truck trips on an average weekday, which would correspond to a demand for approximately 1.8 loading spaces during the peak hour of loading demand and approximately 1.4 loading spaces during the average hour of loading demand. Development at the proposed Phelan Loop Site would generate approximately six daily truck trips on an average weekday, which would correspond to a demand for less than one loading space during the peak hour and average hour of loading demand.

### **SIGNIFICANCE CRITERIA**

The following significance criteria are used by the Planning Department to assess impacts associated with a proposed project:

- 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 F, or from LOS E to LOS F. The operational impacts on unsignalized intersections are 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 F and Caltrans signal warrants would be met, or would cause Caltrans signal warrants to be met when the worst approach is already operating at LOS E or F. The project may result in significant adverse impacts at intersections that operate at LOS E or 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.
- San Francisco does not consider parking supply as part of the permanent physical environment. 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.

Parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA. Under CEQA, a project's social impacts need not be treated as significant impacts on the environment. Environmental documents should, however, address the secondary physical impacts that could be triggered by a social impact. (CEQA Guidelines § 15131(a).) The social inconvenience of parking deficits, such as having to hunt for scarce parking spaces, is not an environmental impact, but there may be secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality impacts, safety impacts, or noise impacts caused by congestion. In the experience of San Francisco transportation planners, however, 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 in particular, would be in keeping with the City's "Transit First" policy. The City's Transit First Policy, established in the City's Charter Section 16.102, 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 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. Moreover, 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. Hence, any secondary environmental impacts which 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, reasonably address the potential secondary effects.

- 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 in transit service levels could result. With the Muni and regional transit screenlines analyses, the project would have a significant effect on the transit provider if project-related transit trips would cause the capacity utilization standard to be exceeded during the p.m. peak hour.
- 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.
- 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.
- 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 proposed on-site loading facilities or within convenient on-street loading zones, and created potentially hazardous conditions or significant delays affecting traffic, transit, bicycles, or pedestrians.
- Construction-related impacts generally would not be considered significant due to their temporary and limited duration.

## PROGRAM-LEVEL IMPACTS

### Traffic Impacts

#### 2025 Baseline Without Area Plan

The 2025 Baseline scenario without implementation of the Area Plan includes growth in background traffic and transit use between existing conditions and Year 2025 (including the expansion of CCSF with new access on Phelan Avenue). The 2025 Baseline also serves as the basis for analyzing transportation impacts of the proposed Area Plan. The 2025 Baseline scenario does not include development of the proposed Kragen Auto Parts and Phelan Loop Sites; both of these development projects are included in the “2025 With Area Plan” scenario, but are analyzed separately as near-term development projects.

In 2025 without the proposed Area Plan, the intersections of Ocean Avenue/Junipero Serra Boulevard and Ocean Avenue/San Jose Avenue are expected to operate at LOS E and F, respectively, during the weekday p.m. peak hour (see Table 11: Intersection Levels of Service). At these locations, not enough capacity is available in the east-west signal phase to accommodate the projected increase in traffic volumes. All other study intersections are expected to function at a satisfactory LOS D or better.

**Table 11: Intersection Levels of Service (Weekday P.M. Peak Hour)**

| Intersection Level of Service   | Existing LOS<br>(Delay in Sec/Veh) | LOS (Delay in sec/veh) <sup>1</sup> |                               |
|---------------------------------|------------------------------------|-------------------------------------|-------------------------------|
|                                 |                                    | 2025 without<br>Area Plan           | 2025 with<br>Area Plan        |
| Ocean Ave/Junipero Serra Blvd   | D (40.4)                           | <b>E</b> (59.0)                     | <b>F</b> (>80.0)              |
| Ocean Ave/Miramar Ave           | B (14.2)                           | B (18.4)                            | C (27.6)                      |
| Ocean Ave/Brighton Ave          | C (22.2)                           | C (27.8)                            | D (42.1)                      |
| Ocean Ave/Lee Ave               | B (12.5)                           | B (12.6)                            | D (43.9)                      |
| Ocean Ave/Geneva Ave/Phelan Ave | B (19.0)                           | C (32.8)                            | <b>F</b> (>80.0)              |
| Phelan Ave/Balboa Reservoir Lot | B (16.6)                           | C (30.7)                            | D (42.9)                      |
| Ocean Ave/I-280 NB On-Ramp      | C (23.7)                           | D (49.7)                            | <b>F</b> (>80.0)              |
| Ocean Ave/San Jose Ave          | C (22.8)                           | <b>F</b> (>80.0)                    | <b>F</b> (>80.0)              |
| Ocean Ave/Alemanly Blvd         | B (14.9)                           | B (18.0)                            | C (25.0)                      |
| Geneva Ave/I-280 SB Ramp        | C (22.3)                           | C (23.1)                            | <b>F</b> (>80.0) <sup>2</sup> |
| Geneva Ave/I-280 NB Ramp        | C (29.4)                           | D (35.4)                            |                               |
| Geneva Ave/San Jose Ave         | B (15.2)                           | C (27.9)                            | D (47.8)                      |
| Geneva Ave/Alemanly Blvd        | D (48.2)                           | D (52.9)                            | D (37.5)                      |

Notes:

<sup>1</sup> **Bold** is used to highlight unacceptable Levels of Service, LOS E and LOS F.

<sup>2</sup> The I-280 ramps at Geneva Avenue would be consolidated into one single-point interchange in the Year 2025 with Area Plan scenario.

Source: Korve Engineering, 2006.

2025 With Area Plan

Table 11 shows the level of service expected in the future with implementation of the Area Plan, including the build-out of planned development and transportation changes in the Balboa Park Station area through the year 2025. When fully implemented, an estimated 1,780 housing units and 123,620 sq. ft. of commercial space, including a food market (30,000 sq. ft.) and possible cultural uses (19,000 sq. ft.), would be developed under the Area Plan by 2025.

The following major transportation changes would be implemented as part of the Area Plan by the year 2025. Implementation of these changes would affect future roadway, intersection, freeway and transit operating conditions in 2025. Minor changes to the pedestrian and roadway networks would also be implemented, as described in Chapter IV; however, these changes would not result in substantial changes in street networks or intersection capacities, and do not require quantitative analysis.

- Bicycle lanes would be established on Ocean Avenue between San Jose Avenue and Harold Avenue and on Phelan Avenue between Judson Avenue and Ocean Avenue.
- To allow for the bicycle lanes to be established, one travel lane in each direction would be removed from Phelan Avenue.
- The intersection of Ocean/Phelan/Geneva would be reconfigured to channel the turning movements between the streets and to improve pedestrian conditions.
- The terminal yard for the MUNI Metro J-Church and K-Ingleside lines would be reconfigured.
- Transit-only lanes would be added along San Jose Avenue between Ocean Avenue and the Muni terminal facility, if the reconfiguration of the Muni Metro yard was not implemented.
- The Interstate 280 on- and off-ramps at Geneva and Ocean Avenues would be reconfigured to a single-point urban interchange.

Effects on Intersection Operations

In 2025, with development assumed in the Area Plan, five intersections would operate at LOS F. Three of these five intersections would deteriorate from acceptable LOS C or D to LOS F. These three intersections include the Ocean Avenue/Geneva Avenue/Phelan Avenue, Ocean Avenue/I-280 NB Off-Ramp, and the proposed new consolidated Geneva Avenue/I-280 NB/SB Ramps. The other two intersections, at Ocean Avenue/Junipero Serra and Ocean Avenue/San Jose Avenue, would operate at unacceptable LOS E or F without implementation of the Area Plan.

As shown in Table 11, the average delay at the Ocean Avenue/Geneva Avenue/Phelan Avenue, Geneva Avenue/I-280 NB Off-Ramp, and Geneva Avenue/I-280 SB On-Ramp intersections would increase and the intersections would operate at LOS F. These effects would be largely attributable to proposed reconfiguration of the intersections and freeway ramps, and not to increased vehicle traffic generated by Area Plan development. At the intersection of Ocean

Avenue/Geneva Avenue/Phelan Avenue, the proposed reconfiguration of the approaches would substantially reduce capacity, causing this intersection to worsen to LOS F during the weekday p.m. peak hour, particularly at the southbound and eastbound approaches. The reconfiguration of this intersection is proposed in the Area Plan to improve pedestrian safety, which is consistent with the Area Plan's strategy to re-design major streets in the Project Area to improve the pedestrian environment (see Chapter III, Project Description, pp. 80-81, under "Key Strategies for Realization of Area Plan").

At the new Geneva Avenue/I-280 NB Off-Ramps and Geneva Avenue/I-280 SB On-Ramp intersections, operations would worsen to LOS F due to the consolidation of all movements into a single intersection. These volumes would exceed the capacity of the available travel lanes, leading to substantial queuing on the eastbound and westbound approaches. The reconfiguration of the ramps to create a single-point intersection would remove the physical barrier between neighborhoods created by the I-280 freeway structure, while creating a more cohesive and safer pedestrian and bicycle network. Reconfiguration of the I-280 freeway ramps at Ocean and Geneva Avenues also would allow future construction of a deck between Ocean and Geneva Avenues by 2025. Beyond 2025, the Area Plan envisions development of a mixed-use residential project, public open space, and a new intermodal terminal above the freeway deck. (This development program is not analyzed in this EIR because it is not expected to be constructed until some time after 2025, beyond the analysis timeframe for this EIR.)

The Ocean Avenue/I-280 NB On-Ramp would experience increased delays and operate at LOS F. The Ocean Avenue/Junipero Serra Boulevard intersection would also be affected; this intersection would already operate at an unacceptable LOS E in 2025 without the proposed Area Plan. Similarly, the Ocean Avenue/San Jose Avenue intersection would operate at unacceptable LOS F in 2025 without the implementation of the Area Plan. The Area Plan's contribution to cumulative operating delays at both of these intersections would be significant.

Average delay conditions would improve but remain at LOS D at the Geneva Avenue/Alemaný Boulevard intersection due to consolidation of the ramps. Vehicles that had previously used the Geneva Avenue/I-280 NB Off-Ramp, then turned right onto Geneva Avenue and left onto Alemaný Boulevard, would instead be expected to continue along the ramp to the Ocean Avenue/I-280 NB Ramp intersection where they would turn right onto Ocean Avenue to access San Jose or Alemaný Boulevard. The resulting decrease in left turns at the Geneva Avenue/Alemaný Boulevard intersection would lower their average delay, although LOS would remain at LOS D.

#### Potential Effects on Transit

At the Ocean Avenue/Geneva Avenue/Phelan Avenue intersection, the proposed changes to the intersection configuration include elimination of the channelized westbound and southbound right-turn pockets and restriping of the eastbound and northbound approaches. Combined, these

changes would significantly impact intersection operations, resulting in substantial congestion on all approaches. This congestion could affect operations of the Muni K-Ingleside Metro line on Ocean Avenue (the train shares lanes with vehicular traffic) and Muni buses on southbound Phelan Avenue (leaving the new bus loop). No feasible mitigation measures have been identified to reduce this impact on Muni to a less-than-significant level. Therefore, the reconfiguration of this intersection and resulting operational impacts would have a significant, unavoidable impact on Muni operations.

#### Summary of Potential Impacts

Measures to mitigate proposed transportation changes and to improve traffic conditions are identified in Chapter V, Mitigation and Improvement Measures. Signal timing measures have been identified that would improve intersection operations to LOS D at the Ocean Avenue/I-280 NB On-Ramp and Ocean Avenue/San Jose Avenue intersections. At the Ocean Avenue/Junipero Serra Boulevard intersection, the intersection would continue to operate at an unacceptable LOS E with the identified mitigation. It is important to note that the proposed signal timing mitigation measures would require MTA review and approval, as well as further analysis to ensure the signal timing plans would be feasible. Therefore, while mitigation has been identified to reduce impacts at a program-level of analysis, these measures have not been determined to be feasible without prior MTA review and approval; and impacts on delay conditions at these intersections would be considered potentially significant and unavoidable.

Implementation of proposed transportation changes at the Ocean Avenue/Geneva Avenue/Phelan Avenue intersection would result in significant unavoidable traffic impacts and impacts on Muni. These impacts do not include effects of a Lee Avenue extension to access the CCSF campus. These impacts are discussed below under “Lee Avenue Connection to CCSF Variant.”

The reconfiguration of the Geneva Avenue/I-280 SB and NB Ramp intersections also would result in significant traffic impacts that may not be mitigated. Future review of this single-point urban interchange at the on- and off-ramps by the City and state agencies may identify feasible alternatives or re-design the intersection configuration to mitigate this impact.

#### **Lee Avenue Connection to CCSF Variant**

The environmental review document prepared for the CCSF Master Plan assumed that all new vehicular access to its new campus areas would be from Phelan Avenue.<sup>13</sup> In addition to Phelan Avenue, CCSF is now considering a direct connection to new its new campus areas from Ocean

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<sup>13</sup> The CCSF Master Plan EIR analyzed the expansion of several current buildings, improvements to pedestrian and bicycle facilities, and the development of a new campus neighborhood to the west of Phelan Avenue (*City College of San Francisco Master Plan Final EIR* – June 2004. State Clearinghouse Number 2003105086).



Avenue via the Lee Avenue extension proposed as part of the Area Plan. This connection would: 1) alleviate traffic on Phelan Avenue; 2) provide secondary access to the campus from Ocean Avenue; and 3) serve proposed campus uses that would be built on the eastern portion of the Balboa Reservoir under the CCSF Master Plan. Based on data provided by CCSF staff, it was estimated that about half of the new CCSF traffic in 2025 would access the campus using the new Lee Avenue connection. If the Lee Avenue connection is approved and constructed, traffic volumes on Phelan Avenue and through the intersection of Ocean/Phelan/Geneva would decrease, and volumes on Lee Avenue would increase.

To address these conditions, intersection operations were reanalyzed for the 2025 With Area Plan scenario for the three intersections that would be affected by rerouting traffic to the Lee Avenue connection: Ocean Avenue/Lee Avenue, Ocean Avenue/Geneva Avenue/Phelan Avenue; and Phelan Avenue/Balboa Reservoir Lot. (West of Lee Avenue and east of Phelan Avenue, the intersection operations would be the same in 2025 with and without the CCSF project). Development on the proposed reservoir site adjacent to CCSF would also be able to use Lee Avenue under these conditions. Table 12 presents the results of this analysis.

**Table 12: Lee Avenue Connection to CCSF Intersection Operations (Weekday P.M. Peak Hour)**

| Intersection                    | 2025 With Area Plan<br>LOS (delay) |                            |
|---------------------------------|------------------------------------|----------------------------|
|                                 | Original CCSF Configuration        | CCSF Lee Avenue Connection |
| Ocean Ave/Lee Ave               | D (>80.0)                          | F (>80.0)                  |
| Ocean Ave/Geneva Ave/Phelan Ave | D (58.7)                           | D (40.3)                   |
| Phelan Ave/Balboa Reservoir Lot | D (42.9)                           | D (42.9)                   |

Source: Korve Engineering, 2006.

Lee Avenue Connection to CCSF - 2025 With Area Plan

With the Area Plan the affected intersections would all operate at LOS D. With a shift of a portion of CCSF traffic from Phelan Avenue to Lee Avenue, however, the intersection of Ocean Avenue/Lee Avenue would degrade from LOS D to LOS F, which would constitute a significant traffic impact solely attributable to accommodating CCSF traffic through the extension of the Lee Avenue. The Lee Avenue connection to the CCSF campus is not part of the proposed Area Plan and, therefore, this significant impact would not be attributable to implementation of the Area Plan. In order to avoid this significant impact, the provision of vehicular access to City College parking facilities through Lee Avenue is not recommended.

The impacts of accommodating CCSF parking access through the Lee Avenue extension could possibly be mitigated by creating a dedicated eastbound left lane between the tracks at the

eastbound Ocean Avenue approach to this intersection. This would require moving the light rail tracks at an expense of \$8-12 million as well as disruptions to Muni service during a construction period. Because CCSF has not committed to paying its fair share of these substantial expenses, this mitigation is infeasible at this time.

While full access to CCSF parking facilities through the Lee Avenue extension cannot be accommodated without the above-described mitigation, limited CCSF access may be feasible without mitigation. CCSF truck access to the new facilities along the west side of Phelan Avenue proposed in the CCSF Master Plan could be accommodated without significant impacts. If designed with sufficient queuing space in the new southbound approach to the Ocean Avenue/Lee Avenue intersection, egress traffic from CCSF parking facilities could likely be accommodated through the Lee Avenue extension without significant traffic impacts. With respect to CCSF's desire to accommodate westbound right-turn ingress into its parking facilities from the Ocean Avenue/Lee Avenue intersection while prohibiting eastbound left-turn ingress, such a design may allow intersection operations to continue at LOS D without further degradation. However, this intersection configuration would require more detailed analysis due to the potential to generate a localized bottleneck affecting through traffic along Ocean Avenue, conflicts with Muni operations at this location, and the potential for unacceptable conflicts between right turning vehicles and increased numbers of pedestrians.

In summary, absent adoption and implementation of mitigation that reduces to a level of insignificance the transportation impacts associated with provision of full access to CCSF parking facilities from the Lee Avenue extension, such access would create significant traffic impacts. Any future plan to allow full access to CCSF parking facilities from the Lee Avenue extension would require separate environmental review.

- By constructing an extension of Lee Avenue that would connect with Phelan Avenue south of Archbishop Riordan High School, traffic levels on Phelan Avenue may decrease, reducing the number of pedestrian and automobile conflicts along Phelan Avenue. However, traffic levels on Ocean Avenue and Lee Avenue would correspondingly increase, leading to undesirable conditions for traffic, transit, and pedestrians on Ocean Avenue.

Under existing conditions, intersections in the immediate vicinity of the Plan Area were found to operate at LOS C or better. Under Cumulative plus Project conditions (full buildout of the *Balboa Park Station Area Plan*, the planned expansion of CCSF, and other background development throughout the City), congestion along Ocean Avenue is expected to substantially increase, causing most intersections along Ocean Avenue to operate at LOS D. In the DEIR, it was assumed that vehicles would continue to access CCSF from Phelan Avenue only, as in the existing configuration.

To specifically address the questions and concerns raised by CCSF, the following access options were examined further:

1. CCSF would have right-turn-only ingress on Lee Avenue from westbound Ocean Avenue. CCSF would continue to have full ingress and egress on Phelan Avenue from westbound and eastbound Ocean Avenue.
2. CCSF would have full egress, but no ingress, on Lee Avenue from Ocean Avenue. CCSF would continue to have full ingress and egress on Phelan Avenue from westbound and eastbound Ocean Avenue.

Access Option #1: Under this option, CCSF would be allowed westbound right-turn-only ingress on Lee Avenue. Table 12A below compares levels of service and queuing conditions for this access option and the configuration assumed in the DEIR at the westbound approach to the Ocean/Lee intersection.

**Table 12A: Level of Service and Queuing Comparison – Ocean/Lee Intersection, Westbound Approach, Weekday PM Peak Hour**

| Access Option   | Queuing Comparison        |                           |                                | Level of Service Comparison |                    |
|---|---------------------------|---------------------------|--------------------------------|-----------------------------|--------------------|
|   | Queue Storage Length      |                           | Total Queued Vehicles (Length) | LOS                         | Delay (in seconds) |
|   | Distance to Harold Avenue | Distance to Phelan Avenue |                                |                             |                    |
| DEIR (Cumulative plus Project Conditions)   | 250 feet                  | 450 feet                  | 35 vehicles (441 feet)         | B                           | (16.3)             |
| <b>Access Option #1</b> (Cumulative plus Project Conditions, right-turn-only ingress on Lee Avenue) | 250 feet                  | 450 feet                  | 43 vehicles (533 feet)         | C                           | (21.6)             |

Source: DMJM Harris, 2008.

As shown in Table 12A, the average delay per vehicle during the weekday PM peak hour at the westbound approach to the Ocean/Lee intersection would increase by over five seconds by providing westbound right-turn-only ingress for CCSF traffic; however, the approach would continue to operate at an acceptable level of service.

The Lee Avenue extension is located about 250 feet to the west of Harold Avenue (a residential roadway that extends south of Ocean Avenue only and is stop-controlled at Ocean Avenue), and 450 feet to the west of Phelan Avenue. An evaluation of the potential queues at the westbound left-turn movement at these two intersections was conducted for full buildout (year 2025) conditions. Without CCSF ingress to Lee Avenue, the queues that would form along the westbound approach would extend past Harold Avenue but would not reach Phelan Avenue.

However, when CCSF traffic is added to this approach, the queues would extend past Phelan Avenue. With these queued operations, there would be the potential for substantial conflicts between vehicles on Phelan, Ocean, and Geneva Avenues, and delays to transit operations.

General traffic operations along the westbound approach to the Ocean/Lee intersection are complicated by two main factors that would be exacerbated by CCSF traffic: (1) the presence of the Muni light rail boarding island, and (2) the solid white line that prohibits lane changes between the two westbound lanes between Phelan and Lee Avenues. In addition, all southbound right turns from Phelan Avenue are forced into the right lane of Ocean Avenue until Lee Avenue, and there are moderate pedestrian volumes along Ocean Avenue and crossing Ocean Avenue. When queuing along the westbound right lane is long, vehicles are unable to change over to the left lane to avoid delays. This results in a substantial adverse effect on those vehicles coming from the Phelan Avenue southbound right-turn movement. Similarly, when Muni loading and unloading occurs at the boarding island, queued vehicles behind the Muni train in the westbound left lane would be unable to change over to the right lane. Thus, any additional queuing or delays along westbound Ocean Avenue due to CCSF vehicles attempting to enter the CCSF campus via Lee Avenue would substantially worsen these queues and lead to additional congestion, which, in turn, would result in substantial adverse impacts on other upstream intersections.

It should also be noted that Option #1, the provision of westbound right-turn-only ingress to CCSF, would be expected to result in secondary design and operational issues at the Ocean/Lee intersection. With access provided into CCSF from Lee Avenue, it would not be possible to fully restrict access from other directions, such as the eastbound left-turn movement or the northbound through movement. As a result, vehicles would be unable to directly access the Phelan Loop or the Balboa Reservoir development sites from the west. Instead, these vehicles (approximately 44 vehicles during the weekday PM peak hour) would be required to divert into the residential neighborhood south of Ocean Avenue to be able access Lee Avenue from the south or the west. In addition, approximately 75 vehicles destined to CCSF during the weekday PM peak hour are anticipated to come from the west. With the restriction of the eastbound left-turn movement, it is likely that a portion of these vehicles would also divert into the residential neighborhood south of Ocean Avenue instead of using the Phelan Avenue access. The prohibition of the eastbound left-turn movement would affect the access and circulation patterns of residents and visitors of the Phelan Loop and Balboa Reservoir development sites. In addition, the rerouted traffic from these two projects and CCSF would noticeably increase traffic volumes on the adjacent neighborhood streets, potentially affecting access into individual residences and resulting in other secondary impacts.

To discourage these vehicles from using neighborhood streets as a means to enter Lee Avenue, the northbound and southbound approaches to the Ocean/Lee intersection would need to be reconfigured to provide left-turn and right-turn movements only, precluding northbound through movements altogether. This would require the installation of a physical barrier (such as a

channelizing island) at both approaches. Conversely, it may be possible to turn the south leg of the Ocean/Lee intersection into a right-in/right-out configuration. By prohibiting these through movements on Lee Avenue, it would no longer be advantageous for CCSF-destined vehicles to cut through the neighborhood south of Ocean Avenue. However, such a restriction in access would negatively affect access and circulation for the adjacent residences and would further complicate access routes for the Phelan Loop Site and Balboa Reservoir development traffic from the west by requiring these vehicles to cut further into the neighborhood south of Ocean Avenue to make a northbound left turn from Harold Avenue, and enter the westbound right-turn queue at Lee Avenue.

Therefore, as a result of the excessive queuing that would affect operations at the Ocean/Phelan/Geneva intersection and the secondary effects that the provision of westbound right-turn-only ingress would cause, the provision of CCSF westbound right-turn ingress at the Ocean/Lee intersection would result in substantial adverse transportation impacts. Restricting CCSF ingress would allow normal access to Area Plan projects and would avoid potential spillover effects on neighborhoods south of Ocean Avenue. As a consequence, Access Option #1 is rejected from further consideration as part of the Area Plan.

Access Option #2: Under this option, CCSF would be allowed egress only on Lee Avenue, assuming that CCSF ingress would occur on Phelan Avenue. Because CCSF ingress would not be allowed at Lee Avenue, it is assumed that eastbound left turns would be allowed for all traffic, including for vehicles destined for the Phelan Loop and Balboa Reservoir development sites. Thus, Lee Avenue north of Ocean Avenue would be striped as a two-way street between Ocean Avenue and the Reservoir development driveway, and a one-way southbound-only street between CCSF and the Reservoir development driveway. Additionally, to completely eliminate the possibility of traffic cutting through the neighborhood south of Ocean Avenue, northbound and southbound through movements at the Ocean/Lee intersection are assumed to be restricted.

Table 12B below compares levels of service and queuing conditions at the southbound approach to the Ocean/Lee intersection for Access Option #2 and the configuration assumed in the DEIR. It should be noted that the location of the Reservoir driveway on Lee Avenue is currently unknown. The Kragen Auto Parts Site driveway on Lee Avenue would be set back approximately 100 feet from the Ocean/Lee intersection.

**Table 12B: Level of Service and Queuing Comparison – Ocean/Lee Intersection, Southbound Approach, Weekday PM Peak Hour**

| Access Option  | Queuing Comparison  |                                      |   | Level of Service Comparison |        |
|--|---|--------------------------------------|---|-----------------------------|--------|
|  | Queue Storage Length<br>Distance to<br>Kragen<br>Driveway | Distance to<br>Reservoir<br>Driveway | Total<br>Queued<br>Vehicles<br>(Length) | LOS                         | Delay  |
| <b>DEIR</b> (Cumulative plus Project Conditions)   | 100 feet  | N/A                                  | 6 vehicles<br>(70 feet)                 | C                           | (34.5) |
| <b>Access Option #2</b> (Cumulative plus Project Conditions, full CCSF egress on Lee Avenue) | 100 feet  | N/A                                  | 9 vehicles<br>(110 feet)                | D                           | (38.4) |

Source: DMJM Harris, 2008.

As shown in Table 12B above, by providing full CCSF egress, the delay at the southbound approach to the Ocean/Lee intersection would increase by nearly four seconds and the level of service would worsen from LOS C to LOS D. Thus, the approach would continue to operate at acceptable levels of service. This analysis assumes the provision of two southbound lanes – a left-turn lane and a right-turn lane.

As currently planned, the driveway for the Kragen Auto Parts Site would be located approximately 100 feet to the north of the Ocean/Lee intersection (the driveway location of the Reservoir Site has not been finalized). Under the DEIR configuration, as many as six vehicles are expected to be queued at the southbound approach to the intersection during the PM peak hour, averaging approximately 70 feet in length per lane, and would not be expected to extend beyond the Kragen Auto Parts Site driveway. With the addition of CCSF vehicles, the queuing at the southbound approach to the intersection would be expected to extend to nine vehicles, averaging approximately 110 feet long per lane, thereby extending past the Kragen Auto Parts Site driveway. As a result of the additional queuing, Kragen Auto Parts Site internal circulation would be adversely affected, as vehicles attempting to leave the Kragen Auto Parts Site would be blocked and would have to wait for queues to subside to enter the intersection.

To reduce the queue length and average delay, an adjustment to the signalization plan at the Ocean/Lee intersection may be possible. By providing a split phase between northbound and southbound traffic (southbound vehicles would get a short time without conflicting movements from northbound traffic), queues at this approach would be allowed to clear out while minimally affecting delay for northbound traffic. Such an improvement may require installation of a new traffic signal, as the current signals may not have the required hardware and software infrastructure. Also, to ensure that queued vehicles do not block the Kragen driveway, Lee

Avenue could be striped with a “Keep Clear” marking. It would also be beneficial to add signage on Ocean and Lee Avenues to notify CCSF traffic that Lee Avenue provides a CCSF exit only, and that the CCSF entrance is located on Phelan Avenue.

In summary, it would be possible to allow CCSF vehicles to utilize Lee Avenue as an egress from the campus (no ingress), when combined with modifications to the Ocean/Lee intersection traffic signal and physical modifications to restrict vehicles from traveling across Ocean Avenue and continuing on Lee Avenue south of Ocean Avenue; however, ingress to CCSF from Lee Avenue (as described in Access Option #1) would result in significant adverse transportation impacts. As a consequence, Access Option #1 is rejected from further consideration as part of the Area Plan.

### **Freeway Ramp Operating Conditions**

In 2025 without the Area Plan, all on-ramps and off-ramps would be expected to operate at LOS D or better during the weekday p.m. peak hour. In general, the average density at the on-ramps would remain constant. However, at the off-ramps, the queues at the northbound I-280 off-ramp to Geneva Avenue would increase to about 71 percent of capacity, which could result in minor congestion during peak times.

Table 13 summarizes the 2025 with Area Plan analysis for freeway ramps. With the proposed single-point interchange, the on- and off-ramps would be consolidated, so that there would be only one on- and off-ramp for each freeway mainline direction. The I-280 NB on-ramp from Geneva Avenue would be eliminated and the I-280 SB off-ramps to Geneva Avenue and Ocean Avenue would be combined into one facility. Overall, the revised freeway on-ramps are expected to operate at LOS D, with conditions similar to the current configuration. At the study off-ramps, with the proposed lane configurations, queues can be expected to spill back onto I-280, which would cause operations to deteriorate to LOS F, a significant impact on freeway mainline conditions. At the program level of analysis, feasible mitigation measures cannot be identified or developed to address the effects to mainline conditions as a result of the proposed consolidation of the off-ramps. Since reconfiguration of the freeway ramps would require evaluation, engineering, design, review, and approval by various city, state, and federal agencies (including Caltrans), additional analysis of alternative reconfigurations would be conducted during the subsequent environmental review and state and federal approval phases.

**Table 13: Freeway Ramp Levels of Service with Area Plan (Weekday P.M. Peak Hour)**

| <b>On-Ramps</b>                  | <b>Year 2025 Without Area Plan</b>     |                            | <b>Year 2025 With Area Plan</b>        |                            |
|----------------------------------|--|----------------------------|--|----------------------------|
|                                  | <b>LOS</b>                             | <b>Density<sup>1</sup></b> | <b>LOS</b>                             | <b>Density<sup>1</sup></b> |
| SB 280 on-ramp from Geneva Ave.  | C                                      | 21.2                       | D                                      | 28.1                       |
| NB 280 on-ramp from Ocean Ave.   | B                                      | 15.7                       | C                                      | 25.1                       |
| NB 280 on-ramp from Geneva Ave.  | D                                      | 28.6                       | ----                                   | ----                       |
| <b>Off-Ramps</b>                 | <b>LOS<br/>(app delay<sup>2</sup>)</b> | <b>RCU<sup>3</sup></b>     | <b>LOS<br/>(app delay<sup>2</sup>)</b> | <b>RCU<sup>3</sup></b>     |
| NB 280 off-ramp to Geneva Avenue | C (32.2)                               | 71%                        | F (>80)                                | >100%                      |
| SB 280 off-ramp to Ocean Avenue  | A (0.0)                                | 0%                         | F (>80)                                | >100%                      |
| SB 280 off-ramp to Geneva Avenue | D (35.4)                               | 25%                        |  |                            |

*Notes:*

<sup>1</sup> Density is shown in passenger car per mile per lane.

<sup>2</sup> Approach delay is shown in seconds per vehicle.

<sup>3</sup> RCU: Ramp Capacity Utilization calculates how much of the ramp storage space is used by 95<sup>th</sup> percentile queues.

*Source:* Korve Engineering, 2006.

## Transit Impacts

### 2025 Without Area Plan

BART, Muni Metro lines (J-Church and K-Ingleside) and Muni bus lines (26-Valencia and 49-Van Ness-Mission) are expected to provide the primary p.m. peak commute service to the Project Area under 2025 conditions without the Area Plan.

The capacity utilization on southbound BART trains south of the Civic Center Station would be at about 104 percent, which indicates that all seats would be full and there would be some standees. However, these conditions would remain within BART’s load factor standard of 135 percent during the peak hour. Likewise, at their maximum load points, the J-Church, 26-Valencia, and 49-Van Ness-Mission would operate below Muni’s capacity utilization standard of 85 percent of seated capacity. Muni’s capacity standard would continue to be exceeded on the K-Ingleside line under existing and in future 2025 conditions without the Area Plan.

### 2025 With Area Plan

Table 14 provides a summary of the expected operating conditions of primary commute transit lines in 2025 with and without Area Plan development and transportation improvements during the weekday p.m. peak hour. As the table indicates, the capacity utilization on southbound BART trains leaving the Civic Center Station would increase from 104 percent to about 109 percent; however, this would remain under the BART capacity utilization factor of 135 percent. Likewise, the capacity utilization of the J-Church, 26-Valencia, and 49-Van Ness-Mission would remain below the Muni service standard. Conditions on the K-Ingleside would remain unacceptable. On this line, the implementation of the Area Plan would contribute about 6 percent to the future ridership at the maximum load point. As such, the Area Plan may be



considered to have a significant contribution to adverse transit conditions on the K-Ingleside. No feasible mitigation measures have been identified that would reduce this impact to less-than-significant level and, therefore, this would be a significant, unavoidable impact.<sup>14</sup>

**Table 14: 2025 Transit Conditions Area Plan (Weekday P.M. Peak Hour)**

| Route                   | Maximum Load Point    | Capacity | 2025 w/out Area Plan |                       | 2025 with Area Plan |                       |
|-------------------------|-----------------------|----------|----------------------|-----------------------|---------------------|-----------------------|
|                         |                       |          | Ridership            | Cap Util <sup>1</sup> | Ridership           | Cap Util <sup>1</sup> |
| <b>BART – Peak Hour</b> |                       |          |                      |                       |                     |                       |
| SB Trains               | South of Civic Center | 10,591   | 10,989               | 104%                  | 11,578              | 109%                  |
| <b>MUNI – Peak Hour</b> |                       |          |                      |                       |                     |                       |
| J                       | Market/Van Ness       | 744      | 517                  | 69%                   | 561                 | 75%                   |
| K                       | Market/Van Ness       | 566      | 566                  | 100%                  | 599                 | 106%                  |
| 26                      | Valencia/16th         | 221      | 118                  | 53%                   | 124                 | 56%                   |
| 49                      | Mission/16th          | 776      | 584                  | 75%                   | 606                 | 78%                   |

Note:

<sup>1</sup> Capacity utilization.

Source: Korve Engineering, 2006.

To provide a conservative analysis of transit impacts, all of the Muni trips generated were assigned to the primary commute lines (J-Church, K-Ingleside, 26-Valencia, and 49-Van Ness-Mission). However, as there are several other Muni transit lines that serve the Project Area (not considered major commute routes), it is possible that a portion of the project-generated transit trips would use these other Muni lines.

Transit Conditions

In addition to effects on transit ridership from new development in the Project Area, the Area Plan proposes major changes to transit operations. A qualitative assessment of these changes is discussed below. In general, other transit changes (e.g., a new K-line platform, and improved access routes from the Balboa BART station to the M-line) which are not discussed below but included as part of the Area Plan, would not substantially change transit operations, or negatively affect traffic, pedestrian, or bicycle conditions. The changes would result in less-than-significant impacts at the program level of environmental review.

<sup>14</sup> Capacity on the K-Ingleside could be increased by running double trains or by adding more frequent service or additional trains. However, there is no assurance that these measures could be funded or implemented by MTA. Therefore, at a program level of analysis, no feasible mitigation measures have been identified.

*MUNI Metro Terminal Yard Reconfiguration - Balboa Park*

The Area Plan includes plans to reconfigure and modify operations at the Muni Metro terminal yard. This facility serves as the end of the line for the F-Market, J-Church, K-Ingleside, and M-Ocean View light rail lines.

Under existing conditions, the J-Church trains approach the terminal from southbound San Jose Avenue, turn right onto Ocean Avenue, and then turn left into the train yard. The trains then leave the terminal onto northbound San Jose Avenue and continue north along San Jose Avenue past Ocean Avenue. The K-Ingleside train approaches the terminal from eastbound Ocean Avenue and turns right into the train yard shortly past the I-280 on-ramp. The train then circles around the yard and leaves back to westbound Ocean Avenue. The M-Ocean View enters and exits via a separate terminal from San Jose Avenue, south of Geneva Avenue (therefore, any potential changes to the M-Ocean View would not affect operations of the study intersections). The F-Market accesses the terminal directly from San Jose Avenue and would not be affected by this proposal.

Under the Area Plan, the entrance and exit for the J-Church and K-Ingleside would be combined into one location, to be located slightly west of the current K-Ingleside entrance. Primarily, this change would affect the J-Church trains leaving the yard, as they would exit onto Ocean Avenue and then turn left onto northbound San Jose Avenue. Although the entrance location for the J-Church and the entrance/exit for the K-Ingleside would be shifted to the west, their basic routing would not be affected. Overall, operations of the J-Church and K-Ingleside lines would not be substantially affected by this component of the Area Plan.

However, the reconfiguration of the Muni Metro yard may affect traffic operations on the surrounding streets. Currently, vehicles on Ocean Avenue and San Jose Avenue are influenced by trains pulling into and out of the terminal, as street traffic is required to stop while the trains maneuver (an additional Muni-only phase is added to the signal timing during these times). Eliminating the J-Church line from San Jose Avenue to the south of Ocean Avenue would improve conditions for San Jose Avenue, as traffic would not need to be stopped by trains exiting the yard. However, the consolidation of the J-Church and K-Ingleside movements into one terminal entrance/exit location would affect traffic operations on Ocean Avenue.

Currently, westbound traffic on Ocean Avenue is never stopped and eastbound traffic is stopped when the K-Ingleside enters/exits the yard and when the J-Church enters the yard. With the proposed rerouting of the outbound J-Church trains, eastbound traffic on Ocean Avenue would be required to stop an additional time. During the weekday p.m. peak hour, there are approximately seven inbound and seven outbound K-Ingleside and J-Church trains entering and exiting the yard. With this frequency, eastbound traffic is currently held about every other signal cycle (21 occurrences with 40 cycles during the weekday p.m. peak hour). If the J-Church outbound trains

are also added to this location, eastbound traffic would be held about two out of every three signal cycles (28 occurrences with 40 cycles during the weekday p.m. peak hour). At this section of Ocean Avenue, eastbound traffic volumes are lower than other segments, as the majority of the vehicles are destined to the I-280 northbound on-ramp. Overall, the additional delays that would be encountered by eastbound traffic would not substantially affect operations of Ocean Avenue. In addition, the terminal access point would be situated about 300 feet from the upstream Ocean/I-280 NB Ramp intersection; as such, any queues that would develop on the eastbound approach could be accommodated without blocking nearby intersections.<sup>15</sup>

#### Potential New Transit-Only Lanes

As discussed under the proposed “Street Network Changes” in Chapter III, Project Description, pp. 81-87, if the proposed reconfiguration of the Muni Metro yard is not conducted, the J-Church would continue to operate northbound on San Jose Avenue between the yard and Ocean Avenue. To improve operations at the beginning of the run, a transit-only lane would be established for this section of northbound San Jose Avenue. Implementation of the transit-only lane would necessitate the elimination of one northbound travel lane and the conversion of the northbound approach to the Ocean Avenue/San Jose Avenue intersection from a left-through lane and a through-right lane to a left-turn only lane and a through-right lane. To accommodate the reconfiguration of the intersection geometry, it would be necessary to retime the traffic signal to provide additional green time to the north/south movements. This change would allow for the intersection to maintain acceptable operating conditions, and would not negatively affect Muni transit operations (as all light rail vehicles approach the intersection from the northbound or southbound directions).

#### **Parking Impacts**

At the program level of analysis, the overall parking impacts associated with new development in the Project Area were assessed by comparing the potential new off-street residential parking supply (as defined by the parking requirements in the Project Area) with anticipated parking demand. This comparison is made for both the current (i.e., existing) Planning Code parking requirements and the proposed changes to the parking provisions under the Area Plan.

Anticipated development in the Project Area under the Area Plan provision would be required by the current Planning Code to provide a total of about 2,027 off-street parking spaces, including

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<sup>15</sup> Any changes to the transit signal pre-emption plans for the K-Ingleside and J-Church light rail lines, or any modifications to existing traffic signals, would need to be designed, analyzed, reviewed, and implemented by the San Francisco Municipal Transportation Agency. If it is determined that these future conditions are not acceptable, it may be possible to eliminate the transit signal pre-emption for some transit movements, or to only allow pre-emptions to occur with overlapping movements (e.g., inbound J-Church trains are held at Ocean Avenue until the next exiting J-Church train leaves the terminal).

1,780 residential parking spaces and 247 retail parking spaces.<sup>16</sup> This parking supply would represent the anticipated parking supply that would be included as part of the Area Plan.<sup>17</sup>

As part of the proposed Area Plan, the current Planning Code parking requirements are proposed to be adjusted. For residential and commercial uses, the current parking requirements would be converted to maximums (in other words, up to one parking space per residential unit could be provided). In addition, food markets would be allowed to provide up to one parking space per 250 occupiable square feet. With the Area Plan and the potential revisions to the current Planning Code requirements, at full buildout the individual development projects within the Project Area would be allowed to provide up to 1,780 parking spaces for the residential components and 295 spaces for the retail and food market uses.

Full build-out of development under the proposed Area Plan would result in a peak parking demand for about 3,004 spaces, including 2,314 spaces for the residential uses<sup>18</sup> and 690 spaces for the retail uses (524 short-term spaces and 166 long-term spaces).

#### Parking Conditions

For the analysis of parking conditions with implementation of the Area Plan, two scenarios were considered.

- No parking provided (as allowed under the proposed Planning Code changes with the Area Plan)
- Current code-required parking provided (a total of 2,027 spaces)

This analysis brackets the minimum and maximum parking supply, and would thereby address the full range of parking conditions.<sup>19</sup> If no parking were to be provided as part of development projects within the Project Area, there would be a shortfall of 3,004 parking spaces during the weekday evening period. If the maximum required parking were to be provided under the current

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<sup>16</sup> Under the current Planning Code, commercial parking spaces are required on a square foot basis. Since the three districts used to aggregate parking conditions would actually consist of smaller development projects, the Planning Code parking requirements would be less than the total commercial square footage as a whole.

<sup>17</sup> Projects could provide up to 150 percent of their Planning Code parking requirement (as Accessory Parking under section 204.5 of the Planning Code) under current code provisions. In addition, projects can seek exceptions to or variances from the Planning Code parking requirements to provide fewer spaces than required. Since these are project-specific issues, in the analysis of the Area Plan, the basic Planning Code requirements were used.

<sup>18</sup> Assuming that the residential unit-mix constructed consists of 50 percent studio/1-bedroom and 50 percent 2+ bedroom.

<sup>19</sup> The minimum and maximum parking conditions do not include additional parking spaces that could be provided as Accessory Parking under Section 204.5 of the Planning Code.

Planning Code, there would be a shortfall of approximately 929 parking spaces during the weekday evening period.

Under both conditions, the parking shortfall during the weekday evening period would be considered substantial. With the new developments proposed in the Area Plan, and with either current or proposed parking requirements, the parking occupancy in the Project Area would increase to over 100 percent capacity.

With this magnitude of parking shortfalls, it would be difficult for drivers to find parking in the Project Area. As a result, drivers may park outside the Project Area (such as within the residential neighborhoods to the north and south), or may switch to transit, carpool, bicycle, or other modes of travel. Due to parking shortfalls, there may be impacts to pedestrians, bicycles, and transit caused by double-parking, parking at intersections, or other illegal parking activity. In general, parking shortfalls relative to demand are not considered significant environmental impacts in the urban context of San Francisco. Parking deficits may be an inconvenience to drivers, but not significant physical impacts on the environment.

Due to parking supply constraints and the Project Area's accessibility to transit and other alternate modes, future parking demand may be lower than estimated. Measures to improve parking conditions in the Project Area and means to reduce the effect of the Area Plan's parking shortfall are presented in Chapter V, Mitigation and Improvement Measures.

### **Pedestrian Impacts**

At the program level of analysis, a general assessment of pedestrian conditions was conducted to estimate the number of new pedestrian trips that would be generated with implementation of the Area Plan, and to identify any potential future pedestrian conflicts. New pedestrian facilities and amenities proposed as part of the Area Plan were also evaluated, particularly in relation to any potential new effects to the circulation network.

Implementation of the Area Plan would generate over 600 "other mode" trips, the majority of which are anticipated to be pedestrian trips. Additional walk trips would be made to and from parked vehicles and local/regional transit operators. In general, most of the new walk trips would occur in the vicinity of the major areas of new residential development (including the Kragen/Phelan/Reservoir/Firehouse area) and in the vicinity of the primary transit nodes (such as along Ocean Avenue).

It is anticipated that conditions for pedestrians would not change substantially due to overall growth in the Project Area over the Existing and 2025 Baseline scenarios. As such, it is likely that the level of pedestrian activity along most sidewalks and crosswalks would not change markedly from the baseline scenarios. Because these trips would be dispersed throughout the

Project Area, a portion of them would occur outside of the core area on Ocean Avenue where there are conflict locations, and would not affect the pedestrian/automobile/transit conflict points.

The Area Plan includes a number of changes to improve pedestrian safety and crossing conditions at intersections, and improve pedestrian connections to transit stations. Except for the Ocean Avenue/Geneva Avenue/Phelan Avenue intersection, implementation of these pedestrian improvements would not affect future roadway configurations, and therefore would not result in significant impacts to traffic operations, transit operations, parking, or bicyclists. Therefore, additional transportation analysis was not conducted for these changes.

At the intersection of Ocean Avenue/Geneva Avenue/Phelan Avenue, the proposed Area Plan calls for elimination of the channelized right-turn pockets for southbound and westbound traffic, and restriping of the northbound and eastbound approaches. In addition, corner sidewalk bulbs are proposed at this intersection to shorten the pedestrian crossing distances and times. These modifications would substantially improve pedestrian conditions and reduce the potential for conflicts between pedestrians and vehicular traffic (especially the elimination of the channelized right-turns); however, these modifications would also result in a significant impact to traffic operations at this intersection, as discussed on pp. 182-183.

Overall, pedestrian conditions would continue to remain acceptable with the addition of the land use component of the Area Plan. Measures to further improve pedestrian conditions are included in Chapter V, Mitigation and Improvement Measures, pp. 337-341.

### **Bicycle Impacts**

A general assessment of bicycle conditions was conducted in order to estimate the number of new bicycle trips that would be generated by the Area Plan, and to identify any potential future bicycle conflicts. In addition, the new bicycle facilities and amenities proposed as part of the Area Plan were evaluated, particularly in relation to potential effects on the circulation network.

A portion of the “other mode” trips generated by the Area Plan would be made on bicycles. Additional bicycle trips would be made to and from local/regional transit operators. Most new bicycle trips would be expected to occur in the vicinity of the major areas of new residential development, new CCSF campus development, and along major bicycle routes throughout the Project Area (such as along Ocean, Geneva, Phelan, Plymouth, and Holloway Avenues).

It is anticipated that conditions for bicyclists would not change substantially due to overall growth of the Project Area over the Existing and 2025 Baseline scenarios. As such, it is likely that bicycle operations along streets and within the current and future bicycle facilities would not change markedly from the 2025 baseline scenarios. Although implementation of the Area Plan would result in an increase in the number of bicyclists and vehicles throughout the Project Area, this increase would not be substantial enough to affect bicycle travel in the area.

The transportation changes associated with the Area Plan include two changes to bicycle facilities within the Project Area:

- Bicycle lanes would be established along Ocean Avenue between San Jose Avenue and Harold Avenue.
- Phelan Avenue would be reconfigured between Judson Avenue and Ocean Avenue to eliminate the center travel lanes and establish bicycle lanes.

These new bicycle lanes would enhance bicycle conditions by helping close the gaps in the current bicycle network and by providing key connections to CCSF and transit nodes in the Project Area. The *Balboa Park Station Area Plan Draft EIR* fully evaluates the potential environmental impacts of these bicycle proposals in the context of the Area Plan itself but does not evaluate these bicycle proposals in the cumulative citywide context of the *San Francisco Bicycle Plan EIR*. The bicycle proposals in the Area Plan are not consistent with the bicycle proposals for these streets in the citywide *Bicycle Master Plan*. For these reasons, unless the pending *San Francisco Bicycle Plan EIR* evaluates the bicycle proposals in the *Balboa Park Station Area Plan* in a citywide cumulative context, the bicycle proposals in the Area Plan could not be implemented in accordance with a judicial determination that overturned prior environmental review of the *Bicycle Master Plan*.<sup>20</sup> The *San Francisco Bicycle Plan EIR*, currently being prepared by MTA will consider a range of bicycle facility alternatives throughout the City, including those discussed in the *Balboa Park Station Area Plan EIR*.

Although the proposed bicycle lanes on Phelan Avenue between Judson Avenue and Ocean Avenue would require the elimination of one travel lane in each direction, this change would not substantially affect operations on that street. The reduced capacity along Phelan Avenue would still be able to accommodate the vehicles along the roadway, and turn pockets would be provided at the intersections. Therefore, the proposed bicycle lanes on Phelan Avenue would not result in significant impacts to traffic/transit operations, parking, or bicyclists.

The proposed bicycle lanes along Ocean Avenue would not require the elimination of any travel lanes in the eastbound direction. However, one through lane in the westbound direction would need to be eliminated between the I-280 SB Off-Ramp and Geneva Avenue. As a result, delay at the westbound approach to the Ocean Avenue/Geneva Avenue/Phelan Avenue intersections can be expected to significantly increase due to the reduction in capacity. Therefore, the proposed bicycle lane on westbound Ocean Avenue approaching the Ocean Avenue/Geneva Avenue/Phelan Avenue intersection would result in significant impacts to traffic operations. No

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<sup>20</sup> On November 7, 2006, the San Francisco Superior Court issued a ruling which directs the City to conduct full environmental review of the 2005 *San Francisco Bicycle Plan*. Until that EIR is certified, the City would not be able to implement any bicycle-related facility that would result in a physical streetscape change (e.g., striping bike lanes and shared-lane “sharrows,” installing bicycle racks and signs).

feasible mitigation measures have been identified to mitigate this impact to a less-than-significant level and, therefore, this would be a significant, unavoidable impact.

### **Loading Impacts**

At the program level of analysis, loading impacts cannot be assessed for potential future development in the Project Area. Each new project would be required to meet the Planning Code requirements for the number and size of loading spaces. In addition, each new project would be required to provide garbage/recycling facilities.

Program-level impacts would occur if off-street loading spaces or facilities could not accommodate demand, and loading activities would need to occur from on-street spaces. Generally, on-street loading activities would lead to increased potential for double-parking and illegal use of sidewalks and bicycle lanes for loading and unloading activities. These types of interferences could result in disruptions to the traffic flow and transit operations on the adjacent streets, and could potentially affect transit, pedestrian, and bicycle operations.

### **Construction Impacts**

In general, the analysis of construction impacts is specific to individual development projects or transportation improvements, and includes a discussion of temporary roadway and sidewalk closures, relocation of bus stops, effects to roadway circulation due to construction trucks, and the increase in vehicle-trips, transit trips and parking demand associated with construction workers. As such, construction impacts have not been assessed for the proposed Area Plan and separate construction impact analyses would need to be conducted for all future development and transportation-related projects in the Project Area. Potential construction impacts associated with individual projects are not considered significant since they are temporary and of short-term duration.

In general, construction-related activities typically occur Monday through Friday, between 7:00 a.m. and 5:00 p.m., with limited construction activities on weekends (on an as-needed basis). Construction staging typically occurs within project sites and from the adjacent sidewalks. These sidewalks along the site frontages are usually closed throughout the construction duration, with temporary pedestrian walkways constructed in the adjacent parking lanes. Temporary traffic lane closures need to 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 (DPW) and the Interdepartmental Staff Committee on Traffic and Transportation (ISCOTT). If determined necessary, temporary bus stop relocation would need to be coordinated with the City and the appropriate transit agencies.

During the construction period, temporary and intermittent traffic and transit impacts may result from truck movements to and from construction sites. Truck movements during periods of peak



traffic flow would have greater potential to create conflicts than truck movements during non-peak hours because of the greater number of vehicles on the streets during the peak hour that would have to maneuver around queued trucks. The sponsors of individual projects would have to meet with San Francisco Municipal Transportation Agency (MTA), ISCOTT, and other responsible City agencies to coordinate construction activities so as to minimize construction impacts on vehicular, transit and pedestrian traffic.

Temporary parking demand from construction workers' vehicles and impacts on local intersections from construction worker traffic would occur in proportion to the number of construction workers who would use automobiles. Construction worker's vehicles would temporarily increase parking occupancy levels in the Project Area by parking in on-street spaces, and displacing vehicles which would otherwise park in on-street spaces.

It is possible that construction activity associated with a particular development project would overlap with that of other nearby projects. As a condition of street closures, use of parking lanes for construction and other permits, the City could require that construction contractors for overlapping projects meet to determine ways to minimize traffic and transit disruption due to construction activities. Measures that would reduce temporary disruption to traffic and transit activities are presented in Chapter V, Mitigation and Improvement Measures.

## **AREA PLAN CUMULATIVE IMPACTS**

A separate discussion of cumulative transportation impacts of the proposed Area Plan is not provided in this chapter because this analysis is part of the future 2025 scenarios that are the basis for analyzing the proposed Area Plan's impacts at full build-out in 2025. The San Francisco County Transportation Authority (SFCTA) countywide travel demand forecasting model was used to develop the travel forecasts for future 2025 Baseline conditions for the traffic and transit analysis. The model takes into account the anticipated development expected in the vicinity of the Project Area, plus the expected growth in housing and employment for the San Francisco and the region. Estimated growth with implementation of the Area Plan was added to this future 2025 Baseline scenario to identify transportation impacts that could result. The analysis of the 2025 Baseline scenario with the Area Plan takes into account the cumulative transportation effects that would result from implementation of the Area Plan. Significant cumulative traffic impacts are specifically identified at the intersections of Ocean Avenue/Junipero Serra Boulevard and Ocean Avenue/San Jose Avenue, where the future baseline LOS would be unacceptable E or F and would deteriorate further with contributions of traffic generated by Area Plan development (see pp. 182-183).

## **DEVELOPMENT PROJECT IMPACTS**

Two development sites in the Project Area, the Phelan Loop Site and the Kragen Auto Parts site, are expected to be developed within five years. Development proposals for these sites are included at the program level in the preceding impact analysis for the 2025 With Area Plan scenario and provide cumulative impacts of growth in the Project Area. However, because these projects would be developed in the near term, the following project-specific analysis is also presented.

Project impacts have been analyzed for two scenarios: 1) Existing; and 2) Existing plus Proposed Project. The same travel demand methodology and study intersections as described in the “2025 with Area Plan” scenario were used to assess the project level transportation impacts of the Kragen Auto Parts Site and Phelan Loop Site development projects.

### **Phelan Loop Site Development**

Details of the proposed Phelan Loop Site development have not yet been developed, so the analysis of project-specific impacts is limited to assumptions about the project components and a general qualitative assessment of conditions. As such, additional environmental review of the Phelan Loop Site development may be required at a later date. The Area Plan anticipates the development of up to 80 residential units and 15,000 sq. ft. of retail space.

### **Traffic Impacts**

As shown in Table 10, p. 178, the Phelan Loop Site development is expected to generate a total of about 133 vehicle trips during the weekday p.m. peak hour (75 inbound and 58 outbound). All of these vehicle trips would enter and exit the Phelan Loop Site development at Lee Avenue, which would be extended one block north of Ocean Avenue. Vehicles would be able to access the project from both eastbound and westbound Ocean Avenue.

For the Existing plus Phelan Loop Site development scenario, all study intersections would continue to operate at LOS D or better (see Appendix B, Table B.3-1). The average delay at almost all of the study intersections would not substantially increase. At the intersection of Ocean Avenue/Lee Avenue the project-related vehicles making the eastbound left turn into the project site would not result in a major increase in congestion due to the relatively few number of vehicles (about 15 during the weekday p.m. peak hour) and gaps in westbound traffic due to the nearby traffic signal at the Ocean/Geneva/Phelan intersection. Unlike the Kragen Auto Parts Site development, access to and from the Phelan Loop Site development can be accommodated at the Lee Avenue/Ocean Avenue intersection without changes to the existing traffic signal.

#### Freeway Ramp Operating Conditions

The Existing and Existing plus Phelan Loop Site development scenario operations analysis for the freeway ramps indicates that all on-ramps and off-ramps would continue to operate at LOS D or better during the weekday p.m. peak hour, with small or no increases in the density at the on-ramps and the queuing distances at the off-ramps (see Appendix B, Table B.3-2).

#### Transit Impacts

The residential and retail uses proposed at the Phelan Loop Site would generate approximately 62 transit trips to and from the project site during the weekday p.m. peak hour. Project-generated transit trips were assigned to the BART and Muni lines that serve the area based on the trip assignment and the current usage levels of the various routes.

It was estimated that the Phelan Loop Site development would generate approximately 47 transit trips to the project site during the weekday p.m. peak hour (outbound from downtown), of which 85 percent would use BART and 15 percent would use Muni. These trips were assigned to the appropriate direction (northbound versus southbound) based on trip origin/destination. For both BART and Muni, it was assumed that the majority of trips inbound to the project site would originate from the downtown area, and were assigned to the most commonly-used lines from downtown to the Balboa Park area. The Phelan Loop Site development would add approximately 34 trips to southbound BART trains and 7 trips to southbound Muni lines.

The addition of project-generated transit trips would result in an increase of about one percent to the capacity utilization on southbound BART trains leaving the Civic Center Station during the weekday p.m. peak hour. Capacity utilization would remain below BART's standard of 135 percent of seated capacity.

The capacity utilization on the J-Church, 26-Valencia, and 49-Van Ness-Mission bus routes would increase by less than 2 percent, and would remain below Muni's standard of 85 percent of seated capacity (see Appendix B, Table B.3-3). The capacity utilization standard on the K-Ingleside route's maximum load point would be exceeded both with and without the addition of project-generated transit trips. However, since the Phelan Loop Site development's contribution to adverse transit conditions would be small (one percent), the addition of project-generated transit trips to this line would not result in a significant impact to transit ridership levels.

Phelan Loop Operations

To allow for the development of the Phelan Loop Site, the current Muni layover facility for the 9-X Bayshore<sup>21</sup> and 49-Van Ness-Mission bus lines would need to be relocated. Currently, the bus loop is provided on the north side of Ocean Avenue between Harold Avenue and Lee Avenue, with buses turning right into the layover facility from westbound Ocean Avenue at Harold Avenue, traveling around the loop in a counter-clockwise direction, and then returning to eastbound Ocean Avenue via a left turn at Lee Avenue. To accommodate the Phelan Loop Site development, the new loop would have a similar entrance point near Harold Avenue, but buses would travel around the loop in the clockwise direction and then exit the facility to southbound Phelan Avenue.

In order to allow for buses to easily depart the facility and be in position to make a left turn from Phelan Avenue to eastbound Ocean Avenue, MTA would designate the new intersection as a “KEEP CLEAR” zone (so that southbound vehicles would not block the bus exit). In addition, as part of MTA’s plans to establish bicycle lanes on Phelan Avenue, in conjunction with CCSF, a new pedestrian-actuated traffic signal is planned a short distance north of the proposed new loop driveway at Cloud Circle.

Currently, there are about 14 buses during the peak hours of operation, which correlates to approximately one bus every four minutes. Due to the close spacing of the new pedestrian-actuated signal at Phelan Avenue/Cloud Circle (which would be frequently activated) and the new “KEEP CLEAR” zone, it is anticipated that Muni buses would be able to exit the loop facility with minimal delays in service.

In addition, MTA has proposed to establish new bicycle lanes on Phelan Avenue (this proposal is addressed in “Bicycle Impacts,” pp. 198-200). As currently designed, the southbound bicycle lane would end immediately north of the bus loop’s exit. Although implementation of the proposed revisions to the bus loop would add a crosswalk on Phelan Avenue, it would not substantially affect bicyclists.

Overall, the establishment of a new transit layover facility, as a result of the Phelan Loop Site development, would not significantly impact Muni bus operations, conditions on the adjacent streets, intersection operating conditions, or the proposed new bicycle lanes on Phelan Avenue.

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<sup>21</sup> The 9-X Bayshore Express replaced the 15-Third Street layover at the Phelan Loop Site in April 2007.

### Parking Impacts

The Phelan Loop Site development would be required to provide 80 residential parking spaces and 27 retail parking spaces under the existing San Francisco Planning Code (see Appendix B, Table B.3-4). The Planning Code requires that one handicapped space per every 25 parking spaces be provided.

With implementation of the proposed Area Plan, the Planning Code parking requirements would be revised to maximum parking allowances (i.e., a maximum of up to one parking space per residential unit could be allowed). These proposed parking allowances would be applied to the Neighborhood Commercial Transit (NC-T) zoning district, which is the proposed zoning designation for the Phelan Loop Site. For commercial uses, there would be no parking requirements in the proposed NC-T district.

The Phelan Loop Site development would have a peak parking demand for 104 residential parking spaces and 82 retail parking spaces. This peak demand would occur in the evening (note that the parking demand during the midday would be somewhat lower than in the evening).

The amount of parking provided by the Phelan Loop Site development is not currently known; however, it is anticipated that the project would meet existing Planning Code parking requirements for residential uses by providing one parking space per residential unit, for a supply of 80 spaces, and that limited retail parking would be provided. (See discussion below of proposed parking allowance with implementation of the Area Plan.)

During the weekday evening period, the Phelan Loop Site development would have a shortfall of about 24 residential parking spaces and 55 retail parking spaces assuming a supply of 80 residential spaces and 27 retail spaces. On-street parking in the vicinity of the site is relatively full throughout the day, and there is limited availability in the evening and overnight. In addition, there are no publicly-available off-street parking facilities in the area. As a result, it may be difficult for some residents and visitors of the Phelan Loop Site development to find available parking spaces in the vicinity of the project site. In general, parking shortfalls relative to demand are not considered significant environmental impacts in the urban context of San Francisco. Parking deficits may be an inconvenience to drivers, but not a significant physical impact on the environment.

As stated earlier, the Planning Code parking requirements are proposed to be revised with implementation of the Area Plan. For residential uses, the current parking requirements would be converted into maximums. For commercial uses, parking would not be required. Thus, for both residential and commercial uses, no minimum number of parking spaces would be required. With these revisions to the Planning Code, the Phelan Loop Site development would be allowed to provide up to 107 parking spaces, but parking spaces would not be required.

The limited supply of parking and the high accessibility to transit and other alternative modes of travel in the Project Area could decrease the demand for parking from residents and visitors of the Phelan Loop Site development. Improvement measures to reduce the effect of the Phelan Loop Site development's parking shortfall are included in Chapter V, Mitigation and Improvement Measures.

#### Parking Garage Access

It is expected that the Phelan Loop Site development would have access to the east side of the Lee Avenue extension. Since designs of the Phelan Loop Site development have not been developed, a detailed analysis of parking garage operations could not be conducted for this EIR. Additional environmental evaluation and design review of the project would be needed when a specific development project is submitted.

#### Pedestrian Impacts

During the weekday p.m. peak hour, the Phelan Loop Site development would generate over 106 pedestrian trips (including about 44 walk trips and 62 transit trips to and from the site). It is anticipated that primary pedestrian access to the Phelan Loop Site development would be from the northern extension of Lee Avenue, which is a short walk from the nearby K-Ingleside stop and other bus stops. Therefore, it is anticipated that there would be a substantial increase in pedestrian volumes at the nearby Ocean/Lee intersection. These new pedestrian trips could be accommodated on the nearby sidewalks and would not substantially affect pedestrian operations along the nearby sidewalks and crosswalks.

In addition, there would likely be an increase in pedestrian traffic crossing the north side of the Ocean/Lee intersection. As currently proposed, the new Lee Avenue leg would be designed as a street instead of a driveway, which would increase awareness for pedestrians and reduce the potential for conflicts with vehicles entering and exiting the Phelan Loop Site development.

The Phelan Loop Site development would contribute additional traffic and pedestrian volumes to locations with potential pedestrian conflicts, such as the pedestrian crossing at the I-280 southbound off-ramp at Ocean Avenue. However, the addition of these trips would not cause a significant increase in the number of conflicts.

#### Bicycle Impacts

The Phelan Loop Site development would be required by the Planning Code to provide a total of 32 bicycle parking spaces for its proposed 88 residential units. For developments over 50 residential units, Table 155.5 of the Planning Code requires 25 bicycle spaces up to the first 50 units, plus one bicycle parking space for every four residential units thereafter. The amount of bicycle parking to be provided by the Phelan Loop Site development is not currently known;

however, it is anticipated that the Phelan Loop Site development would meet the Planning Code requirements.

The project site is located adjacent to several citywide bicycle routes, including along Ocean Avenue, Geneva Avenue, Phelan Avenue, Plymouth Avenue, and Holloway Avenue. As such, it is anticipated that a portion of the trips generated by “other modes” at the Phelan Loop Site development would be by bicycle. Currently, bicycle conditions throughout the area are satisfactory, with minor conflicts between vehicles and bicyclists at some intersections. Although the Phelan Loop Site development would result in an increase in the number of bicycles and vehicles on the surrounding streets, this increase would not be substantial enough to negatively affect bicycle travel in the area. Measures to encourage bicycle commuting, such as shower and locker facilities for the retail space, are identified in Chapter V, Mitigation and Improvement Measures.

#### Loading Impacts

Under the existing Planning Code requirements, the Phelan Loop Site development would be required to provide one off-street loading space for the retail use and no off-street loading spaces for the residential units (assuming a residential square footage of under 100,000 square feet). (See Appendix B, Table B.3-5.) Potential Planning Code revisions under consideration as part of Area Plan implementation may eliminate off-street loading requirements for commercial uses. The Phelan Loop Site development would generate approximately six daily truck trips on an average weekday. This corresponds to a demand for 0.3 loading spaces during the peak hour of loading demand and 0.3 loading spaces during the average hour of loading demand.

The amount of off-street loading to be provided by the Phelan Loop Site development is not currently known; however, it is anticipated that the Phelan Loop Site development would meet Planning Code requirements. If the Phelan Loop Site development provides an off-street loading space, it would likely be located on Lee Avenue. Due to the proposed configuration of the Lee Avenue extension, delivery vehicles would be required to turn onto Lee Avenue from westbound Ocean Avenue, and exit Lee Avenue to eastbound Ocean Avenue. To enter the loading dock, trucks would be required to drive past the dock and back in (similar to the conditions discussed above for the Kragen Auto Parts Site development on Lee Avenue).

Measures to improve loading conditions, including addressing access by trucks longer than 30 feet, are included in Chapter V, Mitigation and Improvement Measures.

#### Construction Impacts

Detailed plans for construction of the Phelan Loop Site development, in terms of phases and duration, number of construction-related trucks and construction workers, are not currently available. Generally, construction of the project would be conducted in three major phases:

demolition or removal of any existing improvements, excavation for and construction of the garage and underground structures, and construction of the building. Construction activities would typically occur Monday through Friday from 7:00 a.m. to 5:00 p.m., and activities on weekends would only occur on an as-needed basis.

Construction staging typically occurs within the project site and from the adjacent sidewalks. It is anticipated that the sidewalks would not need to be completely closed, as pedestrian protection would be erected. Truck loading and unloading activities would occur within the site and would have minimal impact on the adjacent streets.

It is anticipated that no regular travel lanes or Muni bus stops would need to be closed or relocated during construction. If it is determined that travel lane closures would be needed, they 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 DPW and ISCOTT. If it is determined that temporary Muni stop relocation would be needed, this would be coordinated with the MTA Street Operations/Special Events office.

Trip distribution and mode split data are not available for construction workers. However, it is anticipated that the number of daily and peak hour construction-related trucks and workers would be substantially fewer than the number of vehicle-trips and transit trips that would be generated by the proposed project. Therefore, potential impacts to the traffic and transit network would be less than with the proposed project and would not substantially affect the transportation conditions, as both the local traffic and transit network generally have available capacity.

An improvement measure to minimize effects of construction traffic on traffic and transit operations is included in Chapter V, Mitigation and Improvement Measures.

### **Kragen Auto Parts Site Development**

- The Kragen Auto Parts Site development would be a mixed-use project containing up to 175 residential units, up to a 30,000-sq.-ft.-food market, and up to 5,000 square feet of neighborhood-serving retail uses. Up to 258 off-street parking spaces are proposed to serve the residential and retail uses on the site. The project sponsor would also provide five car share spaces (exceeding the Planning Code Section 166 requirement of three car share spaces) and would also be required to comply with handicapped accessible parking requirements per Planning Code Section 155.

As shown in Table 9 on p. 178, the proposed uses at the Kragen Auto Parts Site would generate a total of about 380 vehicle trips during the weekday p.m. peak hour (207 inbound and 175 outbound). All of these vehicle trips would enter and exit the Kragen Auto Parts Site development at Brighton Avenue, which would be extended one block north of Ocean Avenue.



### Traffic Impacts

For the Existing plus Kragen Auto Parts Site development scenario, all study intersections would continue to operate at LOS D or better (see Appendix B, Table B.2-1: Intersection Level of Service). In general, the average delay per vehicle at most of the study intersections would not substantially increase. However, at the intersection of Ocean Avenue/Brighton Avenue, intersection operations would worsen from LOS C to LOS D, partially due to the volume of traffic making the left turn from eastbound Ocean Avenue into the project site and the increase in traffic conflicting with the current westbound left-turn movement.

These conditions assume that the traffic signal at the intersection of Ocean Avenue/Brighton Avenue would be upgraded as part of the project to provide a protected left-turn phase for westbound traffic volumes (left turns would be permitted during the east/west signal phase, but additional time would be provided at the beginning or end of the phase to allow left-turning traffic to clear the intersection). Without this left turn arrangement, the westbound approach would operate with unacceptable conditions. Thus, the assumed signal revisions could be required as a project-specific mitigation measure. In order to implement this change, it may be necessary to update the traffic signal and/or the signal timing mechanisms. These changes would need to be reviewed, and implemented by the MTA. Without a protected left-turn phase for westbound traffic and, if needed, improvements to the intersection signalization, the project would have a significant traffic impact at the Ocean Avenue/Brighton Avenue intersection. Refer to Chapter V, Mitigation and Improvement Measures, pp. 337-341, for a description of these measures.

### Freeway Ramp Operations

The operations analysis for the I-280 freeway ramps in the Existing plus Kragen Auto Parts Site development scenario indicates that all I-280 on-ramps and off-ramps would continue to operate at the same LOS D or better during the weekday p.m. peak hour under the Existing and Existing plus Proposed Site Development scenarios (see Appendix B, Table B.2-2: Freeway Ramp Level of Service – Existing Kragen Auto Parts Site Weekday PM Peak Hour). With the Kragen Auto Parts Site development, there would be minor increases in the density at the on-ramps and the queuing distances at the off-ramps.

### Transit Impacts

The residential and retail uses proposed at the Kragen Auto Parts Site would generate approximately 168 transit trips to and from the project site during the weekday p.m. peak hour. Based on the trip assignments and ridership levels of the various routes, project-generated transit trips were assigned to the BART and Muni lines that serve the area.

The Kragen Auto Parts Site development would generate approximately 126 total transit trips to the project site during the weekday p.m. peak hour, of which 85 percent would use BART and 15 percent would use Muni. These trips were assigned to northbound (16 trips) versus southbound (110 trips) based on trip origin/destination. For both BART and Muni, it was assumed that the majority of trips to the project site would originate from the downtown area. Muni trips were assigned to the most commonly-used lines from downtown to Balboa Park (the J-Church, K-Ingleside, 26-Valencia, and 49-Mission-Van Ness). Overall, it was estimated that the Kragen Auto Parts Site development would add approximately 91 trips to southbound BART trains and 19 trips to southbound Muni lines.

With the addition of project-generated transit trips, the capacity utilization on southbound BART trains leaving the Civic Center Station would increase by about one percent during the weekday p.m. peak hour, and would remain below BART's standard of 135 percent of seated capacity.

The capacity utilization on the J-Church, 26-Valencia, and 49-Van Ness-Mission bus routes would increase by less than two percent, and would remain below Muni's standard of 85 percent of seated capacity (see Appendix B, Table B.2-3). The capacity utilization standard on the K-Ingleside line's maximum load point would be exceeded both with and without the addition of project-generated transit trips. Since the proposed Kragen Auto Parts Site development would contribute about one percent to the capacity utilization, the project-generated transit trips to the K-Ingleside line would not be considered a significant adverse impact to transit.

#### Transit Operations

Development of the Kragen Auto Parts Site could affect operations of the Muni K-Ingleside light rail line that operates along Ocean Avenue. Left turns along this part of Ocean Avenue occur from the left travel lane, shared with the Muni K-Ingleside light rail line. At the Ocean Avenue/Brighton Avenue intersection, the project would add traffic to the eastbound left-turn movement. Therefore, any delays created by traffic entering the project site could also delay trains. In addition, the increase in traffic along the eastbound approach would make it more difficult for westbound left turns to occur. Due to the relatively high volume of the westbound turn movement, this delay would affect the entire westbound approach. (This would be a similar situation to other locations along Ocean Avenue, where vehicles waiting to make left turns can block Muni operations.) Implementation of the permitted-protected signal phase, as described above under the "Traffic Impacts" discussion on pp. 181-184, would allow for left-turning traffic to clear the intersection at the end of each signal cycle, and reduce the potential for substantial delays to transit operations. In order to implement this change, it may be necessary to update the traffic signal and/or the signal timing mechanisms. These changes would need to be reviewed, and implemented by the MTA. Without a protected left-turn phase for westbound traffic and, if needed, improvements to the intersection signalization, the project would have a significant

traffic impact at the Ocean Avenue/Brighton Avenue intersection. Refer to Chapter V, Mitigation and Improvement Measures, pp. 337-341, for a description of these measures.

### Parking Impacts

Under the current Planning Code, the Kragen Auto Parts Site development would be required to provide 256 total parking spaces, including 175 residential (minimum required), 9 retail, and 72 food market parking spaces (see Appendix B, Table B.2-4). Up to an additional 87 parking spaces could be provided for the residential uses, and up to 35 spaces for the food market space under the Accessory Parking allowances. The Planning Code requires one handicapped space per every 25 parking spaces provided.

- With implementation of the Area Plan, the Planning Code parking requirements would be revised to maximum parking allowances (i.e., a maximum of up to one parking space per residential unit could be allowed). For commercial uses, there would be no parking requirements; however, retail grocery stores larger than 20,000 gross sq. ft. would be allowed to provide one space per each 500 sq. ft. for the first 20,000 sq. ft., and, with conditional use authorization, one space per 250 square feet of occupiable space in excess of 20,000 sq. ft.<sup>22</sup> The proposed changes to the Planning Code would allow a maximum of 285 spaces to be provided as part of the Kragen Auto Parts Site development, including 175 residential spaces, and up to 83 retail spaces. The project sponsor would also provide five car share spaces (exceeding the Planning Code Section 166 requirement of three car share spaces) and would also be required to comply with handicapped accessible parking requirements per Planning Code Section 155.
- The Kragen Auto Parts Site development would have a peak weekday evening parking demand for 227 residential parking spaces and 170 food market/retail parking spaces. As currently proposed, the project sponsor would provide up to 258 parking spaces: 175 for the residential units, 83 spaces for the food market space and miscellaneous retail. The project sponsor would also provide five car share spaces (exceeding the Planning Code Section 166 requirement of three car share spaces) and would also be required to comply with handicapped accessible parking requirements per Planning Code Section 155. The Kragen Auto Parts Site development would meet the current San Francisco Planning Code requirements for the provision of off-street parking spaces, and be within the parking supply permitted under the Accessory Parking provisions for commercial parking. With the proposed 281 spaces, the Kragen Auto Parts Site development would have a parking shortfall of about 116 spaces, including 52 residential parking spaces and 64 food market/retail parking spaces.

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<sup>22</sup> Parking for food market uses would be allowed either through a conditional use permit or as a right (the mechanism has yet to be determined).

On-street parking in the Project Area is relatively full throughout the day, although the metered parking spaces along Ocean Avenue have high turnover. There is limited availability in the evening and overnight. In addition, there are no publicly-available off-street parking facilities in the area. As a result, it may be difficult for some residents and visitors of the Kragen Auto Parts Site development to find available parking spaces in the vicinity of this site. In general, parking shortfalls relative to demand are not considered significant environmental impacts in the urban context of San Francisco. Parking deficits may be an inconvenience to drivers, but not a significant physical impact on the environment.

In the context of the Area Plan objectives, a limited supply and availability of parking would conform to the Area Plan's objectives to create a transit-oriented neighborhood that encourages alternative modes of travel. Parking demand generated by the proposed Kragen Auto Parts Site development could be reduced by the proposed mix of residential and retail uses and the development project's high accessibility to transit and alternative modes of travel that would be enhanced by streetscape improvements. Chapter V, Mitigation and Improvement Measures, p. 350-353, includes discussion of an improvement measure to allow project residents to park within the food market and retail parking spaces overnight. This shared parking arrangement would reduce the project's potential parking shortfall. Improvement measures also include providing carshare parking spaces within the project's garage.

#### Parking Garage Access

The underground parking garage for the Kragen Auto Parts Site development would have access to both sides of the Brighton Avenue extension. The west driveway would be limited to residential access only and the east driveway would serve the food market/retail uses, with an underground connection to the project uses on the western portion of the site. Operations of the parking garage have not yet been finalized, but it is likely that access to the residential portions of the garage would be controlled through a gate (usually with card key or garage-door opener control). Since the gate would be located within the parking garage, any queues that would form at the gate would not affect street operations.

#### Pedestrian Impacts

During the weekday p.m. peak hour, the Kragen Auto Parts Site development would generate over 320 pedestrian trips (including about 152 walk trips and 168 transit trips to and from the site). The primary pedestrian access to the Kragen Auto Parts Site development would be from the northern extension of Brighton Avenue, which is a short walk from the nearby K-Ingleside stops and other bus stops. Therefore, it is anticipated that there would be a substantial increase in pedestrian volumes at the nearby Ocean/Brighton and Ocean/Lee intersections. These new pedestrian trips could be accommodated on the nearby sidewalks and would not substantially affect pedestrian operations along the nearby sidewalks and crosswalks.

There would also be a noticeable increase in pedestrian traffic crossing the north side of the Ocean/Brighton intersection. As currently proposed, the new Brighton Avenue leg would be designed as a street instead of a driveway, which would increase awareness for pedestrians and reduce the potential for conflicts with vehicles entering and exiting the Kragen Auto Parts Site development.

#### Bicycle Impacts

The Kragen Auto Parts Site development would be required by the Planning Code to provide a total of 56 bicycle parking spaces for its proposed 175 residential units. For developments over 50 residential units, Table 155.5 of the Planning Code requires 25 bicycle spaces up to the first 50 units, plus one bicycle parking space for every four residential units thereafter. The Kragen Auto Parts Site development would provide 56 bicycle parking spaces, to be located within the parking garage. Therefore, the Kragen Auto Parts Site development would meet the Planning Code requirements.

The Kragen Auto Parts Site is located adjacent to several citywide bicycle routes, including along Ocean Avenue, Geneva Avenue, Phelan Avenue, Plymouth Avenue, and Holloway Avenue. It is anticipated that a portion of the trips generated by “other modes” at the Kragen Auto Parts Site development would be by bicycle. Currently, bicycle conditions throughout the area are satisfactory, with minor conflicts between vehicles and bicyclists at some intersections. Although the Kragen Auto Parts Site development would result in an increase in the number of bicycles and vehicles on the surrounding streets, this increase would not be substantial enough to negatively affect bicycle travel in the area.

#### Loading Impacts

Under existing Planning Code requirements, the Kragen Auto Parts Site development would be required to provide two off-street loading spaces, one for the residential component and one for the food market use (see Appendix B, Table B.2-5). The Kragen Auto Parts Site development would generate approximately 30 daily truck trips on an average weekday, most of which would be generated by the food market (24 trips). This corresponds to a demand for 1.8 loading spaces during the peak hour of loading demand and 1.4 loading spaces during the average hour of loading demand.

The Kragen Auto Parts Site development’s supply of two off-street loading spaces would meet the Planning Code requirements and the anticipated loading demand. These two loading spaces are for the sole use of the grocery store and other retail operators to be located on the Kragen Auto Parts Site. In addition, the proposed size of the loading dock (45 feet long and 28 feet wide) would meet the minimum dimension established by the Planning Code. The Kragen Auto Parts Site development also provides two passenger loading zones along Ocean Avenue: one for residential use, and one for retail use.

Access to this development project's loading dock would occur from Lee Avenue. Due to the proposed configuration of the Lee Avenue extension, delivery vehicles would be required to turn onto Lee Avenue from westbound Ocean Avenue, and exit Lee Avenue to eastbound Ocean Avenue. To enter the loading dock, trucks would be required to drive past the dock and back in. These maneuvers were reviewed using truck turning templates, and it was determined that smaller to medium size trucks (up to about 30 feet long) would be able to access the loading dock. However, longer trucks would need to turn into Lee Avenue from the center lane, and would not be able to exit the loading dock without using the opposing travel lane. In order to accommodate these larger vehicles, loading dock personnel would be needed to direct traffic and on-street parking on this part of the Lee Avenue extension would be prohibited.

Trash rooms for the residential units would be provided off of Brighton Avenue, and the retail/food market trash room would be located adjacent to the loading dock. Both locations could be accessed by garbage trucks without affecting operations of Ocean Avenue.

Measures to improve loading conditions, including addressing access by trucks longer than 30 feet, are included in Chapter V, Mitigation and Improvement Measures, pp. 352-353.

#### Construction Impacts

Detailed plans for construction of the Kragen Auto Parts Site development, in terms of phases and duration, number of construction-related trucks and construction workers, are not currently available. Generally, construction of the project would be conducted in three major phases: demolition of the current building, excavation for and construction of the garage and underground structures, and construction of the buildings. Construction activities would typically occur Monday through Friday from 7:00 a.m. to 5:00 p.m., and activities on weekends would only occur on an as-needed basis.

Construction staging typically occurs within the project site and from the adjacent sidewalks. It is anticipated that the sidewalks would not need to be completely closed, and pedestrian protection would be erected. Truck loading and unloading activities would occur within the site and would have minimal impact on the adjacent streets.

It is anticipated that no regular travel lanes or Muni bus stops would need to be closed or relocated during construction. If it is determined that travel lane closures would be needed, they 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 DPW and ISCOTT. If it is determined that temporary Muni stop relocation would be needed, this would be coordinated with the MTA Street Operations/Special Events office.

Trip distribution and mode split data are not available for construction workers. However, it is anticipated that the number of daily and peak hour construction-related trucks and workers would

be substantially fewer than the number of vehicle-trips and transit trips that would be generated by the proposed project. Therefore, potential impacts to the traffic and transit network would be less than with the proposed project and would not substantially affect the transportation conditions, as both the local traffic and transit network generally have available capacity.

An improvement measure to minimize effects of construction traffic on transit and other traffic operations is included in Chapter V, Mitigation and Improvement Measures, pp. 352-354.

#### **Impact Conclusions for Development Projects**

Development of the Phelan Loop Site would not result in significant transportation impacts. Development of the Kragen Auto Parts Site could result in a significant impact on the Ocean Avenue/Brighton Avenue intersection. Proposed mitigation includes a left-turn green phase for westbound traffic. With this mitigation measure, potentially significant impacts on the Ocean Avenue/Brighton Avenue intersection would be mitigated to a less-than-significant level. No other significant transportation impacts have been identified for the development of the Kragen Auto Parts Site.

## D. NOISE

This section describes the existing noise conditions in the Project Area and potential noise effects that would result from implementation of the proposed Area Plan. The Setting discussion begins with an overview of the sound descriptors used in this section.

### SETTING

#### SOUND DESCRIPTORS

##### Decibel

Sound is characterized by various parameters that describe the rate of oscillation (frequency) of sound waves, the distance between successive troughs or crests in the wave, the speed that it travels, and the pressure level or energy content of a given sound. The sound pressure level has become the most common descriptor used to characterize the loudness of an ambient sound, and the decibel (dB) scale is used to quantify sound intensity. Because sound can vary in intensity by over one million times within the range of human hearing, a logarithmic loudness scale is used to keep sound intensity numbers at a convenient and manageable level. Since the human ear is not equally sensitive to all sound frequencies within the entire spectrum, human response is factored into sound descriptions in a process called “A-weighting,” expressed as “dBA.” The dBA, or A-weighted decibel, refers to a scale of noise measurement that approximates the range of sensitivity of the human ear to sounds of different frequencies. On this scale, the normal range of human hearing extends from about 0 dBA to about 140 dBA. A 10-dBA increase in the level of a continuous noise represents a perceived doubling of loudness. The noise levels presented herein are expressed in terms of dBA, unless otherwise indicated. Table 15 shows some representative noise sources and their corresponding noise levels in dBA, based on *The Noise Guidebook* by the U.S. Department of Housing and Urban Development.<sup>1</sup>

Planning for acceptable noise exposure must take into account the types of activities and corresponding noise sensitivity in a specified location for a generalized land use type. Some general guidelines<sup>2</sup> are as follows: sleep disturbance can occur at levels above 35 dBA; interference with human speech begins at about 60 dBA; and hearing damage can result from prolonged exposure to noise levels in excess of 85 to 90 dBA.

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<sup>1</sup> U.S. Department of Housing and Urban Development, *The Noise Guidebook*, 1985.

<sup>2</sup> U.S. EPA, 1974.



**Table 15: Typical Sound Levels Measured in the Environment**

| <b>Examples of Common, Easily Recognized Sounds</b> | <b>Decibels (dBA) At 50 feet</b> | <b>Subjective Evaluations</b> |
|---|----------------------------------|-------------------------------|
| Near Jet Engine                                     | 140                              |                               |
| Threshold of Pain (Discomfort)                      | 130                              | Deafening                     |
| Threshold of Feeling – Hard Rock Band               | 120                              |                               |
| Accelerating Motorcycle (at a few feet away)        | 110                              |                               |
| Loud Horn (at 10 feet away)                         | 100                              |                               |
| Noisy Urban Street                                  | 90                               | Very Loud                     |
| Noisy Factory                                       | 85 <sup>1</sup>                  |                               |
| School Cafeteria with Untreated Surfaces            | 80                               | Loud                          |
| Near Freeway Auto Traffic                           | 60 <sup>2</sup>                  | Moderate                      |
| Average Office                                      | 50 <sup>2</sup>                  |                               |
| Soft Radio Music in Apartment                       | 40                               | Faint                         |
| Average Residence Without Stereo Playing            | 30                               |                               |
| Average Whisper                                     | 20                               |                               |
| Rustle of Leaves in Wind                            | 10                               |                               |
| Human Breathing                                     | 5                                | Very Faint                    |
| Threshold of Audibility                             | 0                                |                               |

*Notes:*

<sup>1</sup> Continuous exposure above 85 dBA is likely to degrade the hearing of most people.

<sup>2</sup> Range of speech is 50 to 70 dBA.

*Source:* U.S. Department of Housing and Urban Development, 1985.

### **Leq, CNEL, Ldn**

Time variations in noise exposure are typically expressed in terms of a steady-state energy level (called Leq) that represents the acoustical energy of a given measurement. Leq (24) is the steady-state energy level measured over a 24-hour period. Because community receptors are more sensitive to unwanted noise intrusion during the evening and at night, state law requires that, for planning purposes, an artificial dBA increment be added to “quiet time” noise levels to form a 24-hour noise descriptor called the Community Noise Equivalent Level (CNEL). CNEL adds a 5-dBA “penalty” during the evening hours (7:00 p.m. to 10:00 p.m.) and a 10-dBA penalty during the night hours (10:00 p.m. to 7:00 a.m.). Another 24-hour noise descriptor, called the day-night noise level (Ldn), is similar to CNEL. While both add a 10-dBA penalty to all nighttime noise events between 10:00 p.m. and 7:00 a.m., Ldn does not add the evening 5-dBA penalty. In practice, Ldn and CNEL usually differ by less than 1 dBA at any given location for transportation noise sources.

### **EXISTING NOISE ENVIRONMENT**

The existing ambient noise environment within the study area, typical of most urban areas, is dominated by vehicular traffic on the I-280 freeway and traffic on local roadways (autos, trucks, diesel buses, electric trolley buses, and light rail trains). BART trains operate underground in the

Project Area, but surface BART tracks to the north of the Project Area contribute to ambient noise levels in the northeastern portion of the Project Area.

Noise measurements were taken in the Project Area to characterize the existing noise environment. Locations were selected to best reflect the range of noise levels that occur in the Project Area in the areas where residential development is proposed (noisiest areas near Ocean Avenue and the I-280 freeway and quietest areas away from traffic). Measurement locations are shown in Figure 12: Noise Measurement Locations, and measurement results are summarized in Table 16. As indicated in this table, noise levels in the Project Area range between 61 and 77 dBA (CNEL) with noise levels varying with proximity to roadways. When the noise levels presented in Table 16 are adjusted for distance, they indicate that noise levels along streets like Ocean Avenue, Geneva Avenue, San Jose Avenue, and Phelan Avenue are subject to noise levels of approximately 70 dBA (CNEL) at 100 feet from the centerline. Noise levels approach 80 dBA (CNEL) adjacent to the I-280 freeway. However, noise levels are lower (60 to 65 dBA, CNEL) in areas away from these roadways (e.g., along the perimeter of the Balboa Reservoir).

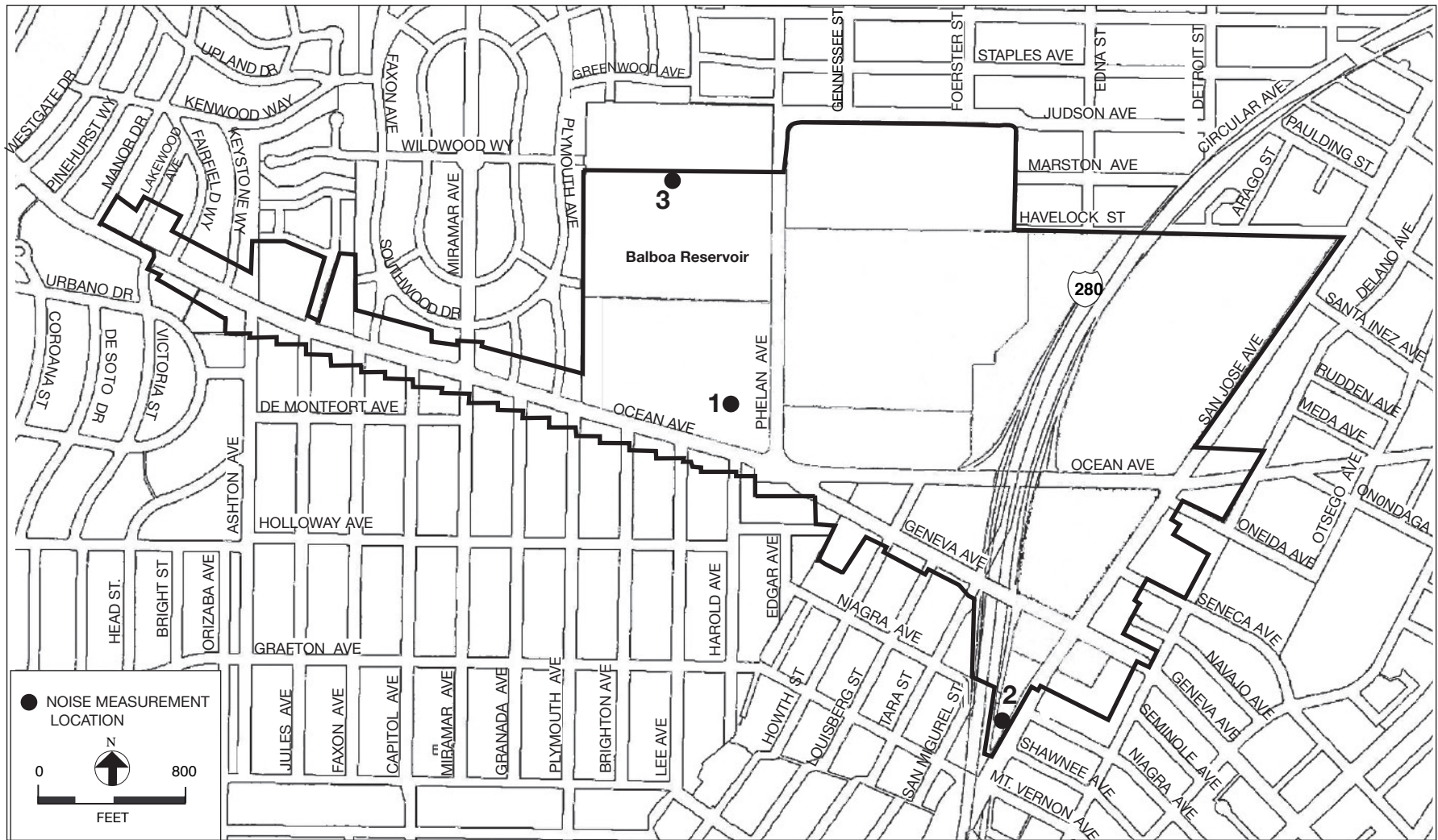
### **Sensitive Receptors**

Sensitive noise receptors are generally considered to include hospitals, nursing homes, senior citizen centers, schools, churches, libraries, and residences. School uses within the Project Area include City College of San Francisco and Lick Wilmerding High School. Riordan High School adjoins the northern Project Area boundary, while James Denman Middle School is located just east of the Project Area. Existing residential uses within the Project Area are limited to those along Ocean Avenue (primarily, but not entirely above ground-floor retail commercial uses), Geneva Avenue (between Ocean Avenue and I-280), and San Jose Avenue. In addition, residential uses are located immediately north, east, and south of Project Area boundaries.

### **REGULATORY FRAMEWORK**

In the City, regulation of noise is stipulated in Article 29 of the Police Code, which states that the City's policy is to prohibit unnecessary, excessive, and offensive noises from all sources subject to police power. Sections 2907 and 2908 of Article 29 regulate construction equipment and construction work at night. Section 2907(b) states it shall be unlawful for any person, including the City and County of San Francisco, to operate any powered construction equipment, regardless of age or date of acquisition, if the operation of such equipment emits noise at a level in excess of 80 dBA when measured at a distance of 100 feet from such equipment, or an equivalent sound level at some other convenient distance. Exemptions to this requirement include:

- Impact tools and equipment with intake and exhaust mufflers recommended by the manufacturers and approved by the Director of Public Works as best accomplishing maximum noise attenuation; and



SOURCE: San Francisco Planning Department, EDAA, Turnstone Consulting

**BALBOA PARK STATION AREA PLAN EIR**

2004.1059E

**FIGURE 12: NOISE MEASUREMENT LOCATIONS**

**Table 16: Summary of Noise Measurement Results**

| Time                                 | Hourly Noise Level (Leq) Measurements (dBA)                                    |   |   |
|--------------------------------------|--|---|---|
|                                      | Location 1 <sup>1</sup><br>North of Ocean<br>Avenue (West of<br>Phelan Avenue) | Location 2 <sup>2</sup><br>West of San Jose<br>Avenue (at BART<br>Station Exit) | Location 3 <sup>3</sup><br>North Side of Balboa<br>Reservoir, West of<br>Phelan |
| 12:00–1:00 AM                        | 58   | 76  | 55  |
| 1:00–2:00 AM                         | 56   | 64  | 49  |
| 2:00–3:00 AM                         | 52   | 63  | 49  |
| 3:00–4:00 AM                         | 53   | 62  | 50  |
| 4:00–5:00 AM                         | 56   | 66  | 50  |
| 5:00–6:00 AM                         | 56   | 69  | 53  |
| 6:00–7:00 AM                         | 59   | 72  | 57  |
| 7:00–8:00 AM                         | 61   | 72  | 57  |
| 8:00–9:00 AM                         | 62   | 73  | 56  |
| 9:00–10:00 AM                        | 58   | 73  | 57  |
| 10:00–11:00 AM                       | 61   | 72  | 54  |
| 11:00 AM–12:00 PM                    | 61   | 73  | 60  |
| 12:00–1:00 PM                        | 60   | 73  | 54  |
| 1:00–2:00 PM                         | 61   | 72  | 55  |
| 2:00–3:00 PM                         | 62   | 73  | 54  |
| 3:00–4:00 PM                         | 62   | 74  | 55  |
| 4:00–5:00 PM                         | 59   | 73  | 54  |
| 5:00–6:00 PM                         | 58   | 72  | 54  |
| 6:00–7:00 PM                         | 60   | 73  | 56  |
| 7:00–8:00 PM                         | 60   | 72  | 56  |
| 8:00–9:00 PM                         | 60   | 71  | 56  |
| 9:00–10:00 PM                        | 60   | 71  | 55  |
| 10:00–11:00 PM                       | 56   | 69  | 55  |
| 11:00 PM–12:00 AM                    | 57   | 67  | 54  |
| Day L <sub>eq</sub> (7 AM–7 PM)      | 60   | 73  | 56  |
| Evening L <sub>eq</sub> (7 PM–10 PM) | 60   | 71  | 56  |
| Night L <sub>eq</sub> (10 PM–7 AM)   | 56   | 70  | 53  |
| <b>CNEL</b>                          | <b>64</b>  | <b>77</b>   | <b>61</b>   |

*Notes:* Noise measurements were taken from 1:00 p.m. on Thursday, September 29, 2005 to 1 p.m. on Friday, September 30, 2005 using Metrosonics db-308 sound level meters at Locations 1 and 2.

Measurement at Location 3 was taken on Tuesday, November 15, 2005 midnight to midnight using the same Metrosonics db-308 sound level meter.

<sup>1</sup> Location 1 was approximately 240 feet north of Ocean Avenue and 290 feet west of Phelan Avenue.

<sup>2</sup> Location 2 was approximately 50 feet west of San Jose Avenue and 150 feet east of the I-280 freeway.

<sup>3</sup> Location 3 was on the north side of Balboa Reservoir site, approximately 600 feet west of Phelan Avenue.

*Source:* Orion Environmental Associates, 2006.

Pavement breakers and jackhammers equipped with acoustically attenuating shields or shrouds recommended by the manufacturers and approved by the Director of Public Works as best accomplishing maximum noise attenuation.

Section 2908 prohibits any person, between the hours of 8:00 p.m. of any day and 7:00 a.m. of the following day to erect, construct, demolish, excavate for, alter, or repair any building or structure if the noise level created is in excess of the ambient noise level by 5 dBA at the nearest property line unless a special permit for the work has been applied for and granted by the Director of Public Works.

In addition to construction activities, Section 2901.11 of Article 29 addresses unnecessary, excessive, or offensive noise in general. It states that “unnecessary, excessive or offensive noise shall mean any sound or noise conflicting with the criteria, standards, or levels set forth for permissible noises. In the absence of specific maximum noise levels, a noise level which exceeds the ambient noise level by 5 dBA or more when measured at the nearest property line... shall be deemed a prima facie violation of this Article.”

The Environmental Protection Element of the *San Francisco General Plan* contains Land Use Compatibility Guidelines for Community Noise.<sup>3</sup> These guidelines indicate maximum acceptable noise levels for various land uses and are applicable to new development. These guidelines are presented in Figure 13: San Francisco Noise Land Use Compatibility Guidelines. Although this figure presents a range of noise levels that are considered compatible or incompatible with various land uses, the maximum acceptable noise level is 60 dBA (Ldn) for residential and hotel uses; 65 dBA (Ldn) for school classrooms, libraries, churches, and hospitals; 70 dBA (Ldn) for playgrounds, parks, office buildings, retail commercial uses, and noise-sensitive manufacturing/communications uses; and 77 dBA for other commercial uses such as wholesale, some retail, industrial/manufacturing, transportation, communications, and utilities. If these uses are proposed to be located in areas with noise levels that exceed these guidelines, a detailed analysis of noise reduction requirements will be necessary prior to final review and approval of new development.

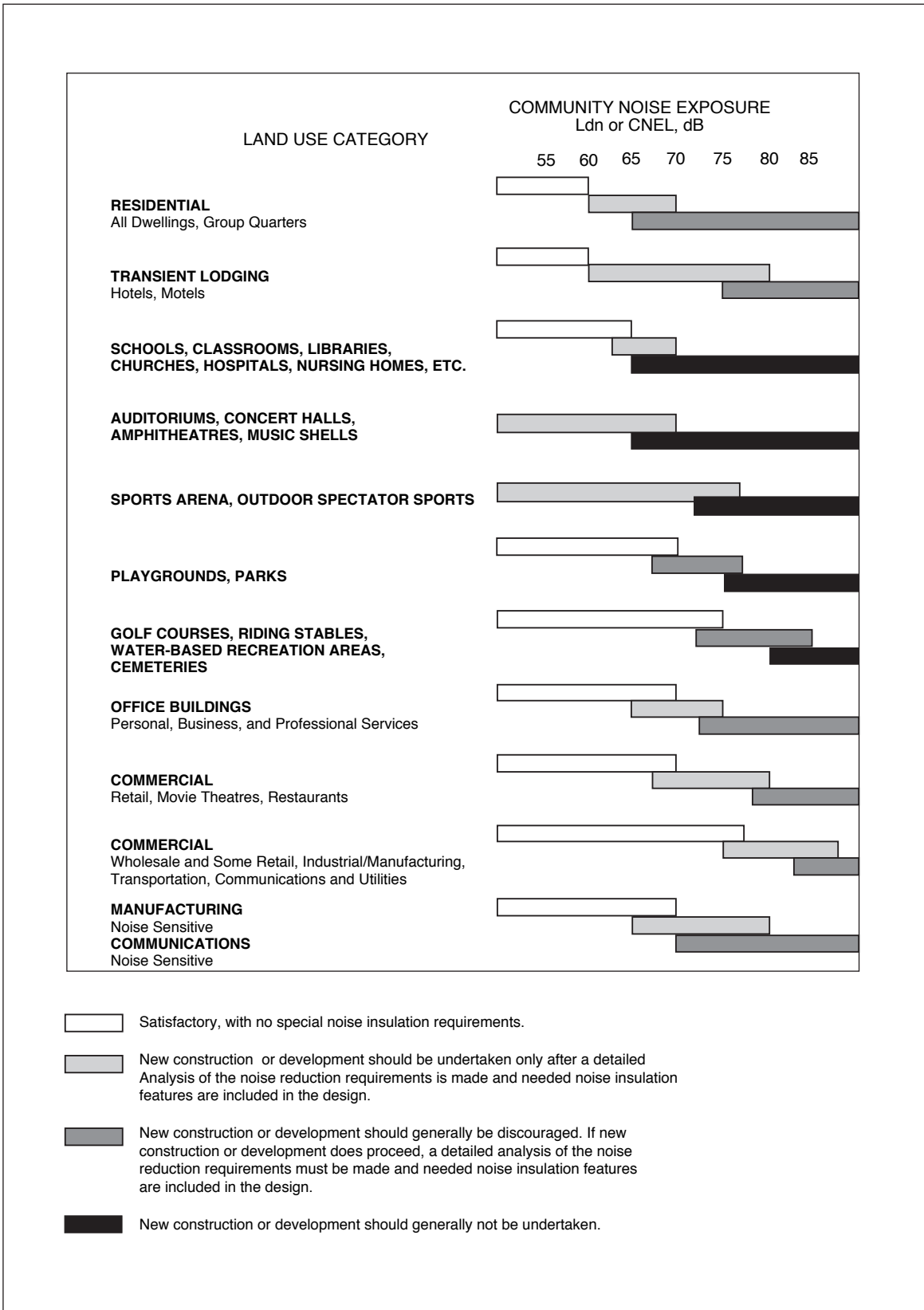
## **IMPACTS**

### **Significance Criteria**

The City and County of San Francisco has not formally adopted significance thresholds or standards for impacts related to noise, but generally considers that implementation of the

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<sup>3</sup> City and County of San Francisco, Planning Department, *San Francisco General Plan*, Environmental Protection Element, Policy 11.1.



SOURCE: San Francisco General Plan, Noise Element; Turnstone Consulting

proposed project would have a significant noise impact if it were to:

- Expose people to or generate noise levels in excess of standards established in the local General Plan or noise ordinance, or applicable standards of other agencies;
- Expose people to or generate excessive groundborne vibration or groundborne noise levels;
- Create a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project;
- Create a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project;
- For a project located within an area covered by 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), expose people residing or working in the project area to excessive noise levels;
- For a project within the vicinity of a private airstrip, expose people residing or working in the project area to excessive noise levels; or
- Be substantially affected by existing noise levels.

Temporary, construction-related noise impacts associated with the proposed Area Plan are discussed in the Initial Study (see Appendix A). The Initial Study determined that compliance with the San Francisco Noise Ordinance, which is required by law, would reduce construction noise impacts to a less-than-significant level. Therefore, construction-related noise impacts are not discussed in this section.

The two airport-related criteria are not relevant to the proposed Area Plan since the Project Area is located more than two miles from the San Francisco International Airport and not located near a private airstrip. Therefore, no further consideration of these criteria is provided.

### **Methodology**

This analysis identifies potential impacts associated with implementation of the proposed Area Plan's development projects and programs on existing and future noise levels and identifies, where necessary and feasible, mitigation measures to reduce and or avoid potentially significant noise impacts. Noise issues discussed in this section of the EIR include (1) noise generated by traffic attributed to development of the Kragen Auto Parts and Phelan Loop Sites, planned Tier 1 and Tier 2 growth and development within the Project Area, and various transportation improvements; and (2) compatibility of planned uses with San Francisco Land Use Compatibility Guidelines for Community Noise.

### **Plan-Related Traffic Noise Impacts**

Based on existing and future traffic projections presented in Section IV.C, Transportation, existing and future noise levels were estimated for major streets within the Project Area: Ocean Avenue, Geneva Avenue, San Jose Avenue, Lee Avenue, and Phelan Avenue. Noise level estimates for various segments of these roads are presented in Table 17. Except for the Lee Avenue Extension (see discussion below), traffic noise increases associated with Plan-related growth and development would result in noise increases of 1.5 dBA or less along local roadways. In general, traffic noise increases of less than 3 dBA are not perceptible to most people, while a 5 dBA increase is readily noticeable. Therefore, increases of less than 3 dBA are considered to be less than significant.

### Proposed Area Plan Land Uses and Transportation Improvements

When traffic circulation changes resulting from Plan-related transportation improvements are considered together with future and Plan-related traffic increases from growth and development (2025), traffic noise levels would increase along some roadways and decrease on other roadways within the Project Area. These traffic changes would not result in perceptible noise level changes (resulting in noise increases or decreases of less than 1 dBA, as indicated in Table 17). Therefore, Plan-related growth and transportation improvements would not significantly affect future noise levels along local roadways.

### Lee Avenue Connection to CCSF Variant Rerouting (including Lee Avenue Extension)

Table 17 indicates that the circulation variant involving rerouting of some CCSF-related traffic onto Lee Avenue would result in future baseline noise levels of approximately 61 dBA (CNEL) along the segment of Lee Avenue north of Ocean Avenue. Future baseline noise levels would decrease along the existing segment of Lee Avenue south of Ocean Avenue. With Plan-related growth, noise levels along the segment of Lee Avenue north of Ocean Avenue would increase to 63 dBA (CNEL). A noise increase of 2 dBA would not be perceptible, and therefore, this increase would be less than significant. However, if future noise levels of 63 dBA (CNEL) are compared to existing noise levels of 56 dBA (CNEL), the noise increase of 7 dBA would be readily noticeable. Although noise levels in the areas adjacent to the future Lee Avenue Extension as well as adjacent to the Lee Avenue Connection to CCSF Variant would increase substantially over existing levels, noise levels are expected to remain within acceptable levels for future residential uses (see “Noise Compatibility of Future Development,” below), and are therefore considered to be less than significant.



**Table 17: Future Noise Level Changes Along Selected Roadways**

| Street Segment                    | Noise Level (CNEL @ 50 feet from Roadway Centerline) |                   |                          |                        |                          |                        |                          |   |                                 |                          |                                 |                                      |  |                                       |                                 |
|-----------------------------------|--|-------------------|--------------------------|------------------------|--------------------------|------------------------|--------------------------|---|---------------------------------|--------------------------|---------------------------------|--------------------------------------|--|---------------------------------------|---------------------------------|
|                                   | Existing (2006)                                      | Existing + Kragen | dBa Change from Existing | Existing + Phelan Loop | dBa Change from Existing | Future Baseline (2025) | dBa Change from Existing | Future + Plan Uses + Transportation Imp. (2025) | dBa Change from Future Baseline | Future with CCSF Routing | dBa Change from Future Baseline | Future + Plan Uses with CCSF Routing | dBa Change from Future with CCSF Routing | Alt B: Future + Plan Land Uses (2025) | dBa Change from Future Baseline |
| Lee Avenue (North of Ocean)       | NA   | NA                | NA                       | 56.0                   | NA                       | NA                     | NA                       | 59.2  | NA                              | 60.7                     | NA                              | 62.9                                 | NA                                       | 59.2                                  | NA                              |
| Lee Avenue (South of Ocean)       | 56.7   | 56.9              | 0.2                      | 56.7                   | 0.0                      | 58.0                   | 1.3                      | 58.0  | 0.0                             | 57.1                     | -0.9                            | 57.8                                 | -0.2                                     | 58.0                                  | 0.0                             |
| Ocean Avenue (West of Lee)        | 68.0   | 68.5              | 0.5                      | 68.1                   | 0.1                      | 68.6                   | 0.6                      | 69.8  | 1.2                             | 68.7                     | 0.0                             | 69.8                                 | 1.2                                      | 69.8                                  | 1.2                             |
| Ocean Avenue (East of Lee)        | 68.1   | 68.6              | 0.5                      | 68.3                   | 0.2                      | 68.8                   | 0.6                      | 70.1  | 1.3                             | 69.0                     | 0.2                             | 70.2                                 | 1.5                                      | 70.1                                  | 1.3                             |
| Ocean Avenue (East of Phelan)     | 68.4   | 68.7              | 0.3                      | 68.5                   | 0.1                      | 69.5                   | 1.1                      | 70.5  | 1.0                             | 69.5                     | 0.0                             | 70.5                                 | 1.0                                      | 70.5                                  | 1.0                             |
| Geneva Avenue (South of Ocean)    | 64.9   | 65.2              | 0.4                      | 65.0                   | 0.1                      | 65.2                   | 0.3                      | 66.4  | 1.2                             | 65.2                     | 0.0                             | 66.4                                 | 1.2                                      | 66.4                                  | 1.2                             |
| Phelan Avenue (North of Ocean)    | 65.7   | 65.7              | 0.1                      | 65.7                   | 0.0                      | 67.7                   | 2.0                      | 68.3  | 0.6                             | 66.7                     | -0.9                            | 67.5                                 | -0.2                                     | 68.3                                  | 0.6                             |
| San Jose Avenue (South of Ocean)  | 64.8   | 64.8              | 0.0                      | 64.8                   | 0.0                      | 65.6                   | 0.9                      | 66.8  | 1.1                             | NA                       | NA                              | NA                                   | NA                                       | 66.0                                  | 0.4                             |
| San Jose Avenue (North of Geneva) | 65.0   | 65.0              | 0.0                      | 65.0                   | 0.0                      | 65.7                   | 0.6                      | 65.9  | 0.2                             | NA                       | NA                              | NA                                   | NA                                       | 66.6                                  | 0.9                             |
| Geneva Avenue (West of San Jose)  | 67.0   | 67.1              | 0.1                      | 67.0                   | 0.0                      | 67.6                   | 0.6                      | 67.0  | -0.5                            | NA                       | NA                              | NA                                   | NA                                       | 68.2                                  | 0.6                             |

Notes: NA = Not applicable to this scenario.

Estimates were calculated using noise modeling techniques specified by the Federal Highway Administration (FHWA-RD-77-108 with updated California Vehicle Noise Emission [CALVENO] factors) and traffic volumes in this report. Noise levels assume the following: 75.51%/ 12.57%/ 9.34% automobiles, 1.56%/ 0.09%/ 0.19% medium trucks, 0.64%/ 0.02%/ 0.08% heavy trucks during the day/evening/night and average travel speeds of 30 to 35 miles per hour depending on the street. Noise measurements collected within the Project Area suggest that noise levels may actually be slightly higher (as much as 3 dBA) along Ocean Avenue than noise model estimates, and substantially higher along roadway segments near the I-280 freeway (including San Jose Avenue) since noise model estimates do not include freeway noise. Alternative B is described in Chapter VII, Alternatives to the Proposed Project.

Source: Orion Environmental Associates, 2006.

### **Development Project-Related Noise Impacts**

#### Phelan Loop Site Project

As indicated in Table 17, development of the Phelan Loop Site would not significantly increase existing noise levels (less than 1 dBA) along roadways within the Project Area or its vicinity. Development of the Phelan Loop Site would extend Lee Avenue north of Ocean Avenue (terminating just south of Balboa Reservoir), which would increase noise levels along this road segment. Traffic noise levels adjacent to this section of Lee Avenue are estimated at 56 dBA (CNEL) at 50 feet from the road centerline, which would be acceptable for residential uses based on San Francisco Land Use Compatibility Guidelines for Community Noise. These would be less-than-significant effects of the proposed Area Plan.

#### Kragen Auto Parts Site Project

Table 17 indicates that development of the Kragen Auto Parts Site would not significantly increase existing noise levels (less than 1 dBA) along roadways within the Project Area or its vicinity. Development of the Kragen Auto Parts Site would extend Brighton Avenue north of Ocean Avenue, which would increase noise levels along this road segment. Traffic noise levels adjacent to this section of Brighton Avenue are estimated at 58 dBA (CNEL) at 50 feet from the road centerline, which would be acceptable for residential uses based on San Francisco Land Use Compatibility Guidelines for Community Noise. These would be less-than-significant effects of the proposed Area Plan.

### **Noise Compatibility of Future Development**

Within the Project Area, noise measurements (Table 16) and traffic noise modeling (Table 17) indicate that noise levels along major streets like Ocean Avenue, Geneva Avenue, San Jose Avenue, and Phelan Avenue are subject to noise levels of approximately 70 dBA (CNEL) at 100 feet from the centerline. In areas adjacent to the I-280 freeway, noise levels approach 80 dBA (CNEL). However, noise levels are lower (60 to 65 dBA, CNEL) in areas farther away from these roadways such as along the perimeter of the Balboa Reservoir.

San Francisco Noise Land Use Compatibility Guidelines (Figure 13) indicate that new residential construction or development in areas with noise levels above 60 dBA (CNEL) should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the design. In areas where noise levels exceed 65 dBA (CNEL), new residential construction or development is generally discouraged, but if it does proceed, a detailed analysis of noise reduction requirements must be done and needed noise insulation features included in the design. Therefore, a detailed analysis of noise reduction requirements should be completed for residential uses proposed in areas subject to noise levels above 60 dBA (CNEL). Since noise measurements indicate noise levels exceed 60 dBA (CNEL) in most areas of the Project Area, a detailed noise analysis would be required for all residential

development proposed in the Project Area. It should be noted that in areas with noise levels up to 70 dBA (CNEL), conventional construction but with closed windows and fresh air supply systems or air conditioning will normally be adequate to maintain acceptable interior noise levels.

#### Phelan Loop Site Project

Noise measurements collected at the Phelan Loop Site (Measurement Location #1, Table 16) indicate that noise levels at this site currently range between 64 dBA (CNEL) near the north end of the site (240 feet north of Ocean Avenue) and 71 dBA (CNEL) at 50 feet from Ocean Avenue. Future (2025) noise levels could be 1 to 2 dBA higher due to future traffic increases. Future development at the Phelan Loop Site (particularly any residential uses) also would be subject to noise from bus operations associated with the proposed reconfiguration of Phelan Avenue (north of Ocean Avenue) as buses travel on the northern extension of Harold Avenue and into the new bus layover area.

With such noise levels, residential development is generally discouraged, but can proceed after detailed evaluation of noise reduction requirements is made and needed noise reduction requirements are incorporated into the project design (Mitigation Measure N-1 in Chapter V, Mitigation Measures, p. 343). Planned residential development on this site would also be subject to Title 24 Noise Insulation requirements, which would require that interior noise levels not exceed 45 dBA (CNEL). Implementation of this measure and compliance with Title 24 requirements would ensure that interior noise levels are maintained at acceptable levels and potential noise impacts on future residences is reduced to less-than-significant levels.

#### Kragen Auto Parts Site Project

Similar to the Phelan Loop Site, noise levels at this site currently range between 64 dBA (CNEL) near the north end of the site and 71 dBA (CNEL) adjacent to Ocean Avenue, with future noise increases of 1 to 2 dBA. With such noise levels, residential development is generally discouraged, but can proceed after detailed evaluation of noise reduction requirements is made and needed noise reduction requirements are incorporated into the project design (Mitigation Measure N-1, p. 343). Planned residential development on this site would also be subject to Title 24 Noise Insulation requirements, which would require that interior noise levels not exceed 45 dBA (CNEL). Implementation of this measure and compliance with Title 24 requirements would ensure that interior noise levels are maintained at acceptable levels and potential noise impacts on future residences is reduced to less-than-significant levels.

Tier 1: Near-Term Development (2010)

*Transit Station Neighborhood Subarea*

Noise measurements collected in this area (Measurement Location #2) indicate that noise levels approach 80 dBA (CNEL) on the western portion of this site adjacent to the I-280 freeway. With such noise levels, residential development is generally discouraged, but can proceed after detailed evaluation of noise reduction requirements is made and needed noise reduction requirements are incorporated into the project design (Mitigation Measure N-1, p. 343). New commercial development in areas subject to noise levels above 70 dBA (CNEL) should also only be undertaken after a detailed noise analysis and incorporation of needed noise insulation features. Planned residential development in this area would also be subject to Title 24 Noise Insulation requirements, which would require that interior noise levels not exceed 45 dBA (CNEL). Implementation of this measure and compliance with Title 24 requirements would ensure that interior noise levels are maintained at acceptable levels and potential noise impacts on future residences are reduced to less-than-significant levels.

Noise levels along San Jose Avenue are estimated to range from 65 to 68 dBA (CNEL) between Geneva and Ocean Avenues. By 2025, noise levels are estimated to increase by approximately 1 dBA (Table 17). Plan implementation would result in development of residential uses (infill) along San Jose Avenue (between Geneva and Ocean Avenues) and at the “Donut Shop” parcel. When other noise sources such as the freeway (to the west), aboveground BART operations (to the northwest), and Muni operations on the west side of this street, future noise levels could reach or slightly exceed 70 dBA (CNEL). With such noise levels, residential development is generally discouraged, but can proceed after detailed evaluation of noise reduction requirements is made and needed noise reduction requirements are incorporated into the project design (Mitigation Measure N-1, p. 343). Future residential development in this area would also be subject to Title 24 Noise Insulation requirements, which would require that interior noise levels not exceed 45 dBA (CNEL). Implementation of this measure and compliance with Title 24 requirements would ensure that interior noise levels are maintained at acceptable levels and potential noise impacts on future residences are reduced to less-than-significant levels.

*Ocean Avenue Neighborhood Commercial District Subarea*

Noise levels adjacent to Ocean Avenue are expected to be similar to those measured at the Phelan Loop Site, 71 dBA at 50 feet from the centerline of Ocean Avenue. Future (2025) noise levels could be 1 to 2 dBA higher due to future traffic increases. With such noise levels, residential development is generally discouraged, but can proceed after detailed evaluation of noise reduction requirements is made and needed noise reduction requirements are incorporated into the project design (Mitigation Measure N-1, p. 343). Future infill residential development in this area would also be subject to Title 24 Noise Insulation requirements, which would require that

interior noise levels not exceed 45 dBA (CNEL). Implementation of this measure and compliance with Title 24 requirements would ensure that interior noise levels are maintained at acceptable levels and potential noise impacts on future residences are reduced to less-than-significant levels.

Tier 2: Long-Term Developments (2025)

Transit Station Neighborhood Subarea

If the firehouse site were developed with residential and commercial uses, new development would be subject to future noise levels above 65 dBA (CNEL), similar to the Phelan Loop Site. Future development at this site would also be subject to noise from bus operations associated with the proposed reconfiguration of Phelan Avenue (north of Ocean Avenue) as buses travel on the northern extension of Harold Avenue and in the new bus layover area.

Future infill residential development along San Jose Avenue would be subject to future noise levels above 65 dBA (CNEL), as described above under Tier 1 Developments. Residents would be subject to traffic noise on San Jose Avenue, freeway noise, aboveground BART operations (to the northwest), and Muni operations on the west side of this street.

With such noise levels, residential development is generally discouraged, but can proceed after detailed evaluation of noise reduction requirements is made and needed noise reduction requirements are incorporated into the project design (Mitigation Measure N-1, p. 343). Future residential development in this area would also be subject to Title 24 Noise Insulation requirements, which would require that interior noise levels not exceed 45 dBA (CNEL). Implementation of this measure and compliance with Title 24 requirements would ensure that interior noise levels are maintained at acceptable levels and potential noise impacts on future residences are reduced to less-than-significant levels.

Ocean Avenue Neighborhood Commercial District Subarea

Similar to infill development along Ocean Avenue under Tier 1 Developments, future infill residential development would be subject to noise levels above 65 dBA (CNEL). With such noise levels, residential development is generally discouraged, but can proceed after detailed evaluation of noise reduction requirements is made and needed noise reduction requirements are incorporated into the project design (Mitigation Measure N-1, p. 343). Future infill residential development in this area would also be subject to Title 24 Noise Insulation requirements, which would require that interior noise levels not exceed 45 dBA (CNEL). Implementation of this measure and compliance with Title 24 requirements would ensure that interior noise levels are maintained at acceptable levels and potential noise impacts on future residences are reduced to less-than-significant levels.

Balboa Reservoir Subarea

Noise measurements collected at Balboa Reservoir (Measurement Location #3, Table 16) indicate that noise levels at this site range between 60 and 65 dBA (CNEL) depending on proximity to Phelan Avenue. Future (2025) noise levels could be 1 to 2 dBA higher due to future traffic increases. Future residents in this area would be subject to noise levels between 60 and 70 dBA depending on proximity to Phelan Avenue and the future Lee Avenue Extension (Table 17). With such noise levels, a detailed evaluation of noise reduction requirements should be made and needed noise reduction requirements incorporated into the design before new residential construction proceeds (Mitigation Measure N-1, p. 343). Future residential development in this area would also be subject to Title 24 Noise Insulation requirements, which would require that interior noise levels not exceed 45 dBA (CNEL). Implementation of this measure and compliance with Title 24 requirements would ensure that interior noise levels are maintained at acceptable levels and potential noise impacts on future residences are reduced to less-than-significant levels.

Existing and future noise levels in the western portion of the reservoir area would be acceptable for park/open space uses. San Francisco guidelines indicate that noise levels up to 70 dBA (CNEL) would be acceptable for park uses.

**Vibration Effects**

Rapid transit train (such as BART trains) and light rail train (such as Muni trains) operations can produce groundborne vibration, which can adversely affect adjacent land uses. For subway (below-ground) rapid transit rail systems, groundborne vibration is typically a significant impact, while at-grade or elevated rapid transit lines less commonly generate intrusive groundborne vibration. Groundborne vibration characteristics of light rail systems are very similar to those of rapid transit systems. However, since the speeds of light rail systems are typically lower, vibration levels are also usually lower. Diesel buses and electric trolley buses do not cause significant vibration effects since they do not include steel-wheel trains.

Table 18 presents vibration screening guidelines of the Federal Transit Administration (FTA).<sup>4</sup> The critical distances presented in this table include a 5-decibel factor of safety and assume “normal” vibration propagation. Although efficient vibration propagation can result in substantially higher vibration levels, the critical distances will still identify most of the potentially impacted areas due to the 5-decibel safety factor. However, there is some possibility that some potential impact areas will not be identified. When there is evidence of efficient propagation (e.g., previous complaints about existing transit facilities or a history of problems with construction vibration), the distances listed in Table 18 should be increased by a factor of 1.5.

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<sup>4</sup> Federal Transit Administration, Transit Noise and Vibration Impact Assessment. DOT-T-95-16. April 1995.

**Table 18: Screening Distances for Vibration Assessments**

| Land Use Category  | Critical Distance From Right-of-Way or Property Line<br>(in feet) |                              |   |
|--|---|------------------------------|---|
|  | Rail Rapid<br>Transit (BART)                                      | Light Rail<br>Transit (Muni) | Diesel and<br>Electric Trolley<br>Buses |
| Category 1: Buildings where low ambient vibration is essential for interior operations | 600   | 450                          | 100                                     |
| Category 2: Residences and buildings where people normally sleep.                      | 200   | 150                          | 50                                      |
| Category 3: Institutional land uses with primarily daytime use.                        | 120   | 100                          | --                                      |

*Notes:* Some vibration-sensitive land uses are not included in these categories. Examples are: concert halls and TV studios, which for the screening procedure, should be evaluated as Category 1; theaters and auditoriums should be evaluated as Category 2.

*Source:* Federal Transit Administration, 1995.

The proposed Area Plan designates residential uses adjacent to Muni light rail facilities and BART facilities. Proximity of designated uses to these rail facilities is discussed below by Plan component.

Phelan Loop and Kragen Auto Parts Sites

The proposed residential and mixed-use project at the Phelan Loop and Kragen Auto Parts Sites could be located as close as approximately 40 feet from Muni light rail facilities along Ocean Avenue. Such proximity would be within the FTA’s critical distance guideline of 150 feet for residential uses located near light rail facilities. If any residential uses are proposed within 150 feet of Muni rail facilities, a vibration analysis would be required to determine the potential for impact and need for incorporation of design measures to reduce vibration to acceptable levels (Mitigation Measure N-2, p. 343).

Tier 1: Near-Term Development (2010)

Transit Station Neighborhood Subarea

The proposed residential and mixed uses on the western portion of the Upper Yard site could be as close as 50 to 100 feet from BART’s below-ground facilities and future Muni light rail facilities (under Tier 2). Such proximity would be within the FTA’s critical distance guideline of 200 feet for residential uses located near rapid rail facilities and 150 feet for residential uses located near light rail facilities. If any residential uses are proposed within 200 feet of BART facilities and 150 feet of Muni rail facilities, a vibration analysis would be required to determine the potential for impact and need for incorporation of design measures to reduce vibration to acceptable levels (Mitigation Measure N-2, p. 343).

Residential uses are designated along San Jose Avenue (infill) and at the “Donut Shop” parcel. These uses could be located within 50 to 75 feet of Muni light rail facilities. Such proximity would be within the FTA’s critical distance guideline of 150 feet for residential uses located near light rail facilities. If any residential uses are proposed within 150 feet of Muni rail facilities, a vibration analysis would be required to determine the potential for impact and need for incorporation of design measures to reduce vibration to acceptable levels (Mitigation Measure N-2, p. 343).

*Ocean Avenue Neighborhood Commercial District Subarea*

Infill residential uses are designated along Ocean Avenue and these uses could be located within 40 feet of Muni light rail facilities. Such proximity would be within the FTA’s critical distance guideline of 150 feet for residential uses located near light rail facilities. If any residential uses are proposed within 150 feet of Muni rail facilities, a vibration analysis would be required to determine the potential for impact and need for incorporation of design measures to reduce vibration to acceptable levels (Mitigation Measure N-2, p. 343).

Tier 2: Long-Term Developments (2025)

*Transit Station Neighborhood Subarea*

If the firehouse site were developed with residential and commercial uses, new development could be within the FTA’s critical distance guideline of 150 feet for residential uses located near light rail facilities. If any residential uses are proposed within 150 feet of Muni rail facilities, a vibration analysis would be required to determine the potential for impact and need for incorporation of design measures to reduce vibration to acceptable levels (Mitigation Measure N-2, p. 343).

Future infill residential development along San Jose Avenue could be subject to vibration impacts, as described above under Tier 1 Developments. If any residential uses are proposed within 150 feet of Muni rail facilities, a vibration analysis would be required to determine the potential for impact and need for incorporation of design measures to reduce vibration to acceptable levels (Mitigation Measure N-2, p. 343).

*Ocean Avenue Neighborhood Commercial District Subarea*

Similar to infill development along Ocean Avenue under Tier 1 Developments, future infill residential development would be within the FTA’s critical distance guideline of 150 feet for residential uses located near light rail facilities. If any residential uses are proposed within 150 feet of Muni rail facilities, a vibration analysis would be required to determine the potential for impact and need for incorporation of design measures to reduce vibration to acceptable levels (Mitigation Measure N-2, p. 343).



Balboa Reservoir Subarea

Designated residential and school facility uses within the Balboa Reservoir would be located more than 350 feet from Muni light rail facilities in Ocean Avenue. Therefore, vibration effects on these uses would be less than significant.

**Cumulative Traffic Noise Impacts**

Based on future traffic projections presented in Section IV.C, Transportation, future (2025) noise levels were estimated for major streets within the Project Area. Future Baseline noise level estimates indicate that proposed, planned, or approved growth outside of the Project Area would increase noise levels along local roadways by 2 dBA or less. When traffic noise increases associated with the proposed Plan are considered, Plan implementation (with and without transportation improvements) would increase future noise levels by an additional 1 dBA. In general, traffic noise increases of less than 3 dBA are generally not perceptible to most people, while a 5 dBA increase is readily noticeable. Therefore, such increases are considered to be less than significant.

However, it should be noted that noise levels immediately adjacent to Ocean Avenue already approach or slightly exceed 70 dBA (CNEL), and these noise levels would increase to 73 dBA (CNEL) with cumulative traffic increases. San Francisco Land Use Compatibility Guidelines for Community Noise indicate that residential development is generally discouraged in areas where noise levels exceed 65 dBA (CNEL), but can proceed after detailed evaluation of noise reduction requirements is made and needed noise reduction requirements are incorporated into the project design. All new residential development would be required to meet the City's Land Use Compatibility Guidelines for Community Noise and must consider both existing and future noise levels along local streets (Mitigation Measure N-1, p. 343). Future residential development would also be subject to Title 24 Noise Insulation requirements, which would require that interior noise levels not exceed 45 dBA (CNEL). Implementation of this measure and compliance with Title 24 requirements would ensure that interior noise levels are maintained at acceptable levels and potential cumulative noise impacts on future residences are reduced to less-than-significant levels.

## E. AIR QUALITY

### SETTING

#### APPLICABLE REGULATIONS AND PLANS

##### Federal Ambient Air Quality Standards

The 1970 Clean Air Act (last amended in 1990, 42 United States Code [USC] 7401 et seq.) required that regional planning and air pollution control agencies prepare a regional air quality plan to outline the measures by which both stationary and mobile sources of pollutants will be controlled in order to achieve all standards by the deadlines specified in the Clean Air Act. The ambient air quality standards are intended to protect the public health and welfare, and they specify the concentration of pollutants (with an adequate margin of safety) to which the public can be exposed without adverse health effects. They are designed to protect those segments of the public most susceptible to respiratory distress, known as sensitive receptors, including asthmatics, the very young, the elderly, people weak from other illness or disease, or persons engaged in strenuous work or exercise. Healthy adults can tolerate occasional exposure to air pollution levels that are somewhat above the ambient air quality standards before adverse health effects are observed.

The San Francisco Bay Area Air Basin's (SFBAAB) current attainment status with respect to federal standards is summarized in Table 19. In general, the SFBAAB experiences low concentrations of most pollutants when compared to federal standards, except for ozone and particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>), for which standards are exceeded periodically. The SFBAAB's attainment status for ozone has changed several times over the past decade, first from "nonattainment" to "attainment" in 1995, then back to "unclassified nonattainment" in 1998 for the 1-hour federal ozone standard. In June 2004, the SFBAAB was designated as "marginal nonattainment" for the 8-hour ozone standard. However, in June 2005, the U.S. EPA revoked the federal 1-hour ozone standard, although the 8-hour standard is still in effect. The attainment deadline for "marginal nonattainment" areas for the 8-hour federal ozone standard is June 2007. In 1998, after many years without violations of any CO standards, the attainment status for CO was upgraded to "attainment."

##### Air Quality Element

The Air Quality Element of the *San Francisco General Plan* is composed of six sections, each of which focuses on different aspects of air quality improvement efforts. The goals of the Area Plan would include the increase of transit access and enhancement of non-auto travel to reduce mobile source emissions from automobiles. The following objectives and policies of the Air Quality Element relate to mobile source emissions and land use planning and would pertain to the Area Plan.

- Objective 2:** Reduce mobile sources of air pollution through implementation of the Transportation Element of the *General Plan*. (Applicable transportation elements related to “Transit First” policies, transit, pedestrians, and bicycles are listed under the discussion of the Transportation Element in Section IV.A, Land Use, Plans, and Policies, pp. 119-121.)
- Objective 3:** Decrease the air quality impacts of development by coordination of land use and transportation decisions.
- Policy 3.1: Take advantage of the high density of development in San Francisco to improve the transit infrastructure and also encourage high density and compact development where an extensive transportation infrastructure exists.
- Policy 3.2: Encourage mixed land use development near transit lines and provide retail and other types of service oriented uses within walking distance to minimize automobile dependent development.
- Policy 3.6: Link land use decision making policies to the availability of transit and consider the impacts of these policies on the local and regional transportation system.
- Policy 3.9: Encourage and require planting of trees in conjunction with new development to enhance pedestrian environment and select species of trees that optimize achievement of air quality goals.

### **State Ambient Air Quality Standards**

The Clean Air Act Amendments of 1970 established national ambient air quality standards, and individual states retained the option to adopt more stringent standards and to include other pollution sources. California had already established its own air quality standards when federal standards were established, and because of the unique meteorological problems in California, there is considerable diversity between the state and national ambient air quality standards, as shown in Table 19. California ambient standards tend to be at least as protective as national ambient standards and are often more stringent.

In 1988, California passed the California Clean Air Act (California Health and Safety Code Sections 39600 et seq.), which, like its federal counterpart, called for the designation of areas as attainment or nonattainment, but based on state ambient air quality standards rather than the federal standards. In general, state standards are more stringent than federal standards. Table 19 presents a summary of the SFBAAB’s current attainment status with respect to state standards. As indicated in the table, the SFBAAB is designated as “nonattainment” for state ozone, PM<sub>10</sub>, and PM<sub>2.5</sub> standards. The SFBAAB is designated as “attainment” for all other pollutants listed in the table.

**Table 19: State and Federal Ambient Air Quality Standards**

| Pollutant                                    | Averaging Time        | (State) SAAQS <sup>(1)</sup>        |                   | (Federal) NAAQS <sup>(2)</sup> |                         |
|--|-----------------------|-------------------------------------|-------------------|--------------------------------|-------------------------|
|  |                       | Standard                            | Attainment Status | Standard                       | Attainment Status       |
| Ozone (O <sub>3</sub> )                      | 1 hour                | 0.09 ppm                            | N                 | NA                             | See Note <sup>(3)</sup> |
|  | 8 hour                | 0.07 ppm                            | U <sup>(4)</sup>  | 0.08 ppm                       | <b>N/Marginal</b>       |
| Carbon Monoxide (CO)                         | 1 hour                | 20 ppm                              | A                 | 35 ppm                         | A                       |
|  | 8 hour                | 9 ppm                               | A                 | 9 ppm                          | A                       |
| Nitrogen Dioxide (NO <sub>2</sub> )          | 1 hour                | 0.25 ppm                            | A                 | NA                             | NA                      |
|  | Annual                | NA                                  | NA                | 0.053 ppm                      | A                       |
| Sulfur Dioxide (SO <sub>2</sub> )            | 1 hour                | 0.25 ppm                            | A                 | NA                             | NA                      |
|  | 24 hour               | 0.04 ppm                            | A                 | 0.14 ppm                       | A                       |
|  | Annual                | NA                                  | NA                | 0.03 ppm                       | A                       |
| Particulate Matter (PM <sub>10</sub> )       | 24 hour               | 50 µg/m <sup>3</sup>                | N                 | 150 µg/m <sup>3</sup>          | U                       |
|  | Annual <sup>(5)</sup> | 20 µg/m <sup>3</sup> <sup>(6)</sup> | N                 | 50 µg/m <sup>3</sup>           | A                       |
| Fine Particulate Matter (PM <sub>2.5</sub> ) | 24 hour               | NA                                  | NA                | 65 µg/m <sup>3</sup>           | A                       |
|  | Annual                | 12 µg/m <sup>3</sup>                | N                 | 15 µg/m <sup>3</sup>           | A                       |
| Sulfates                                     | 24 hour               | 25 µg/m <sup>3</sup>                | A                 | NA                             | NA                      |
| Lead   | 30 day                | 1.5 µg/m <sup>3</sup>               | A                 | NA                             | NA                      |
|  | Cal. Quarter          | NA                                  | NA                | 1.5 µg/m <sup>3</sup>          | A                       |
| Hydrogen Sulfide                             | 1 hour                | 0.03 ppm                            | U                 | NA                             | NA                      |
| Visibility-Reducing Particles                | 8 hour                | See Note <sup>(7)</sup>             | A                 | NA                             | NA                      |

Notes: A = Attainment; N = Nonattainment; U = Unclassified; NA = Not Applicable, no applicable standard; ppm = parts per million; µg/m<sup>3</sup> = micrograms per cubic meter.

- <sup>1</sup> SAAQS = state ambient air quality standards (California). SAAQS for ozone, carbon monoxide (except Lake Tahoe), sulfur dioxide (1-hour and 24-hour), nitrogen dioxide, particulate matter, and visibility-reducing particles are values that are not to be exceeded. All other state standards shown are values not to be equaled or exceeded.
- <sup>2</sup> NAAQS = national ambient air quality standards. NAAQS, other than ozone and particulates, and those based on annual averages or annual arithmetic means, are not to be exceeded more than once a year. The 8-hour ozone standard is attained when the three-year average of the fourth highest daily concentration is 0.08 ppm or less. The 24-hour PM<sub>10</sub> standard is attained when the three-year average of the 99th percentile of monitored concentrations is less than the standard. The 24-hour PM<sub>2.5</sub> standard is attained when the three-year average of the 98th percentile is less than the standard.
- <sup>3</sup> The U.S. EPA revoked the national 1-hour ozone standard on June 15, 2005.
- <sup>4</sup> This state 8-hour ozone standard was approved in April 2005 and became effective in May 2006.
- <sup>5</sup> State standard = annual geometric mean; national standard = annual arithmetic mean.
- <sup>6</sup> In June 2002, the California Air Resources Board (CARB) established new annual standards for PM<sub>2.5</sub> and PM<sub>10</sub>.
- <sup>7</sup> Statewide visibility-reducing particle standard (except Lake Tahoe Air Basin): Particles in sufficient amount to produce an extinction coefficient of 0.23 per kilometer when the relative humidity is less than 70 percent. This standard is intended to limit the frequency and severity of visibility impairment due to regional haze and is equivalent to a 10-mile nominal visual range.

Source: BAAQMD, 2006.

#### California Air Resources Board

The California Air Resources Board (CARB) is the state agency responsible for regulating air quality. The CARB's responsibilities include establishing state ambient air quality standards, emissions standards, and regulations for mobile emissions sources (e.g., autos, trucks, etc.), as well as overseeing the efforts of countywide and multi-county air pollution control districts, which have primary responsibility over stationary sources.

#### Bay Area Air Quality Management District

The Bay Area Air Quality Management District (BAAQMD) is the regional agency responsible for air quality regulation within the SFBAAB. The BAAQMD regulates air quality through its planning and review activities. The BAAQMD has permit authority over most types of stationary emission sources and can require stationary sources to obtain permits; it can also impose emission limits, set fuel or material specifications, or establish operational limits to reduce air emissions. The BAAQMD regulates new or expanding stationary sources of toxic air contaminants.

The BAAQMD's *Clean Air Plan* (CAP), last adopted in 2000, applies control measures to stationary and mobile sources and outlines transportation control measures. Although the 2000 CAP is an ozone plan, it includes PM<sub>10</sub> attainment planning as an informational item. The 2000 CAP continues to implement and expand key mobile-source programs included in the 1997 CAP, including 19 transportation control measures.

In response to the U.S. EPA redesignation of the basin for the 1-hour federal ozone standard to nonattainment, the BAAQMD, Association of Bay Area Governments (ABAG), and Metropolitan Transportation Commission (MTC) were required to develop an ozone attainment plan to meet this standard. The *1999 Ozone Attainment Plan* (OAP) was prepared and adopted by these agencies in June 1999. However, in March 2001, the U.S. EPA proposed and took final action to approve portions of the 1999 OAP and disapprove other portions, while also making the finding that the Bay Area had not attained the national 1-hour ozone standard. As a result, a revised OAP was prepared and adopted in October 2001. The 2001 OAP amends and supplements the 1999 OAP. The 2001 OAP contains control strategies for stationary and mobile sources. The adopted mobile-source control program was estimated to significantly reduce volatile organic compound and nitrogen oxides (NO<sub>x</sub>) emissions between 2000 and 2006, reducing emissions from on- and off-road diesel engines (including construction equipment). In addition to emission reduction requirements for engines and fuels, the OAP identified 28 transportation control measures to reduce automobile emissions, including improved transit service and transit coordination, new carpool lanes, signal timing, freeway incident management, and increased state gas tax and bridge tolls.

In January 2006, the BAAQMD, in cooperation with the MTC and ABAG, adopted the *Bay Area 2005 Ozone Strategy*. The Ozone Strategy is a roadmap showing how the San Francisco Bay Area will achieve compliance with the state 1-hour ozone standard as expeditiously as practicable, and how the region will reduce transport of ozone and ozone precursors to neighboring air basins. The control strategy includes stationary-source control measures to be implemented through BAAQMD regulations; mobile-source control measures to be implemented through incentive programs and other activities; and transportation control measures to be implemented through transportation programs in cooperation with the MTC, local governments, transit agencies, and others.

### **Toxic Air Contaminant Guidelines and Regulations**

In addition to setting ambient air quality standards for criteria pollutants, the CARB identifies other air pollutants such as toxic air contaminants (TACs). TACs are pollutants that may cause serious, long-term effects, such as cancer, even at low levels. Potential 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. In 1998, the CARB identified particulate emissions from diesel-fueled engines (DPM) as a TAC based upon their potential to cause cancer and other chronic adverse health effects. The BAAQMD *Bay Area 2005 Ozone Strategy's* mobile source and transportation control measures should provide some local benefits by reducing emissions of particulate matter and DPM. DPM is the TAC most relevant to the proposed *Balboa Park Station Area Plan*.

Recent air pollution studies have shown an association between respiratory and other non-cancer health effects and proximity to high traffic roadways. Other studies have shown that diesel exhaust and other cancer-causing chemicals emitted from cars and trucks are responsible for much of the overall cancer risk from airborne toxics in California. Also, the CARB community health risk assessments and regulatory programs have produced important air quality information about certain types of facilities that should be considered when sites are chosen for new residences, schools, day care centers, playgrounds, and medical facilities (i.e., sensitive land uses). Sensitive land uses deserve special attention because children, pregnant women, the elderly, and those with existing health problems are especially vulnerable to the non-cancer effects of air pollution. There is also substantial evidence that children are more sensitive to cancer-causing chemicals.<sup>1</sup>

In 2000, the CARB approved a comprehensive Diesel Risk Reduction Program to reduce diesel emissions from both new and existing diesel-fueled vehicles and engines. The program aims to develop and implement specific statewide regulations designed to reduce DPM emissions and the

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<sup>1</sup> California Environmental Protection Agency (CEPA) and California Air Resources Board (CARB), *Air Quality and Land Use Handbook: A Community Health Perspective*, April 2005.

associated health risk 75 percent by 2010 and 85 percent by 2020. In addition to implementing more stringent engine controls (diesel engines produced today have one-eighth the tailpipe exhausts of a truck or bus built in 1990), diesel fuel is required to have lower sulfur levels. As of June 1, 2006, at least 80 percent of on-road diesel fuel refined in the United States must be ultra-low sulfur diesel, which reduces sulfur emissions by 97 percent. With new controls and fuel requirements, 60 trucks built in 2007 would have the same soot exhaust emissions as one truck built in 1988.<sup>2</sup>

Despite these dramatic reductions in emission rates, reducing DPM emissions will take time since older trucks will need to be retrofitted or phased out as part of fleet turnover. While these efforts are reducing diesel particulate emissions on a statewide basis, they do not yet capture every site where diesel vehicles and engines may congregate. Because living or going to school too close to certain air pollution sources may increase both cancer and non-cancer health risks, the CARB recommends that proximity be considered when sites for new sensitive land uses are chosen.

The CARB recommends that new sensitive land uses (e.g., residences, schools, daycare centers, playgrounds, or medical facilities) should not be located within 500 feet of a freeway or urban roads carrying 100,000 vehicles per day. In traffic-related studies, the additional non-cancer health risk attributable to proximity was seen within 1,000 feet and was strongest within 300 feet (300 to 1,700 chances in a million of getting cancer due to facility emissions over a 70-year lifetime). California freeway studies show about a 70 percent drop-off in particulate pollution levels at 500 feet. Risk from DPM will decrease over time as cleaner technology phases in.<sup>3</sup>

The CARB notes that these recommendations are advisory and should not be interpreted as defined “buffer zones.” The CARB acknowledges that land use agencies must balance other considerations, including housing and transportation needs, the benefits of urban infill, community economic development priorities, and other quality of life issues. With careful evaluation, CARB’s position is that infill development, mixed use, higher density, transit-oriented development, and other concepts that benefit regional air quality can be compatible with protecting the health of individuals at the neighborhood level.<sup>4</sup>

In addition to these preventative guidelines, the CARB approved a regulatory measure in 2005 to reduce emissions of toxic and criteria pollutants by limiting the idling of new heavy-duty diesel vehicles, which altered five sections of Title 13 of the California Code of Regulations. The relevant changes are Sections 2480 and 2485, which limit idling of commercial motor vehicles

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<sup>2</sup> Pollution Engineering, *New Diesel Fuel Rules Start*, website accessed on October 30, 2006: <http://www.pollutioneng.com/CDA/>.

<sup>3</sup> California Environmental Protection Agency (CEPA) and California Air Resources Board (CARB), *Air Quality and Land Use Handbook: A Community Health Perspective*, April 2005.

<sup>4</sup> *Ibid.*

(including buses and trucks) within 100 feet of a school or residential area for more than five consecutive minutes or periods aggregating more than five minutes in any one hour.<sup>5</sup> Buses or vehicles also must turn off their engines upon stopping at a school and must not turn their engines on more than 30 seconds before beginning to depart from a school.

### ● Greenhouse Gases

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 a driving force for global climate change. Definitions of climate change vary between and across regulatory authorities and the scientific community, but in general can be described as the changing of the earth's climate caused by natural fluctuations and anthropogenic activities which alter the composition of the global atmosphere.

Individual projects contribute to the cumulative effects of climate change by emitting GHGs during demolition, construction, and operational phases. The principal GHGs are carbon dioxide (CO<sub>2</sub>), methane (CH<sub>4</sub>), nitrous oxide (N<sub>2</sub>O), ozone, and water vapor. (Ozone—not directly emitted, but formed from other gases—in the troposphere, the lowest level of the earth's atmosphere, also contributes to the retention of heat.) While the presence of the primary GHGs in the atmosphere are naturally occurring, CO<sub>2</sub>, CH<sub>4</sub>, and N<sub>2</sub>O are largely emitted from human activities, accelerating the rate at which these compounds occur within earth's atmosphere. Carbon dioxide is the "reference gas" for climate change, meaning that emissions of GHGs are typically reported in "carbon dioxide-equivalent" measures. Emissions of carbon dioxide are largely by-products of fossil fuel combustion, whereas methane results from off-gassing associated with agricultural practices and landfills. Other GHGs, with much greater heat-absorption potential than carbon dioxide, include hydrofluorocarbons, perfluorocarbons, and sulfur hexafluoride, and are generated in certain industrial processes. There is international scientific consensus that human-caused increases in GHGs have and will continue to contribute to global warming, although there is uncertainty concerning the magnitude and rate of the warming. Potential global warming impacts in California may include, but are not limited to, loss in snow pack, sea level rise, more extreme heat days per year, more high ozone days, more large forest fires, and more drought years. Secondary effects are likely to include a global rise in sea level, impacts to agriculture, changes in disease vectors, and changes in habitat and biodiversity.

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<sup>5</sup> There are 12 exceptions to this requirement (e.g., emergency situations, military, adverse weather conditions, etc.), which include the following: when a vehicle's power takeoff is being used to run pumps, blowers, or other equipment; when a vehicle is stuck in traffic, stopped at a light, or under direction of a police officer; when a vehicle is queuing beyond 100 feet from any restricted area; or when an engine is being tested, serviced, or repaired.



The California Energy Commission (CEC) estimated that in 2004 California produced 500 million gross metric tons (about 550 million U.S. tons) of carbon dioxide-equivalent GHG emissions. The CEC found that transportation is the source of 38 percent of the State's GHG emissions, followed by electricity generation (both in-state and out-of-state) at 23 percent and industrial sources at 13 percent. In the Bay Area, fossil fuel consumption in the transportation sector (on-road motor vehicles, off-highway mobile sources, and aircraft) is the single largest source of the Bay Area's GHG emissions, accounting for just over half of the Bay Area's 85 million tons of GHG emissions in 2002. Industrial and commercial sources were the second largest contributors of GHG emissions with about one-fourth of total emissions. Domestic sources (e.g., home water heaters, furnaces, etc.) account for about 11 percent of the Bay Area's GHG emissions, followed by power plants at 7 percent. Oil refining currently accounts for approximately 6 percent of the total Bay Area GHG emissions.

### **Statewide Actions**

In 2005, in recognition of California's vulnerability to the effects of climate change, Governor Schwarzenegger established Executive Order S-3-05, which sets forth a series of target dates by which statewide emission of GHG would be progressively reduced, as follows: by 2010, reduce GHG emissions to 2000 levels; by 2020, reduce GHG emissions to 1990 levels; and by 2050, reduce GHG emissions to 80 percent below 1990 levels.

In 2006, California passed the California Global Warming Solutions Act of 2006 (Assembly Bill No. 32; California Health and Safety Code Division 25.5, Sections 38500, et seq., or AB 32), which requires the California Air Resources Board (CARB) to design and implement emission limits, regulations, and other measures, such that feasible and cost-effective statewide GHG emissions are reduced to 1990 levels by 2020 (representing a 25 percent reduction in emissions).

AB 32 establishes a timetable for the CARB to adopt emission limits, rules, and regulations designed to achieve the intent of the Act. CARB staff is preparing a scoping plan to meet the 2020 greenhouse gas reduction limits outlined in AB 32. In order to meet these goals, California must reduce their greenhouse gases by 30 percent below projected 2020 business as usual emissions levels, or about 10 percent from today's levels. In June 2008, CARB released their Draft Scoping Plan, which estimates a reduction of 169 million metric tons of CO<sub>2</sub>-eq (MMTCO<sub>2</sub>-eq).

Approximately one-third of the emissions reductions strategies fall within the transportation sector and include the following: California Light-Duty Vehicle GHG standards, the Low Carbon Fuel Standard, Heavy-Duty Vehicle GHG emission reductions and energy efficiency, and medium and heavy-duty vehicle hybridization, high speed rail, and efficiency improvements in goods movement. These measures are expected to reduce GHG emissions by 60.2 MMTCO<sub>2</sub>-eq. Emissions from the electricity sector are expected to reduce another 49.7 MMTCO<sub>2</sub>-eq. Reductions from the electricity sector include building and appliance energy efficiency and conservation, increased combined heat and power, solar water heating (AB 1470), the renewable

energy portfolio standard (33% renewable energy by 2020), and the existing million solar roofs program. Other reductions are expected from industrial sources, agriculture, forestry, recycling and waste, water, and emissions reductions from cap-and-trade programs. Local government actions and regional GHG targets are also expected to yield a reduction of 2 MMTCO<sub>2</sub>-eq. Measures that could become effective during implementation pertain to construction-related equipment and building and appliance energy efficiency. Some proposed measures will require new legislation to implement, some will require subsidies, some have already been developed, and some will require additional effort to evaluate and quantify. Additionally, some emissions reductions strategies may require their own environmental review under CEQA or the National Environmental Policy Act (NEPA). Applicable measures that are ultimately adopted will become effective during implementation of proposed project and the proposed project could be subject to these requirements, depending on the proposed project's timeline.

### **Local Actions**

San Francisco has a history of environmental protection policies and programs aimed at improving the quality of life for San Francisco's residents and reducing impacts on the environment. The following plans, policies and legislation demonstrate San Francisco's continued commitment to environmental protection.

*Transit First Policy.* In 1973 San Francisco instituted the Transit First Policy which added Section 16.102 to the City Charter with the goal of reducing the City's reliance on freeways and meeting transportation needs by emphasizing mass transportation. The Transit First Policy gives priority to public transit investments; adopts street capacity and parking policies to discourage increased automobile traffic; and encourages the use of transit, bicycling and walking rather than use of single-occupant vehicles.

*San Francisco Sustainability Plan.* In July 1997 the Board of Supervisors approved the Sustainability Plan for the City of San Francisco establishing sustainable development as a fundamental goal of municipal public policy.

*The Electricity Resource Plan (Revised December 2002).* San Francisco adopted the Electricity Resource Plan to help address growing environmental health concerns in San Francisco's southeast community, home of two power plants. The plan presents a framework for assuring a reliable, affordable, and renewable source of energy for the future of San Francisco.

*The Climate Action Plan for San Francisco.* In February 2002, the San Francisco Board of Supervisors passed the Greenhouse Gas Emissions Reduction Resolution (Number 158-02) committing the City and County of San Francisco to a GHG emissions reduction goal of 20 percent below 1990 levels by the year 2012. In September 2004, the San Francisco Department of the Environment and the Public Utilities Commission published the Climate Action Plan for San

Francisco: Local Actions to Reduce Greenhouse Gas Emissions. The Climate Action Plan provides the context of climate change in San Francisco and examines strategies to meet the 20 percent greenhouse gas reduction target. Although the Board of Supervisors has not formally committed the City to perform the actions addressed in the Plan, and many of the actions require further development and commitment of resources, the Plan serves as a blueprint for GHG emission reductions, and several actions have been implemented or are now in progress.

*San Francisco Municipal Transportation Agency's Zero Emissions 2020 Plan.* The SFMTA's Zero Emissions 2020 plan focuses on the purchase of cleaner transit buses including hybrid diesel-electric buses. Under this plan hybrid buses will replace the oldest diesel buses, some dating back to 1988. The hybrid buses emit 95 percent less particle matter (PM, or soot) than the buses they replace, they produce 40% less oxides of nitrogen (NOx), and they reduce greenhouse gases by 30 percent.

*LEED® Silver for Municipal Buildings.* In 2004, the City amended Chapter 7 of the Environment Code, requiring all new municipal construction and major renovation projects to achieve LEED® Silver Certification from the US Green Building Council.

*Zero Waste.* In 2004, the City of San Francisco committed to a goal of diverting 75 percent of its waste from landfills by 2010, with the ultimate goal of zero waste by 2020. San Francisco currently recovers 69 percent of discarded material.

*Construction and Demolition Debris Recovery Ordinance.* In 2006 the City of San Francisco adopted Ordinance No. 27-06, requiring all construction and demolition debris to be transported to a registered facility that can divert a minimum of 65% of the material from landfills. This ordinance applies to all construction, demolition, and remodeling projects within the City.

*Greenhouse Gas Reduction Ordinance.* In May 2008, the City of San Francisco adopted an ordinance amending the San Francisco Environment Code to establish City greenhouse gas emission targets and departmental action plans, to authorize the Department of the Environment to coordinate efforts to meet these targets, and to make environmental findings. The ordinance establishes the following greenhouse gas emission reduction limits for San Francisco and the target dates to achieve them:

- Determine 1990 City greenhouse gas emissions by 2008, the baseline level with reference to which target reductions are set;
- Reduce greenhouse gas emissions by 25 percent below 1990 levels by 2017;
- Reduce greenhouse gas emissions by 40 percent below 1990 levels by 2025; and
- Reduce greenhouse gas emissions by 80 percent below 1990 levels by 2050.

The ordinance also specifies requirements for City departments to prepare departmental Climate Action Plans that assess, and report to the Department of the Environment, GHG emissions associated with their department's activities and activities regulated by them, and prepare recommendations to reduce emissions. As part of this, the San Francisco Planning Department is required to: (1) update and amend the City's applicable General Plan elements to include the emissions reduction limits set forth in this ordinance and policies to achieve those targets; (2) consider a project's impact on the City's GHG reduction limits specified in this ordinance as part of its review under CEQA; and (3) work with other City departments to enhance the "transit first" policy to encourage a shift to sustainable modes of transportation thereby reducing emissions and helping to achieve the targets set forth by this ordinance.

*Go Solar SF.* On July 1, 2008, the San Francisco Public Utilities Commission (SFPUC) launched their "GoSolarSF" program to San Francisco's businesses and residents, offering incentives in the form of a rebate program that could pay for approximately half the cost of installation of a solar power system, and more to those qualifying as low-income residents.

*City of San Francisco's Green Building Ordinance.* On August 4, 2008, Mayor Gavin Newsom signed into law San Francisco's Green Building Ordinance for newly constructed residential and commercial buildings and renovations to existing buildings. The ordinance specifically requires newly constructed commercial buildings over 5,000 square feet (sq. ft.), residential buildings over 75 feet in height, and renovations on buildings over 25,000 sq. ft. to be subject to an unprecedented level of LEED® and green building certifications, which makes San Francisco the city with the most stringent green building requirements in the nation. Cumulative benefits of this ordinance includes reducing CO2 emissions by 60,000 tons, saving 220,000 megawatt hours of power, saving 100 million gallons of drinking water, reducing waste and storm water by 90 million gallons of water, reducing construction and demolition waste by 700 million pounds, increasing the valuations of recycled materials by \$200 million, reducing automobile trips by 540,000, and increasing green power generation by 37,000 megawatt hours.

The Green Building Ordinance also continues San Francisco's efforts to reduce the City's greenhouse gas emissions to 20 percent below 1990 levels by the year 2012, a goal outlined in the City's 2004 Climate Action Plan. In addition, by reducing San Francisco's emissions, this ordinance also furthers the State's efforts to reduce greenhouse gas emissions statewide as mandated by the California Global Warming Solutions Act of 2006.

### **Other City Ordinances**

The City also has passed ordinances to reduce waste from retail and commercial operations. Ordinance 295-06, the Food Waste Reduction Ordinance, prohibits the use of polystyrene foam disposable food service ware and requires biodegradable/compostable or recyclable food service ware by restaurants, retail food vendors, City Departments and City contractors. Ordinance 81-07,

the Plastic Bag Reduction Ordinance, requires stores located within the City and County of San Francisco to use compostable plastic, recyclable paper and/or reusable checkout bags.

The San Francisco Planning Department and Department of Building Inspection have also developed a streamlining process for Solar Photovoltaic (PV) Permits and priority permitting mechanisms for projects pursuing LEED® Gold Certification.

The City's Planning Code reflects the latest smart growth policies and includes: electric vehicle refueling stations in city parking garages, bicycle storage facilities for commercial and office buildings, and zoning that is supportive of high density mixed-use infill development. The City's more recent area plans, such as Rincon Hill, Market and Octavia, and Eastern Neighborhoods Area Plans, provide transit-oriented development policies. At the same time there is also a community-wide focus on ensuring San Francisco's neighborhoods as "livable" neighborhoods, including the Better Streets Plan that would improve streetscape policies throughout the City, the Transit Effectiveness Plan, that aims to improve transit service, and the Bicycle Plan, all of which promote alternative transportation options. Similarly, the Balboa Park Station Area Plan would help create a transit-oriented community. The City also provides incentives to City employees to use alternative commute modes and the City recently introduced legislation that would require almost all employers to have comparable programs.

Each of the policies and ordinances discussed above include measures that would decrease the amount of greenhouse gases emitted into the atmosphere and decrease San Francisco's overall contribution to climate change.

### **Odors**

BAAQMD Regulation 7 places general limitations on odorous substances and specific emission limitations on certain odorous compounds. The limitations of this regulation limit the "discharge of any odorous substance which causes the ambient air at or beyond the property line...to be odorous and to remain odorous after dilution with four parts of odor-free air." The BAAQMD must receive odor complaints from ten or more complainants within a 90-day period in order for the limitations of this regulation to go into effect. If this criterion has been met, an odor violation can be issued by the BAAQMD if a test panel of people can detect an odor in samples collected periodically from the source.

## AIR QUALITY CONDITIONS

### Ambient Air Quality

The BAAQMD's air quality monitoring network provides information on ambient concentrations of criteria air pollutants in San Francisco. Table 20 is a five-year summary of highest annual criteria air pollutant concentrations (2000 to 2004), collected at the BAAQMD's air quality monitoring station on Arkansas Street in the Potrero neighborhood of San Francisco, approximately four miles northeast of the site. Table 20 compares measured pollutant concentrations with the most stringent applicable ambient air quality standards (state or federal).

**Table 20: Summary of San Francisco Air Quality Monitoring Data (2000–2004)**

| Pollutant  | Most Stringent Applicable Standard | Number of Days Standards Were Exceeded and Maximum Concentrations Measured |           |             |           |           |
|--|------------------------------------|--|-----------|-------------|-----------|-----------|
|  |                                    | 2000   | 2001      | 2002        | 2003      | 2004      |
| <b>Ozone (ROG)</b>                               |                                    |  |           |             |           |           |
| - Days 1-hour Std. Exceeded                      | >9 pphm <sup>a</sup>               | 0  | 0         | 0           | 0         | 0         |
| - Max. 1-hour Conc. (pphm) <sup>b</sup>          |                                    | 6  | 8         | 5           | 9         | 9         |
| - Days 8-hour Std. Exceeded                      | >8 pphm <sup>b</sup>               | 0  | 0         | 0           | 0         | 0         |
| - Max. 8-hour Conc. (pphm) <sup>b</sup>          |                                    | 4  | 5         | 5           | 6         | 6         |
| <b>Carbon Monoxide (CO)</b>                      |                                    |  |           |             |           |           |
| - Days 1-hour Std. Exceeded                      | >20 ppm <sup>a</sup>               | 0  | 0         | 0           | 0         | 0         |
| - Max. 1-hour Conc. (ppm)                        |                                    | 5.5  | 4.0       | 3.5         | 3.6       | 2.9       |
| - Days 8-hour Std. Exceeded                      | >9 ppm <sup>a</sup>                | 0  | 0         | 0           | 0         | 0         |
| - Max. 8-hour Conc. (ppm)                        |                                    | 3.2  | 3.3       | 2.6         | 2.8       | 2.2       |
| <b>Suspended Particulates (PM<sub>10</sub>)</b>  |                                    |  |           |             |           |           |
| - Days 24-hour Std. Exceeded <sup>c</sup>        | >50 µg/m <sup>3</sup> <sup>a</sup> | 2  | 7         | 2           | 1         | 1         |
| - Max. 24-hour Conc. (µg/m <sup>3</sup> )        |                                    | <b>63</b>  | <b>67</b> | <b>74</b>   | <b>52</b> | <b>52</b> |
| <b>Suspended Particulates (PM<sub>2.5</sub>)</b> |                                    |  |           |             |           |           |
| - Days 24-hour Std. Exceeded                     | >65 µg/m <sup>3</sup> <sup>b</sup> | NA   | NA        | 4           | 0         | 0         |
| - Max. 24-hour Conc. (µg/m <sup>3</sup> )        |                                    | NA   | NA        | <b>70</b>   | 42        | 46        |
| - Annual Average (µg/m <sup>3</sup> )            | >12 µg/m <sup>3</sup> <sup>a</sup> | NA   | NA        | <b>13.1</b> | 10.1      | 9.9       |
| <b>Nitrogen Dioxide (NO<sub>2</sub>)</b>         |                                    |  |           |             |           |           |
| - Days 1-hour Std. Exceeded                      | >0.25 pphm <sup>a</sup>            | 0  | 0         | 0           | 0         | 0         |
| - Max. 1-hour Conc. (pphm) <sup>b</sup>          |                                    | 7  | 7         | 8           | 7         | 6         |
| <b>Sulfur Dioxide (SO<sub>2</sub>)</b>           |                                    |  |           |             |           |           |
| - Days 24-hour Std. Exceeded                     | >40 ppb <sup>a</sup>               | 0  | 0         | 0           | 0         | 0         |
| - Max. 24-hour Conc. (ppb) <sup>b</sup>          |                                    | 8  | 7         | 6           | 7         | 8         |

*Notes:* **Bold** values are in excess of applicable standard. "NA" indicates that data is not available.  
 conc. = concentration; ppm = parts per million; pphm = parts per hundred million; ppb=parts per billion;  
 µg/m<sup>3</sup> = micrograms per cubic meter  
 a State standard, not to be exceeded.  
 b Federal standard, not to be exceeded.  
 c Based on a sampling schedule of one out of every six days, for a total of approximately 60 samples per year.

*Source:* BAAQMD, 2000-2004.

### Ozone (O<sub>3</sub>)

Ozone is a secondary air pollutant produced in the atmosphere through a complex series of photochemical reactions involving reactive organic gases (ROG) and NO<sub>x</sub>. The main sources of NO<sub>x</sub> and ROG, often referred to as ozone precursors, are combustion processes (including motor vehicle engines) and the evaporation of solvents, paints, and fuels. In the Bay Area, automobiles are the single largest source of ozone precursors. In San Joaquin Valley, primary sources of ozone precursors are mobile sources, solvents, farming operations, area sources (e.g., consumer products, fuel combustion, landscape maintenance equipment, etc.), and oil/gas production.

Ozone is a regional air pollutant because its precursors are transported and diffused by wind concurrently with ozone production through the photochemical reaction process. Ozone causes eye irritation, airway constriction, and shortness of breath and can aggravate existing respiratory diseases such as asthma, bronchitis, and emphysema. Table 20 shows that, according to published data, the most stringent applicable standards (state 1-hour standard of 9 pphm and the federal 8-hour standard of 8 pphm) were not exceeded in San Francisco between 2000 and 2004.

### Carbon Monoxide (CO)

CO is an odorless, colorless gas usually formed as the result of the incomplete combustion of fuels. The single largest source of CO is motor vehicles; the highest emissions occur during low travel speeds, stop-and-go driving, cold starts, and hard acceleration. Exposure to high concentrations of CO reduces the oxygen-carrying capacity of the blood and can cause dizziness and fatigue, impair central nervous system function, and induce angina in persons with serious heart disease. As shown in the table, no exceedances of state CO standards were recorded between 2000 and 2004. Measurements of CO indicate hourly maximums ranging between 15 to 25 percent of the more stringent state standard, and maximum 8-hour CO levels approximately 30 percent of the allowable 8-hour standard.

### Suspended Particulates (PM<sub>10</sub> and PM<sub>2.5</sub>)

Particulate matter is a class of air pollutants that consists of solid and liquid airborne particles in an extremely small size range. Particulate matter is measured in two size ranges: PM<sub>10</sub> for particles less than 10 microns in diameter, and PM<sub>2.5</sub> for particles less than 2.5 microns in diameter. In the Bay Area, motor vehicles generate about half of the air basin's particulates, through tailpipe emissions as well as brake pad and tire wear. Wood burning in fireplaces and stoves, industrial facilities, and ground-disturbing activities such as construction are other sources of fine particulates. Fine particulates are small enough to be inhaled into the deepest parts of the human lung and can cause adverse health effects. Among the criteria pollutants that are regulated, particulates appear to represent the most serious overall health hazard. Studies have shown that elevated particulate levels contribute to the death of approximately 200 to 500 people per year in

the Bay Area. High levels of particulates have also been known to exacerbate chronic respiratory ailments, such as bronchitis and asthma, and have been associated with increased emergency room visits and hospital admissions.

Diesel exhaust is a growing concern throughout California. The CARB identified diesel engine particulate matter as a toxic air contaminant. The exhaust from diesel engines includes hundreds of different gaseous and particulate components, many of which are toxic. Many of these toxic compounds adhere to the diesel particles, which are very small and can penetrate deeply into the lungs. Diesel engine particulate matter has been identified as a human carcinogen. Mobile sources such as trucks, buses, and automobiles are some of the primary sources of diesel emissions. Studies show that diesel particulate matter concentrations are much higher near heavily traveled highways and intersections. The cancer risk from exposure to diesel exhaust is much higher than the risk associated with any other toxic air pollutant routinely measured in the region. Diesel exhaust contains both pulmonary irritants and hazardous compounds that could affect sensitive receptors such as young children, senior citizens, or those susceptible to chronic respiratory disease such as asthma, bronchitis, and emphysema.

In 2001, the California Health Interview Survey (CHIS) found that California's lifetime asthma prevalence, at 11.5 percent of the population, is higher than the national lifetime asthma prevalence of 10.1 percent.<sup>6</sup> When asthma symptom prevalence in 2001 is sorted by county, the CHIS found that people who live in rural areas have more frequent asthma symptoms. Asthma symptom prevalence by region ranged from 10.4 to 13.8 percent for all ages. The highest rates occurred in Northern California, Sierra, and Sacramento area counties (13.8 percent). The San Joaquin region had a rate of 12.9 percent, while the Bay Area region had a rate of 12.2 percent. These data indicate that asthma is a regional (not localized) problem. However, these regional statistics mask the fact that asthma rates are higher among African-Americans (16.2 percent) than among the rest of the population (7.0 to 13.1 percent), suggesting there may be asthma "hot spots" in some communities that are not well characterized by regional averages.

Table 20 shows that exceedances of the state PM<sub>10</sub> standard have occurred in San Francisco. It is estimated that the state 24-hour PM<sub>10</sub> standard was exceeded between one and seven days per year between 2000 and 2004.

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<sup>6</sup> Meng, Ying-Ying, R.P. Rull, M. Wilhelm, B. Ritz, P. English, H. Yu, S. Nathan, M. Kuruvilla, E. Brown, *UCLA Center for Health Policy Research Brief, Living Near Heavy Traffic Increases Asthma Severity*. August 2006. "Lifetime asthma prevalence" includes people diagnosed with asthma at some point in their lives, while "asthma symptom prevalence" includes those who experience asthma symptoms at least once per year.



The BAAQMD began monitoring PM<sub>2.5</sub> concentrations in San Francisco in 2002. The federal 24-hour PM<sub>2.5</sub> standard was exceeded on four days in 2002, but not exceeded in 2003 or 2004. The state annual average standard was exceeded in 2002, but not exceeded in 2003 or 2004.

#### Nitrogen Dioxide (NO<sub>2</sub>)

NO<sub>2</sub> is a reddish brown gas that is a byproduct of combustion processes. Automobiles and industrial operations are the main sources of NO<sub>2</sub>. Aside from its contribution to ozone formation, NO<sub>2</sub> can increase the risk of acute and chronic respiratory disease and reduce visibility. NO<sub>2</sub> may be visible as a coloring component on high pollution days, especially in conjunction with high ozone levels. Table 20 shows that the standard for NO<sub>2</sub> is being met in the Bay Area, and pollutant trends suggest that the air basin will continue to meet these standards for the foreseeable future.

#### Sulfur Dioxide (SO<sub>2</sub>)

SO<sub>2</sub> is a colorless acidic gas with a strong odor. It is produced by the combustion of sulfur-containing fuels such as oil, coal, and diesel. SO<sub>2</sub> has the potential to damage materials and can cause health effects at high concentrations. It can irritate lung tissue and increase the risk of acute and chronic respiratory disease.<sup>7</sup> Table 20 shows that the standard for SO<sub>2</sub> is being met in the Bay Area, and pollutant trends suggest that the air basin will continue to meet these standards for the foreseeable future.

#### Greenhouse Gas Emissions

The accumulation of GHG's has been implicated as a driving force for global climate change. Climate change is commonly used interchangeably with "global warming" and the "greenhouse effect." Definitions of climate change vary between and across regulatory authorities and the scientific community, but in general can be described as the changing of the earth's climate caused by natural fluctuations and anthropogenic activities which alter the composition of the global atmosphere. Each GHG has an intrinsic ability to capture heat radiated from the sun as it is reflected back into the atmosphere, thereby trapping heat. This interaction is commonly referred to as the "greenhouse effect."

The principal GHGs are carbon dioxide, methane, nitrous oxide, ozone, and water vapor. While the presence of the primary GHGs in the atmosphere are naturally occurring, carbon dioxide (CO<sub>2</sub>), methane, and nitrous oxide (N<sub>2</sub>O) are largely emitted from human activities, accelerating the rate at which these compounds occur within earth's atmosphere. Carbon dioxide is the "reference gas" for climate change, meaning that emissions of GHGs are typically reported in "carbon dioxide-

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<sup>7</sup> BAAQMD, *BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans*, December 1999.

equivalent” measures. Emissions of carbon dioxide are largely by-products of fossil fuel combustion, whereas methane results from off-gassing associated with agricultural practices and landfills. Other GHGs – with much greater heat-absorption potential than carbon dioxide – include hydrofluorocarbons, perfluorocarbons, and sulfur hexafluoride, and are generated in certain industrial processes.

There is international scientific consensus that human-caused increases in GHGs have and will continue to contribute to global warming. However, there is much uncertainty concerning the magnitude and rate of the direct and indirect effects of warming on local, regional and global environments. Some of the potential impacts in California from global warming may include loss of snow pack, sea level rise, more extreme heat days per year, more high ozone days, more large forest fires, and more drought years.<sup>8</sup> Globally, climate change has the potential to impact numerous environmental resources through potential, though uncertain, impacts related to future air temperatures, precipitation patterns and ocean and atmospheric circulation. The projected effects of global warming on weather and climate are likely to vary regionally, but are expected to include the following direct effects, according to the Intergovernmental Panel on Climate Change:<sup>9</sup>

- Snow cover is projected to contract, with permafrost areas sustaining thawing.
- Sea ice is projected to shrink in both the Arctic and Antarctic.
- Hot extremes, heat waves, and heavy precipitation events are likely to increase in frequency.
- Future tropical cyclones (typhoons and hurricanes) will likely become more intense.
- Non-tropical storm tracks are projected to move poleward, with consequent changes in wind, precipitation, and temperature patterns. Increases in the amount of precipitation are very likely in high latitudes, while decreases are likely in most subtropical regions.
- Warming is expected to be greatest over land and at high northern latitudes, and least over the Southern Ocean and parts of the North Atlantic Ocean.

There are also many secondary effects that are projected to result from global warming, including global rise in sea level, impacts to agriculture, changes in disease vectors, and changes in habitat and biodiversity. While the possible outcomes and the feedback mechanisms involved are not fully understood, and much research remains to be done, the potential for substantial environmental, social, and economic consequences over the long term may be great. In light of the uncertainties of

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<sup>8</sup> California Air Resources Board (ARB), 2006a. Climate Change website (<http://www.arb.ca.gov/cc/120106workshop/intropres12106.pdf>) accessed March 24, 2007.

<sup>9</sup> Intergovernmental Panel on Climate Change (IPCC), *Climate Change 2007: The Physical Science Basis; Summary for Policymakers*, February 5, 2007. Available on the internet at: <http://www.ipcc.ch/SPM2feb07.pdf>. The IPCC was established in 1988 by the World Meteorological Organization and the United Nations Environment Programme to assess scientific, technical and socio-economic information relevant for the understanding of climate change, its potential impacts and options for adaptation and mitigation.

global climate change, and the potential for significant future environmental impacts, it is imperative that regional and local plans and policies consider the potential contributions to climate change from greenhouse gas emissions.

The California Energy Commission (CEC) estimated that in 2004 California produced 500 million gross metric tons (about 550 million U.S. tons) of carbon dioxide-equivalent GHG emissions.<sup>10</sup> The CEC found that transportation is the source of 38 percent of the State's GHG emissions, followed by electricity generation (both in-state and out-of-state) at 23 percent and industrial sources at 13 percent.<sup>11</sup> In the Bay Area, fossil fuel consumption in the transportation sector (on-road motor vehicles, off-highway mobile sources, and aircraft) is the single largest source of the Bay Area's GHG emissions, accounting for just over half of the Bay Area's 85 million tons of GHG emissions in 2002. Industrial and commercial sources were the second largest contributors of GHG emissions with about one-fourth of total emissions. Domestic sources (e.g., home water heaters, furnaces, etc.) account for about 11 percent of the Bay Area's GHG emissions, followed by power plants at 7 percent. Oil refining currently accounts for approximately 6 percent of the total Bay Area GHG emissions.<sup>12</sup>

California has taken a leadership role in addressing the trend of increasing GHG emissions, with the passage in 2006 of California Assembly Bill 32 (AB 32), the Global Warming Solutions Act as discussed above.

### **Sensitive Receptors**

Land uses such as schools, children's day care centers, playgrounds, hospitals, and convalescent homes are considered to be more sensitive than the general public to poor air quality because the population groups associated with these uses have increased susceptibility to respiratory distress. Persons engaged in strenuous work or exercise also have increased sensitivity to poor air quality. Residential areas are considered more sensitive to air quality conditions compared to commercial and industrial areas because people generally spend longer periods of time at their residences, with associated greater exposure to ambient air quality conditions. Recreational uses would also be considered sensitive compared to commercial and industrial areas due to the greater exposure to ambient air quality conditions. Sensitive receptors in or adjacent to the Project Area include James Denman Middle School (at 241 Oneida Street), Lick Wilmerding High School, and Balboa Park.

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<sup>10</sup> 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.

<sup>11</sup> California Energy Commission, *Inventory of California Greenhouse Gas Emissions and Sinks: 1990 to 2004 -Final Staff Report*, publication # CEC-600-2006-013-SF, December 22, 2006; and January 23, 2007 update to that report. Available on the internet at: <http://www.arb.ca.gov/cc/ccei/emsinv/emsinv.htm>.

<sup>12</sup> BAAQMD, *Source Inventory of Bay Area Greenhouse Gas Emissions: Base Year 2002*, November 2006. Available on the internet at: [http://www.baaqmd.gov/pln/ghg\\_emission\\_inventory.pdf](http://www.baaqmd.gov/pln/ghg_emission_inventory.pdf).

Riordan High School adjoins the northern Project Area boundary, while the James Denman Middle School is located east of the Project Area.

### Public Health Concerns

As described above, increased cancer risk is associated with long-term exposure to certain criteria pollutants and toxic air contaminants, while short-term exposure can cause or aggravate chronic respiratory disease such as asthma, bronchitis, and emphysema.

Asthma is one of the most common chronic respiratory disorders in the United States. The CHIS, conducted by the UCLA Center for Health Policy Research in collaboration with the California Department of Health Services and the Public Health Institute, provides the state's broadest overview of health issues, including asthma rates. By correlating CHIS asthma data with California Department of Transportation (Caltrans) traffic data, it was determined that children and adults who suffer from asthma and live near heavy vehicular traffic are nearly three times more likely to visit the emergency room or be hospitalized for their condition than those who live near low traffic density.<sup>13</sup>

Control of motor vehicle emissions will be an important measure to help reduce the overall burden of asthma, especially in urban areas. In addition to air pollution control measures, public and private efforts should also be made to reduce exposure to air pollution. Development of new schools, day care centers, houses, or other facilities such as government-subsidized housing, should consider proximity to busy roadways, especially freeways. SB351 (adopted in 2003) prohibits locating schools within 500 feet of a freeway or busy traffic corridor (Meng et al., 2006). The CARB also has issued advisory recommendations for siting sensitive land uses near busy roadways (see discussion above in "Toxic Air Contaminants Guidelines and Regulations").

## **IMPACTS**

### **SIGNIFICANCE CRITERIA**

The City and County of San Francisco has not formally adopted significance thresholds or standards for impacts related to air quality, but generally considers that implementation of a proposed project would have a significant air quality impact if it were to:

- Conflict with or obstruct implementation of the applicable air quality plan;

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<sup>13</sup> Meng, Ying-Ying, R.P. Rull, M. Wilhelm, B. Ritz, P. English, H. Yu, S. Nathan, M. Kuruvilla, E. Brown, *UCLA Center for Health Policy Research Brief, Living Near Heavy Traffic Increases Asthma Severity*. August 2006. In this study, traffic density was categorized into three levels based on residential traffic-density values, measured as Vehicle Miles Traveled (VMT) per square mile. High traffic exposure = 200,001 daily VMT/square mile; medium traffic exposure = 20,000 to 200,000 VMT/square mile; low traffic exposure = <20,000 VMT/square mile.

- Violate any air quality standard or contribute substantially to an existing or projected air quality violation;
- Conflict with the state goal of reducing GHG emissions in California to 1990 levels by 2020, as set forth by the timetable established in AB 32, California Global Warming Solutions Act of 2006;
- Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is in nonattainment under an applicable federal or state ambient air quality standard (including releasing emissions that exceed quantitative thresholds for ozone precursors);
- Expose sensitive receptors to substantial pollutant concentrations; or
- Create objectionable odors affecting a substantial number of people.

Construction emissions associated with Plan implementation are fully discussed in the Initial Study (see Appendix A). The Initial Study determined that with implementation of Mitigation Measure AQ-1 (see Chapter V, Mitigation Measures, p. 341), the project would not have significant construction-related air quality impacts. Therefore, construction-related air quality impacts are not discussed in this section.

At the present time, there are no rules or regulations in place from CARB, the Office of Planning and Research, or other resource agency applicable to the proposed Area Plan that define what is a “significant” source of greenhouse gas (GHG) emissions, and there are no applicable facility-specific GHG emission limits or caps. The BAAQMD has not yet established thresholds for GHG emissions. While the goal of AB 32 is to reduce in-state GHG emissions to 1990 levels by the year 2020, there is no clear metric that would determine if a single project advances toward or away from this goal. Because global warming is a global issue, a pound of GHGs emitted in California would presumably have the same effect, individually and cumulatively, as a pound of GHGs emitted anywhere else in the world. Whether a single project may or may not result in new GHG emissions would need to consider any change in worldwide GHG emissions that may occur as a result of the project.

## **METHODOLOGY**

Regional emissions caused by traffic associated with implementation of the *Balboa Park Station Area Plan* were calculated using the Urban Emissions Model, URBEMIS 2002 Computer Model, developed by the CARB for existing and future traffic in 2006 and 2025 presented in Section IV.C, Transportation. The model combines information on trip generation with vehicular emissions data specific to different types of trips in the San Francisco area (home-to-work, work-other, etc.) from the CARB’s EMFAC 2002 BURDEN computer model to create an estimated daily emissions burden for travel within the SFBAAB.

Localized CO concentrations near congested intersections were analyzed using Caltrans' CALINE4 program. The BAAQMD recommends evaluation of localized carbon monoxide concentrations for projects in which: 1) vehicle emissions of CO would exceed 550 pounds/day; 2) project traffic would impact intersections or roadway links operating at Level of Service (LOS) D, E, or F or would cause LOS to decline to D, E, or F; or 3) project traffic would increase traffic volumes on nearby roadways by 10 percent or more.

#### **CONSISTENCY WITH THE BAY AREA 2005 OZONE STRATEGY**

According to the BAAQMD *CEQA Guidelines* (1999), planning documents (e.g., general plans, specific area plans, and redevelopment plans) should be evaluated for their potential air quality impacts, and the impact assessment should be focused on an analysis of the plan's consistency with the most recently adopted regional air quality plan. Consistency of the proposed Area Plan with regional air quality plans can be determined by comparing the Area Plan's estimated population growth rates with those used in the most recently adopted regional air quality plan, the *Bay Area 2005 Ozone Strategy* (BAOS). Since the BAOS growth assumptions for Bay Area communities are based on ABAG's population projections,<sup>14</sup> a comparison of Area Plan-related population growth rates with ABAG growth rates for San Francisco was made to determine consistency of the proposed Plan with regional air quality plans. As stated in Section IV.B, Population, Housing, and Employment, of this EIR, Area Plan-related population growth rates would not exceed ABAG's estimated population growth rates for San Francisco. Therefore, Area Plan implementation would not result in a significant impact on regional air quality planning efforts.

The BAAQMD *CEQA Guidelines* also suggest evaluating the proposed Area Plan's consistency by comparing the proposed vehicle use with vehicle use projections, expressed as vehicles miles of travel (VMT). According to the MTC, average weekday daily VMT in the City and County of San Francisco was estimated to be 8,293,100 in 2007 and 9,485,000 in 2025, a 14 percent increase. This would result in an average growth rate of 66,216 trips per year or eight percent per year. Although specific VMT have not been estimated for this project, a comparison of the Area Plan's estimated population growth rate of 0.4 to 0.7 percent per year (see Section IV.B, Population, Housing, and Employment, of this EIR, p. 152) would not exceed the estimated VMT growth rate for San Francisco. Therefore, implementation of the Area Plan would not result in a significant impact on regional air quality planning.

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<sup>14</sup> Telephone communication with Greg Tholen, BAAQMD, Planning and Research, on October 31, 2006. Mr. Tholen indicated that the Bay Area 2005 Ozone Strategy replaces the *Clean Air Plan* and is the District's most recently adopted regional air quality plan. This plan uses growth projections for local communities contained in ABAG's *Projections 2005*.

The following strategies, objectives, and policies of the proposed *Balboa Park Station Area Plan* would help reduce potential regional and local air quality emissions by encouraging use of transit, alternative transportation modes, and sustainable development patterns (smart growth):

**Key Strategy #1: Design Streets for People**

Objective 1: Emphasize the importance of the main streets in the Project Area—Ocean, Geneva and San Jose Avenues—as civic spaces as well as movement corridors, by providing for a balanced mix of travel modes, including pedestrians, bicyclists, transit, and automobiles. The multi-purpose character of these streets should allow them to gracefully accommodate all ways of moving about, but with special attention on pedestrians, transit, and street life.

Policy 1.5: Reallocate street space to support pedestrian use and activity and more effective transit service.

Policy 1.6: Improve bicycle connections and safety throughout the Project Area.

Objective 2: Reconstruct and reconfigure major streets as a key step toward transforming the Project Area.

Policy 2.3: Redesign Ocean Avenue as a transit and pedestrian boulevard.

Objective 3: Improve the quality of local neighborhood streets through small but important streetscape improvements.

Policy 3.3: Explore neighborhood-wide traffic calming for the neighborhoods surrounding the Project Area.

Objective 4: Emphasize the street grid as the primary pattern that provides the foundation for the neighborhood's character, orientation and sense of scale.

Policy 4.1: Extend the grid.

Objective 5: Assess the performance of the street system by measuring the overall movement of people and goods, rather than merely the movement of vehicles.

Policy 5.1: Adopt a set of person-movement-based performance measures for use in environmental impact reports.

**Key Strategy #2: Create a System of Parks, Plazas, and Open Space**

Policy 1.4: Pay attention to transit waiting areas.

**Key Strategy #5: Make Public Transit Work**

Objective 1: Maximize the potential of Balboa Park Station as a regional transit hub that efficiently accommodates BART, light rail, buses, bicycles, pedestrians, taxis, and automobile drop-off and pick-up.

Policy 1.1: Re-design the Balboa Park Station so that it functions as a true intermodal transit hub.

Objective 2: Improve the travel time, reliability, comfort and safety of transit in the Project Area so that it becomes competitive with the private automobile.

Policy 2.1: Consider introducing signal preemption or prioritization for transit vehicles and removing stop signs on major transit streets.

Policy 2.3: Consider re-structuring the routing of Muni bus service in this part of the city to more effectively serve the Balboa Park Station.

Objective 3: Improve the quality of the transit experience through well-designed stops and stations that make a positive contribution to the streetscape.

Policy 3.1: Institute a program of upgrades to transit stops.

**Key Strategy #6: Get Parking Right**

Objective 1: Establish parking standards and controls that promote quality of place, affordable housing, and transit-oriented development.

Policy 1.1: Replace residential minimum parking requirements with maximums for parcels near transit.

Policy 1.2: Replace commercial and institutional minimum parking requirements with maximums for parcels near transit.

Policy 2.3: Manage the existing supply of on-street parking in the Project Area to prioritize spaces for residents, shoppers, and non-commute transit trips.

Objective 5: Establish parking policies to support the new transit station neighborhood.

Policy 5.1: Do not provide off-street parking to serve BART or Muni users.

Policy 5.2: Prioritize on-street parking in the Transit Station Neighborhood for particular types of users.

Policy 5.3: Explore extension of the validity of the Muni Fast Pass on BART to the Daly City station.

**Key Strategy #8: Integrate City College into the Community**

Objective 2: Better integrate the existing campus, and future expansions, with the surrounding neighborhood and the transit station.

Policy 2.6: Upgrade and improve various streets and transit facilities related to the college.

Objective 3: Minimize the impacts that the college, as a large institution, places on the surrounding neighborhood.

Program elements include provision of parking, raising parking rates, and implementing measures that encourage transit use and other alternative modes of transportation.<sup>15</sup>

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<sup>15</sup> CCSF is not under the jurisdiction of the City and County of San Francisco. An EIR for the CCSF Master Plan was completed in June 2004, and it evaluated the consistency of CCSF Master Plan objectives and policies (including this objective) with local air quality planning efforts.



**CONSISTENCY WITH BAY AREA 2005 OZONE STRATEGY TRANSPORTATION CONTROL MEASURES (TCMS)**

The BAAQMD *CEQA Guidelines* also requires that consistency of the proposed Area Plan be evaluated based on the extent to which it implements TCMs outlined in the *Bay Area 2005 Ozone Strategy*. The proposed Area Plan would be consistent with pertinent TCMs outlined in the *Bay Area 2005 Ozone Strategy*, as discussed below. Therefore, Area Plan implementation would not result in a significant impact on regional air quality planning efforts.

| <b>Bay Area 2005 Ozone Strategy Transportation Control Measures</b> | <b>Area Plan Consistency</b>   |
|---|--|
| <u>#3: Improve Local and Areawide Bus Service</u>                   | <ul style="list-style-type: none"> <li>Central focus of the proposed Area Plan is to develop a functional transit hub and mixed-use neighborhood (see Program for Transit Station Neighborhood in proposed Plan) in the area around the Balboa Park BART Station.</li> </ul>   |
| <u>#5: Improve Access to Rail and Ferries</u>                       | <ul style="list-style-type: none"> <li>Develop a transit village around the Balboa Park BART Station, which would include: creating a new Balboa Park Station; reconfiguring the operations of BART, light rail, buses, and other modes of transportation so they connect with and support each other in a manner that is efficient and clear to users; creating a vibrant and active neighborhood around the station; and establishing a well-defined circulation system to create stronger connections between the Transit Station Subarea, adjacent neighborhoods, and City College.</li> </ul> |
| <u>#13: Transit Use Incentives</u>                                  | <ul style="list-style-type: none"> <li>The proposed Area Plan recommends consideration of the following measures at City College to encourage transit use: providing only as much parking as necessary; raising parking fees to encourage transit use; providing discount incentives for transit use like monthly transit passes; upgrading bicycle facilities on the campus; implementing carpool matching service; implementing telecommuting and flex-time policies (see measures listed above under Key Strategy #8: Integrate City College into the Community, Objective 3).</li> </ul>       |
| <u>#15: Local Land Use Planning and Development Strategies</u>      | <ul style="list-style-type: none"> <li>The proposed Area Plan designates development of new mixed-use development around the transit station. In addition, policies of the proposed Plan encourage development of bicycle facilities and implementation of transit incentives at City College and implementation of traffic calming measures in the project area.</li> </ul>   |

### **CONSISTENCY WITH CARB LAND USE ADVISORY RECOMMENDATIONS AND COMPATIBILITY OF PROJECT-RELATED LAND USE CHANGES**

The regional and local air quality impact discussions on p. 260 and p. 262, below, demonstrate that future residents of the Project Area would not be subject to unhealthful regional and local air quality associated with plan-related traffic since projected traffic-emission increases would not exceed state and federal standards. However, increasing the number of residential receptors in proximity to existing toxic air contaminants, pollutant, and odor emission sources could increase the potential for future land use conflicts. Recent air pollution studies have shown an association between respiratory and other non-cancer health effects and proximity to high traffic roadways. In addition, there are three carcinogenic toxic air contaminants that constitute the majority of the known health risk from motor vehicle traffic: diesel particulate matter (DPM) from trucks as well as benzene and 1,2-butadiene from passenger vehicles.

The BAAQMD *CEQA Guidelines* (1999) identify several types of land use conflicts that should be avoided: (1) location of sensitive receptors in proximity to congested intersections and busy roadways; (2) sources of toxic air contaminants; or (3) sources of odorous emissions. Adequate distance, or buffer zone, between the source of emissions and the receptor(s) is necessary to mitigate the problem, and the CARB recommends that new sensitive land uses (e.g., residences, schools, day care centers, playgrounds, and medical facilities) not be located within 500 feet of a freeway or urban roads carrying 100,000 vehicles per day. The consistency of various Area Plan components with these recommendations is discussed below:

- Proposed Area Plan Land Uses: Under the proposed Area Plan, the planned Transit Station Subarea would encourage development of new residential uses in the following areas:
  - Upper Yard (retail on the ground floor and housing above);
  - Along San Jose Avenue on school district property;
  - Muni Green Yard (above the yard using “air-rights”); and
  - Two sites on the proposed freeway deck: adjacent to Lick Wilmerding School on the west side and adjacent to the BART station on the east side.<sup>16</sup>

These sites are all within 500 feet of the I-280 freeway and would not be consistent with the CARB Land Use recommendations and BAAQMD *CEQA Guidelines*.

The proposed Area Plan also designates residential uses on the east side of Balboa Reservoir. This site is located approximately 700 feet from the I-280 freeway. Although residential uses in this

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<sup>16</sup> The Muni and freeway deck sites are included in Tier 3 development, which is expected to occur after 2025 and are not analyzed in detail in this EIR; however, because the Area Plan encourages residential uses on the freeway deck in the far future, and these sites are close to an air emissions source, they are mentioned here.

area would be located outside the 500-foot CARB land use recommendation, they would still be subject to unhealthful levels of DPM emissions since they are located within 1,000 feet of the I-280 freeway.

In addition to residential uses, the proposed Area Plan emphasizes development of open space areas on the new freeway deck<sup>17</sup> and local streets in the Transit Station Neighborhood subarea. Such a design would encourage use of these areas by pedestrians accessing transit facilities, exposing them to elevated DPM levels due to their proximity to the freeway. However, these pedestrians are already exposed to elevated DPM levels as they walk along these streets or wait for transit connections. The CARB land use recommendation pertains to playgrounds and active recreation areas; therefore, provision of these open space areas would not conflict with the CARB recommendation.

- Proposed Area Plan Transportation Improvements: Under the proposed Area Plan, a variety of transportation improvements would occur. These improvements are not expected to alter potential DPM exposure of future residents and pedestrians in the Project Area since exposure is determined by proximity to the I-280 freeway rather than by changes in traffic patterns on local streets.
- Phelan Loop Site Project: The proposed Area Plan designates residential uses at the Phelan Loop Site, which is located approximately 800 feet from the I-280 freeway. Residential uses also would be located near the new proposed bus layover facility adjacent to Phelan Loop Plaza. Although this site would be outside the 500-foot CARB land use recommendation for proximity to freeways, future residents would still be subject to unhealthful levels of DPM since they would be located within 1,000 feet of the I-280 freeway and near the proposed bus layover facility. This is a potentially significant impact, but health risks would diminish over time (as DPM emissions decrease) and exposure over the short-term could be reduced to a less-than-significant level by providing upgraded ventilation systems in residential units (see Mitigation Measure AQ-2 in Chapter V, Mitigation Measures, p. 330).

The proposed Phelan Loop Plaza would encourage use of this area by pedestrians, and these pedestrians would be subject to elevated DPM levels due to their proximity to buses at the adjacent layover facility, the freeway, and local traffic. However, pedestrians are already subject to short-term exposure to elevated DPM levels as they wait in this vicinity for buses or walk along local streets. The CARB land use recommendation pertains to playgrounds and active recreation areas; therefore, provision of this open space area would not conflict with the CARB recommendation.

- Kragen Auto Parts Site Project: The proposed Area Plan also designates residential uses at the Kragen Auto Parts Site. This site is located approximately 960 feet from the I-280 freeway. Although these residential uses would be located beyond the 500-foot CARB land use recommendation, they would still be subject to unhealthful levels of DPM emissions since they are located within 1,000 feet of the I-280 freeway.

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<sup>17</sup> The uses proposed in the Area Plan for the freeway deck are in Tier 3 and are not expected to be developed until after 2025; they are identified here for long-range planning purposes.

The CARB notes that these land use recommendations are advisory and should not be interpreted as defined “buffer zones.” The CARB acknowledges that land use agencies must balance other considerations, including housing and transportation needs, the benefits of urban infill, community economic development priorities, and other quality of life issues. In addition, the CARB land use recommendations do not consider localized variations in meteorology, such as high dispersion rates in the Project Area due to the moderately strong onshore flow (sea breeze) common to this area. With careful evaluation, it is the CARB’s position that infill development, mixed use, higher density, transit-oriented development, and other concepts that benefit regional air quality can be compatible with protecting the health of individuals at the neighborhood level.

In addition, it is important to note that risk from DPM and other vehicle emissions will decrease over time as cleaner technologies are phased into use. The CARB’s Diesel Risk Reduction Program aims to develop and implement specific statewide regulations to reduce DPM emissions and the associated health risk by 75 percent by 2010 and 85 percent by 2020. Nevertheless, until there is sufficient fleet turnover and retrofitting of older trucks to reduce DPM emissions, sensitive land uses would be subject to health risks associated with proximity to the I-280 freeway. This is a significant impact of the proposed Area Plan, but given future trends of declining DPM emissions and other vehicle emissions, length of time that proposed Area Plan build-out would occur (2025), local meteorological conditions, and overall land use objectives to encourage infill and transit-oriented development (which would improve regional air quality), health risks could be minimized by provision of upgraded ventilation systems (see Mitigation Measure AQ-2, in Chapter V, p. 341).

### **REGIONAL AIR QUALITY PLAN IMPACTS**

Traffic increases associated with projected growth and development within the Project Area would not significantly degrade regional air quality except for PM<sub>10</sub>. As shown in Table 21, emission increases attributable to growth and development within the Project Area would not exceed BAAQMD project-specific significance thresholds for ROG, NO<sub>x</sub>, and SO<sub>x</sub> under any of the development scenarios listed below.

#### All Tier 1 Projects

As indicated in Table 21, traffic generated by identified Tier 1 projects would not significantly increase regional emissions except for CO. Since the BAAQMD screening threshold for CO would be exceeded in 2010, a detailed CO analysis was conducted at five study intersections (see Table 22 and impact discussion below, p. 263).

All Tier 1 and Tier 2 Projects

Table 21 indicates that traffic generated by all Tier 1 and Tier 2 projects (2025) would not significantly increase regional emissions with the exception of PM<sub>10</sub>, which would be exceeded in 2025. Since the BAAQMD screening threshold for CO would be exceeded in 2010, a detailed

**Table 21: Estimated Daily Regional Emissions (2008, 2010, and 2025)**

| Development Scenario                               | Projected Emissions (Pounds per Day) |                 |                  |                 |                  |
|--|--------------------------------------|-----------------|------------------|-----------------|------------------|
|  | ROG                                  | NO <sub>x</sub> | CO               | SO <sub>x</sub> | PM <sub>10</sub> |
| Phelan Loop Site Project (2008) <sup>1</sup>       | 7.7                                  | 7.2             | 74.1             | 0.0             | 6.9              |
| Kragen Auto Parts Site Project (2008) <sup>1</sup> | 24.6                                 | 23.5            | 238.3            | 0.2             | 21.9             |
| All Tier 1 Projects (2010) <sup>2</sup>            | 60.3                                 | 55.7            | 577.5            | 0.4             | 63.5             |
| All Tier 1 and Tier 2 Projects (2025)              | 39.2                                 | 28.3            | 323.5            | 0.8             | 115.4            |
| BAAQMD Threshold                                   | 80                                   | 80              | 550 <sup>3</sup> | -               | 80               |

*Notes:*

<sup>1</sup> To reflect worst-case conditions, 2008 emission rates were applied since this would be the earliest these two projects could be built and occupied. If these projects were occupied and operating by 2010, projected emissions would be lower since emission rates would be lower.

<sup>2</sup> Includes the Phelan Loop Site and Kragen Auto Parts Site Projects along with all Tier 1 projects.

<sup>3</sup> When this threshold is exceeded, a detailed CO analysis is required. See Table 22 for detailed CO analysis.

*Source:* Orion Environmental Associates, 2006.

CO analysis was conducted at five study intersections (see Table 22 and impact discussion below, p. 263). Since PM<sub>10</sub> emissions (due to entrained road dust) are more directly correlated to vehicle use (vehicle miles traveled or VMT), the BAAQMD recommends that strategies be implemented to reduce VMT. The proposed Area Plan would be consistent with this recommendation because one of the main objectives of the Plan is to increase transit use through development of a Transit Station Neighborhood or transit village. It should be noted that emission increases from projected growth and development within the Project Area may be less than would result if this growth occurred in outlying areas of the air basin (where trip lengths would be longer). Future growth (as may be facilitated by implementation of the proposed Area Plan) would be infill development that is expected to provide new housing near transit corridors, new jobs near existing housing, and new housing near existing jobs (i.e., “smart growth”). It is also expected that as traffic congestion problems worsen in the region and travel times get longer, people will need to shorten their commute distance in order to maintain the same travel time as they have today. These factors, in addition to the Area Plan’s objective to increase transit use, would tend to reduce trip lengths in the future.

### Area Plan-Related Transportation Improvements

Area Plan implementation would include transportation improvements such as reconfiguration of the I-280/Geneva Avenue interchange, San Jose Avenue between Ocean and Geneva Avenues, Ocean Avenue between San Jose Avenue and Geneva Avenue, and Phelan Avenue between Judson and Ocean Avenues, the terminal yard for Muni Metro lines, as well as completion of various bicycle lane improvements and other minor pedestrian and road network improvements. These improvements would cause localized changes in traffic delays at various study intersections (see “Local Air Quality Plan Impacts,” below), but would not affect overall regional air quality impacts associated with Area Plan implementation.

In addition, the circulation variant (Lee Avenue Connection to CCSF Variant) involving the extension of Lee Avenue into the Balboa Reservoir and the rerouting of some CCSF traffic onto Lee Avenue would also result in local traffic circulation changes (see “Local Air Quality Plan Impacts” below), but regional air quality impacts associated with this variant would be the same as those under the proposed Area Plan.

### Phelan Loop Site Project

As indicated in Table 21, traffic generated by the Phelan Loop Site project would not significantly increase regional emissions, and would not have a significant impact on regional air quality.

### Kragen Auto Parts Site Project

Table 21 indicates that traffic generated by the Kragen Auto Parts Site project would not significantly increase regional emissions, and would not have a significant impact on regional air quality.

## **LOCAL AIR QUALITY PLAN IMPACTS**

A detailed CO impact analysis was conducted at five study intersections distributed throughout the Project Area. These are 5 of the 13 intersections analyzed for traffic impacts in Section IV.C, Transportation. Service level operations (used as an indicator of travel speed) were calculated as part of the transportation analysis. The five intersections selected were those with the greatest changes in vehicle delays as a result of Area Plan-related traffic increases that would operate at LOS D, E, or F under future conditions. A Caltrans screening approach, which is based on the CALINE4 computer model, was used to estimate CO concentrations along these roadway links. CO concentrations were calculated at a distance of 25 feet from the edge of each roadway to determine potential impacts based on worst-case conditions (peak hour traffic and theoretical minimum atmospheric mixing).

The significance of localized CO emissions from mobile sources is determined by modeling the ambient CO concentration under existing (2006) and future (2025) conditions, and comparing the resulting one-hour and eight-hour concentrations, both without and with the proposed Area Plan (Future Baseline and Area Plan, including transportation improvements), to the respective state and federal CO standards. This comparison is presented in Table 22. In the table, existing (2006) conditions without any development projects are presented and emissions from traffic generated by each of the development projects are added to existing concentrations. For the Area Plan as a whole, the 2025 Future Baseline is presented without emissions from Area Plan growth, and then emissions that would result from traffic generated by the Area Plan are presented with the future baseline. The table also presents results both with and without the CCSF rerouting variant. Finally, emissions under Alternative B, analyzed in Chapter VII, Alternatives to the Proposed Project, are also presented. A detailed impact analysis using the BAAQMD screening model indicates that the state and federal one-hour and eight-hour standards for CO would not be violated at study intersections during worst-case atmospheric conditions (wintertime conditions when CO concentrations are typically greatest). Modeling results indicate that CO concentrations will decrease in the future due to attrition of older, high polluting vehicles, improvements in the overall automobile fleet, and improved fuel mixtures (as a result of on-going state and federal emissions standards and programs for on-road motor vehicles).

#### **Phelan Loop Site Development Project**

As indicated in Table 22, traffic generated by the Phelan Loop Site Project would not significantly increase CO emissions along roadways and at intersections within the Project Area or its vicinity. This would be a less-than-significant effect of the proposed Area Plan.

#### **Kragen Auto Parts Site Development Project**

Table 22 indicates that the Kragen Auto Parts Site Project would result in CO emissions along roadways and at intersections in the Project Area that are similar to the Phelan Loop Site Project. Area Plan-related increases in CO emissions would be less than significant.

#### **Proposed Plan Land Uses and Transportation Improvements**

When traffic circulation changes resulting from Area Plan-related transportation improvements are considered with future and Area Plan-related traffic increases (2025), there would be slight variations (increases and decreases) at intersections within the Project Area, but these changes would be small (less than 1 ppm) and therefore less than significant (Table 22). With Area Plan-related land uses and transportation improvements, future CO levels would remain well below the state and federal one-hour and eight-hour standards for CO.

**Table 22: Estimated Worst-Case Existing and Future CO Concentrations at Selected Intersections (ppm)**

| Intersection                         | Averaging Period | Existing | Existing + Kragen + Auto Parts Site Project | Existing + Phelan Loop Site Project | Future Baseline (2025) | Future + Plan Land Uses + Transportation Imp. | Future With CCSF Rerouting Variant | Future + Plan With CCSF Rerouting Var | Alt B: Future + Plan Land Uses |
|--------------------------------------|------------------|----------|---|-------------------------------------|------------------------|---|------------------------------------|---------------------------------------|--------------------------------|
| Ocean Ave./Lee Ave.                  | 1 Hour           | 3.7      | 3.7   | 3.7                                 | 3.5                    | 3.8   | 3.6                                | 4.2                                   | 3.8                            |
|                                      | 8 Hour           | 2.7      | 2.7   | 2.7                                 | 2.6                    | 2.7   | 2.6                                | 3.0                                   | 2.7                            |
| Ocean Ave./Geneva Ave./Phelan Ave.   | 1 Hour           | 4.0      | 3.9   | 3.8                                 | 3.8                    | 4.0   | 3.8                                | 4.0                                   | 4.0                            |
|                                      | 8 Hour           | 2.9      | 2.8   | 2.8                                 | 2.7                    | 2.9   | 2.7                                | 2.9                                   | 2.9                            |
| Ocean Ave./San Jose Ave.             | 1 Hour           | 3.4      | 3.3   | 3.3                                 | 3.3                    | 3.7   | NA                                 | NA                                    | 3.4                            |
|                                      | 8 Hour           | 2.5      | 2.5   | 2.5                                 | 2.4                    | 2.7   | NA                                 | NA                                    | 2.5                            |
| Geneva Ave./San Jose Ave.            | 1 Hour           | 3.6      | 3.6   | 3.6                                 | 3.5                    | 3.4   | NA                                 | NA                                    | 3.6                            |
|                                      | 8 Hour           | 2.6      | 2.6   | 2.6                                 | 2.5                    | 2.5   | NA                                 | NA                                    | 2.6                            |
| Geneva Ave. / I-280 Northbound Ramps | 1 Hour           | 3.6      | 3.5   | 3.5                                 | 3.4                    | 3.5   | NA                                 | NA                                    | 3.5                            |
|                                      | 8 Hour           | 2.6      | 2.6   | 2.6                                 | 2.5                    | 2.6   | NA                                 | NA                                    | 2.6                            |
| State CO Standard                    | 1 Hour           | 20       | 20  | 20                                  | 20                     | 20  | 20                                 | 20                                    | 20                             |
|                                      | 8 Hour           | 9.0      | 9.0   | 9.0                                 | 9.0                    | 9.0   | 9.0                                | 9.0                                   | 9.0                            |
| Federal CO Standard                  | 1 Hour           | 35       | 35  | 35                                  | 35                     | 35  | 35                                 | 35                                    | 35                             |
|                                      | 8 Hour           | 9.0      | 9.0   | 9.0                                 | 9.0                    | 9.0   | 9.0                                | 9.0                                   | 9.0                            |

*Note:* CO levels include background CO levels of 2.9 ppm (1 Hour) and 2.2 ppm (8 Hour). The “Existing” and “Future” scenarios are based on existing (2006) and future (2025) traffic volumes presented in Section IV.C, Transportation, of this report. “NA” = Not Affected by CCSF Rerouting. Alternative B is described in Chapter VII, Alternatives to the Proposed Project.



#### Lee Avenue Connection to CCSF Variant

Table 22 indicates that the circulation variant involving rerouting of some CCSF-related traffic onto Lee Avenue would result in CO increases of less than 1 ppm at the Lee Avenue/Ocean Avenue intersection and no significant change in CO levels at the Phelan Avenue/Ocean Avenue/Geneva Avenue intersection. CO emissions would increase further with Area Plan-related growth and transportation improvements, but increases would be less than significant (less than 1 ppm). Future CO levels would remain well below the state and federal one-hour and eight-hour standards for CO with Area Plan-related growth, transportation improvements, and the Lee Avenue Connection to CCSF Variant.

Implementation of any of the proposed Balboa Park Station Area Plan would contribute to long-term increases in greenhouse gases (GHGs) as a result of traffic increases (mobile sources) and residential and commercial building heating (area sources), as well as indirectly, through electricity generation.

#### ● **Greenhouse Gas Emissions**

Implementation of the proposed Balboa Park Station Area Plan would contribute to long-term increases in greenhouse gases (GHGs) as a result of traffic increases (mobile sources) and residential and commercial building heating (area sources), as well as indirectly, through electricity generation.

GHG emissions for on-road transportation, domestic and commercial heating, and energy generation represent the great majority of GHGs that would be produced in association with the proposed project. The proposed Area Plan contains no manufacturing and other heavy industry and no agriculture, and thus would generate little in the way of GHGs other than CO<sub>2</sub>. Even in the Bay Area as a whole, carbon dioxide makes up 90 percent of GHG emissions, measured in terms of CO<sub>2</sub> equivalency, while methane and nitrous oxide emissions represent 4.5 and 5 percent, respectively, of GHG emissions.

Because transportation represents the largest sources of CO<sub>2</sub> emissions in the Bay Area, on-road transportation sources (i.e., automobiles, trucks, and buses), would represent the largest source of GHG emissions within the proposed Area Plan as well. Electricity generation to serve new residential and commercial development resulting from implementation of the proposed Area Plan (both from in-state and out-of-state power plants) would also constitute a large portion GHG emissions.

The project's incremental increases in GHG emissions associated with traffic increases, residential and commercial space heating, and increased energy demand would contribute to regional and global increases in GHG emissions and associated climate change effects. It should be noted that development of Tier 1 projects is not likely to reach full buildout by 2010, but rather

is more likely to occur over the full buildout period (2025). While San Francisco’s population and businesses are expected to increase, overall projected water demand for San Francisco in 2030 is expected to decrease from current water demand due to improvements in plumbing code requirements and additional water conservation measures implemented by the San Francisco Public Utilities Commission (SFPUC). Given the anticipated degree of water conservation, GHG emissions associated with the transport and treatment of water usage would similarly decrease through 2030, and therefore increased GHG emissions from water usage is not expected.

**Table 23: Summary of GHG (CO<sub>2</sub>-Equivalents) Emissions (tons/year)**

| <b>Analysis Scenario</b>   | <b>Construction</b> | <b>Transportation</b> | <b>Heating &amp; Hot Water</b> | <b>Electricity Consumption</b> | <b>Solid Waste</b> | <b>TOTAL</b> |
|----------------------------|---------------------|-----------------------|--------------------------------|--------------------------------|--------------------|--------------|
| Kragen (2010)              | 194                 | 5,532                 | 579                            | 989                            | 304                | 7,598        |
| Phelan (2010)              | 227                 | 1,578                 | 262                            | 246                            | 136                | 2,449        |
| Tier 1 <sup>a</sup> (2010) | 606 <sup>b</sup>    | 13,547                | 2,455                          | 2,489                          | 1,176              | 20,274       |
| Tier 1 + Tier 2 (2025)     | 200                 | 23,312                | 5,387                          | 4,628                          | 2,474              | 36,001       |

NOTE: Detailed calculation results by scenario are available for review as part of the project file at the San Francisco Planning Department, 1650 Mission Street, Fourth Floor.

<sup>a</sup> Includes Kragen & Phelan

<sup>b</sup> GHG emissions for Tier 1 are averaged over two years, and are considered conservatively high since it is unlikely that Tier 1 development would build out over the next two years (2010). Development of Tier 1 is more likely to occur over the full buildout period (2025) so that annual GHG construction emissions would be more similar to those estimated for the Tier 1 + Tier 2 scenario.

There are no adopted thresholds of significance for GHG emissions. The latest guidance from the Governor’s Office of Planning and Research (OPR, June 19, 2008) acknowledges that lead agencies must formulate their own thresholds until statewide CEQA guidance is promulgated. The City and County of San Francisco considers a project to have a significant impact if it were to:

- Conflict with the state goal of reducing GHG emissions in California to 1990 levels by 2020, as set forth by the timetable established in AB 32 (California Global Warming Solutions Act of 2006), such that the project’s GHG emissions would result in a substantial contribution to global climate change; and

- Conflict with San Francisco's Climate Action Plan such that it would impede implementation of the local greenhouse gas reduction goals established by San Francisco's Greenhouse Gas Reduction Ordinance.

Table 23 compares results from the GHG model for the four development scenarios analyzed. In accordance with AB 32, the Global Warming Solutions Act, California began implementing a statewide GHG emissions limit, which is designed to reduce emissions to 1990 levels by 2020. The 2020 GHG emissions limit for California, as adopted by CARB in December of 2007 is approximately 427 million metric tons of CO<sub>2</sub>-Equivalents. When compared to the statewide GHG emissions limit, GHG emissions associated with the Kragen and Phelan sites would represent 0.0018% and 0.0006%, respectively, of this 2020 limit. Implementation of the Tier 1 Scenario would generate GHG emissions equivalent to 0.0048% of this 2020 limit, while emissions associated with the Tier 1 + Tier 2 Scenario would represent 0.0084% of this 2020 limit. Within the Bay Area, GHG emissions associated with the Kragen and Phelan sites would represent 0.0087% and 0.0026%, respectively, of total GHG emissions estimated for the entire Bay Area (2002). Implementation of the Tier 1 Scenario would generate GHG emissions equivalent to 0.023% of the Bay Area total GHG emissions, while emissions associated with the Tier 1 + Tier 2 Scenario would represent 0.042% of the Bay Area total. Therefore, the proposed project would not generate sufficient emissions of GHGs to contribute considerably to the cumulative effects of GHG emissions such that it would impair the state's ability to implement AB32, nor would the proposed project conflict with San Francisco's local actions to reduce GHG emissions.

The OPR Technical Advisory (June 19, 2008) identifies five categories of GHG reduction measures that should be considered in future development:

1. Implement land use strategies that encourage use of alternatives to the single occupant vehicle or that optimize the efficiency of the existing transportation system.
2. Incorporate urban forestry into project designs to reduce heating/cooling loads and to sequester carbon,
3. Implement energy conservation programs in building design and promote alternative energy sources.
4. Reduce vehicle miles traveled through use of multi-occupant vehicles
5. Reduce solid waste generation and improve recycling rates.

There are additional GHG reduction measures outlined by CAPCOA (California Air Pollution Control Officers Association, CEQA and Climate Change, January 2008) as well as California Air Resources Board (CARB, Climate Change Draft Scoping Plan, June 2008). While these

guidelines address GHG emissions from a wide array of stationary and mobile sources, guidelines relating to land use development emphasize locating new development appropriately to encourage use of alternative modes of transportation (including transit, walking, and bicycling) and incorporating energy conservation measures into building/development designs and expanding/strengthening existing energy efficiency programs. At present, buildings account for 30 percent of greenhouse gas emissions.

In addition to these guidelines, the State of California Attorney General's office has compiled a list of GHG reduction measures that could be applied to a diverse range of projects, including the following:

1. Include mixed-use, infill, and higher density in development projects to support the reduction of vehicle trips, promote alternatives to individual vehicle travel, and promote efficient delivery of services and goods.
2. Design buildings to be energy efficient, installing efficient lighting, light colored cool roofs, cool pavements, energy efficient heating and cooling systems, etc.
3. Reuse and recycle construction and demolition waste.

New construction within the Project Area will be required to incorporate energy efficiency measures, which would be consistent with the goals and policies as set forth in the City's Energy Policy of the General Plan, 1997 Sustainability Plan, 2002 Electricity Resource Plan, 2002 Climate Action Plan, and 2008 Greenhouse Gas Reduction Ordinance.

Through these plans and ordinances, San Francisco has been actively pursuing cleaner energy, transportation and solid waste policies. In an independent review of San Francisco's communitywide emissions it was reported that San Francisco has achieved a 5% reduction in communitywide greenhouse gas emissions below the Kyoto Protocol 1990 baseline levels. The 1997 Kyoto Protocol sets a greenhouse gas reduction target of 7% below 1990 levels by 2012. The "communitywide inventory" includes greenhouse gas emissions generated by San Francisco by residents, businesses, and commuters, as well as municipal operations. The inventory also includes emissions from both transportation sources and from building energy sources. Probable future greenhouse gas reductions will be realized by implementation of San Francisco's recently approved Green Building Ordinance. Additionally, the recommendations outlined in the Draft AB 32 Scoping Plan will likely realize major reductions in vehicle emissions.

The proposed Balboa Park Station Area Plan would fulfill all five of the above-listed OPR categories of GHG reduction measures and CAPCOA GHG reduction measures. The proposed Balboa Park Station Area Plan would encourage use of alternative transportation modes, which would help reduce transportation-related GHG emissions, relative to the same amount of population and employment growth elsewhere in the Bay Area, where transit service is generally

less available. In addition, GHG emissions increases from projected growth and development within the Project Area would be less than would result if this growth occurred in outlying areas of the air basin, where trip lengths would be longer. Moreover, the project's emphasis on creating relatively higher-density, mixed-use development patterns would be expected to make walking and other non-vehicular travel more viable than would be the case for similar population and employment growth in lower-density, single use neighborhoods elsewhere. Providing high density, transit oriented development to accommodate projected population demands reduces per capita GHG emissions by promoting alternative modes of transportation and providing employment opportunities within the neighborhood, thereby decreasing individual reliance on motor-vehicles. Therefore, the proposed plan's transportation-related GHG emissions would tend to be less relative to the same amount of population and employment growth elsewhere in the Bay Area, where transit service is generally less available than in the central city of San Francisco.

New construction within the Project Area will also be required to meet California Energy Efficiency Standards for Residential and Nonresidential Buildings, requirements of pertinent City ordinances such as the Residential Energy Conservation Ordinance, and emissions reduction actions included in the San Francisco Climate Action Plan, helping to reduce future energy demand as well as reduce the project's contribution to regional GHG emissions. In addition, new construction in the Project Area would be subject to requirements of the City's proposed Green Building Ordinance. Incorporation of energy efficiency measures into future Project-related development projects as part of these ordinance requirements would also be consistent with CAPCOA and CARB energy conservation guidelines.

As part of the City's Green Building Ordinance, future development within the Project Area would also be required to divert at least 75 percent of all construction and demolition material from landfills, a 10 percent increase from the City's Construction Demolition and Debris Recovery Ordinance (Ordinance No. 27-06). The construction material required to be diverted from landfills would be consistent with the Attorney General's guidelines for reusing and recycling construction and demolition waste, reducing solid waste generation and improving recycling rates. The Green Building Ordinance also requires new development to provide areas for recycling, composting and trash storage that is convenient for all users, further supporting the Department of the Environment's zero waste campaign.

The Balboa Park Station Area Plan also incorporates urban forestry designs. New construction, additions, or changes of use within most zoning districts in San Francisco (including the zoning districts within the Balboa Park Station Area Plan) must comply with Planning Code Section 143 which requires the owner or developer to install a minimum of one 15-gallon size street tree for every 20 feet of frontage of a property along a street or alley. Streets within the Balboa Park Station Area Plan would also be built to the standards outlined in the San Francisco Better Streets Plan. The Better Streets Plan includes urban forest guidelines that encourage planting of trees and understory vegetation within the urban streetscape. The guidelines consider the appropriate size

and placement of trees, as well as appropriate species selection based on San Francisco's unique microclimates. Therefore, the Balboa Park Station Area Plan would incorporate urban forestry design elements that would incrementally reduce the heating/cooling loads and aid in carbon sequestration.

Thus, it can be fairly stated that GHG emissions related to the proposed Balboa Park Station Area Plan would likely be of lesser intensity than for residential and commercial development of comparable magnitude in a less dense, more sprawling environment. It can be stated with equal clarity that enhancements to transit service in the Project Area and vicinity, residential infill, and commercial development to provide employment opportunities near residential neighborhoods, would all combine to reduce GHG emissions that would otherwise be generated by increased vehicle travel. Given all the factors to minimize vehicle trip lengths and incorporate energy efficiency measures as required by city mandates/ordinances, the proposed Balboa Park Station Area Plan would not conflict with the State's goals of reducing GHG emissions to 1990 levels by 2020, and the project's impact on GHG emissions would be less than significant. Furthermore, the proposed plan would not conflict with the City's ability to meet GHG reduction goals. Strategies, guidelines, and policies of the proposed Balboa Park Station Area Plan that would promote sustainability and reduction of GHGs include the following:

- Key Strategy of the Plan: Improve the functioning of Balboa Park Station as a regional transit hub so that it efficiently accommodates BART, Muni light rail and buses, bicycles, taxis, automobile drop-off and pick-up, and pedestrians.
- Key Strategy of the Plan: Re-design the Project Area streets, particularly main streets such as Geneva, Ocean, San Jose, and Phelan Avenues, to emphasize their multi-purpose character as pedestrian-friendly civic spaces and multi-modal movement corridors.
- Urban Design and Architectural Guidelines: Separating pedestrian traffic and vehicular traffic on busy streets; providing other street furniture, including... bicycle racks;
- Revision to Existing Policy: Introduce new transit-oriented, mixed-use development on opportunity sites in the Transit Station Neighborhood.

It should also be noted that the CARB Draft Scoping Plan includes a variety of other GHG reduction measures that will be implemented (e.g., clean car standards, Low Carbon Fuel Standard, etc.) and implementation of these statewide programs will ultimately reduce the project's transportation-related GHG emissions.

In summary, the proposed project would not contribute significantly, either individually or cumulatively, to global climate change given that: (1) implementation of the proposed Balboa Park Station Area Plan would not contribute significantly to global climate change such that it would impede the State's ability to meet its GHG reduction targets under AB 32, or impede San

Francisco's ability to meet its GHG reduction targets under the Greenhouse Gas Reduction Ordinance; (2) San Francisco has implemented programs to reduce GHG emissions specific to new construction of residential and commercial development within the Project Area; (3) San Francisco's sustainable policies have resulted in the measured success of reduced GHG emissions levels; and (4) current and probable future state and local GHG reduction measures will continue to reduce contributions to climate change that would be associated with future development within the Project Area.

### **Odors**

The proposed Area Plan would increase the number of residents located near pollutant emission and odor sources such as the I-280 freeway and major roadways. Any future residences located in proximity to the relocated Phelan Loop bus layover facility also could be subject to diesel exhaust odors from idling buses. When detectable, these odors could be a nuisance to future residents (health risks are discussed on pp. 259-260), which would be a potentially significant impact. Provision of upgraded ventilation systems that would allow residents to close windows and ventilate/filter air mechanically (Mitigation Measure AQ-2, p. 341) would reduce this potential nuisance impact to less than significant.

## F. SHADOW

This section describes existing and proposed open spaces in the Project Area and in the vicinity of the Project Area, and potential shadow effects resulting from implementation of the proposed Area Plan on these areas and proposed new open space areas under the Area Plan. This subsection is based on available Project Area information and preliminary “shadow fan analysis” diagrams prepared by the San Francisco Planning Department for the proposed Area Plan.<sup>1</sup>

## SETTING

### EXISTING OPEN SPACES

The Project Area includes Balboa Park, a Recreation and Park Department property.<sup>2</sup> Balboa Park is in the Transit Station Neighborhood subarea of the Project Area. It is located along the entire northern frontage of Ocean Avenue between I-280 and San Jose Avenue and extends to Havelock Street to the north. The park includes four baseball fields, two large multi-use fields, tennis courts, an indoor swimming pool, a children’s play area, a soccer stadium, and other park amenities. Due to topographic differences, the presence of a blank retaining wall, and dense vegetation above the wall along Ocean Avenue at the southern perimeter of the park, the park is not accessible from Ocean Avenue. A pedestrian bridge over I-280 links the park with the City College Campus. The park is otherwise cut off from the western portion of the Project Area by I-280.

Publicly accessible open spaces that are not under the jurisdiction of the Recreation and Park Department are not subject to Planning Code Section 295. Such publicly accessible open spaces in the vicinity of the Project Area include: the Monterey Conservatory about 0.4 miles northeast of the Project Area; Dorothy Erskine Park about 0.6 miles northeast of the Project Area; Glen Canyon Park about 0.8 miles northeast of the Project Area; Mount Davidson Park about 0.6 miles northwest of the Project Area; Ocean View Playground about 0.5 miles southwest of the Project Area; Brooks Park about 0.8 miles southwest of the Project Area; Merced Heights Playground about 1.0 mile southwest of the Project Area; and Cayuga Playground about 0.6 miles southwest of the Project Area.

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<sup>1</sup> These shadow diagrams are on file with the Planning Department and available for public review, by appointment, at 1650 Mission Street, as part of the project file.

<sup>2</sup> The Aptos Playground at the western edge of the Project Area is approximately 0.7 miles west of the Project Area, and is also under the jurisdiction of the Recreation and Park Department. It is located on the north side of Ocean Avenue between Aptos and Cerritos Avenues, immediately south of Aptos Middle School. This playground includes a tennis court, a baseball diamond, and a blacktop playing area.



## **IMPACTS**

### **SIGNIFICANCE CRITERIA**

A project would have a significant effect on the environment under CEQA with respect to shadows if net new shadow created by implementation of the proposed Area Plan would create new shadow in a manner that substantially affects outdoor recreation facilities or other public areas. Relevant factors include existing shadow, time of day, period of year, duration and extent of shadow, use of the potentially shaded park areas, and overall importance of sunlight to the utility of the open space.

Planning Code Section 295, adopted in 1984 pursuant to voter approval of Proposition K, generally prohibits the issuance of building permits for structures over 40 feet in height that would cause new shadow on open space under the jurisdiction of, or designated to be acquired by, the Recreation and Park Commission unless the Planning Commission, in consultation with the General Manager of the Recreation and Park Department, determines that the new shadow would not have a significant adverse impact on the use of such property from one hour after sunrise to one hour before sunset. The Initial Study (Appendix A, p. 37) determined that increased building heights resulting from implementation of the Area Plan and its specific development projects could have a significant shadow effect under Planning Code Section 295. This is because it could potentially create net new shadow on Balboa Park, a Recreation and Park Department property, as well as on the 0.5-acre Phelan Loop Plaza proposed as part of the Area Plan's Phelan Loop Site development which may be transferred to the Recreation and Park Department. The transfer would occur if the Recreation and Park Commission, with the concurrence and subject to the approval of the Board of Supervisors, recommends that the property be placed under its jurisdiction. According to the shadow fan diagrams, the Area Plan would not result in creating net new shadow on any other public areas subject to Section 295.

In 1989, the Planning Commission and the Recreation and Park Commission adopted criteria pursuant to Section 295 for evaluating the significance of new shadow on 15 parks in the general downtown area. No formal criteria for the significance of new shadow on Balboa Park have been adopted under Section 295; thus, case-by-case review, taking the local circumstances into consideration, would be required.

To determine whether development under the proposed Area Plan would conform to Section 295, preliminary shadow fan diagrams were prepared by Planning Department staff for various potential development sites in the Project Area. Potential shadow effects attributable to implementation of the Area Plan were analyzed for representative times during two seasons: on the winter solstice when the sun is at its lowest, days are at their shortest, and shadows are at their longest at any given time during daylight; and on summer solstice, when the sun is at its highest,

days are at their longest, and shadows are at their shortest. The times selected are 8:22 a.m., noon, and 3:54 p.m. Pacific Standard Time (PST) on December 21; and 6:48 a.m. and 7:35 p.m. Pacific Daylight Time (PDT) on June 21. Shadows on any other day of the year would be within the range of shadows presented during the seasons and times of the day described above. It should be noted that the results of the Section 295 analysis and the evaluation of any such impacts inform but are not determinative of shadow impacts from the standpoint of CEQA. The significance criteria for shadow impacts under CEQA are set forth above under the heading “Significance Criteria.”

## **PROPOSED AREA PLAN**

The proposed Area Plan includes the following elements that relate to shadow:

- Changes to height and bulk limits, as shown in Figure 9: Existing and Proposed Height and Bulk Limits for Project Area, p. 96. These changes could have the potential to increase the scale (height and bulk) of development in the Project Area.
  - The height limits for the Ocean Avenue Neighborhood Commercial District would be decreased from 65 feet to 55 feet on the Kragen Auto Parts and Phelan Loop Sites and increased from 40 to 45 feet for the remainder of the Ocean Avenue Neighborhood Commercial District.
  - The height and bulk limits around the transit station would be changed:
    - The east side of San Jose Avenue, between Geneva Avenue and the north side of Ocean Avenue, would be changed from 40-X to 45-X.
    - The Upper Yard parcel, which is currently zoned 105-E and 40-X, would be changed to 85-E for the entire parcel.
  - The Balboa Reservoir, which is currently zoned 40-X on the northern half and 65-A on the southern half, would be rezoned to reflect the proposed north-south re-orientation of the reservoir berm. This would include moving the 40-X height and bulk district to the western half of the reservoir site and the northernmost portion of the eastern half of the reservoir site and moving the 65-A height and bulk district to the remaining portion of the eastern half of the reservoir site.
- Introduction of six new open spaces into the Project Area: the Geneva Transit Plaza; the Freeway Deck Plaza; Balboa Reservoir site open space; the Brighton Avenue right-of-way open space; the Library open space; and the Phelan Loop Plaza.

## **Area Plan Effects**

### Shadow Effects on Existing Open Space Subject to Section 295 (Balboa Park)

Preliminary shadow diagrams prepared by the Planning Department for the Area Plan show a comparison of the maximum extent of shadow under existing and proposed height limits. The diagrams assume that potential development parcels in the Project Area would be developed up to their maximum allowable building envelope. The height limit changes that could potentially

result in shadow effects on Balboa Park would increase maximum allowable heights in the Project Area from 40 feet to 45 feet. Accordingly, the potential shadows would also increase commensurately if maximum allowable development were to occur under the Area Plan's proposed height limit changes.

The Planning Department's preliminary shadow fan analysis indicates that under the existing 40-foot height limit, shadows from maximum allowable height on potential development sites at the northeast and southeast corners of the intersection of San Jose and Ocean Avenues could reach the southeastern portion of Balboa Park in the morning hours year round. With the proposed increase in height limit (from 40 to 45 feet) under the Area Plan, shadows resulting from the newly proposed maximum allowable height on the same development sites are predicted to be cast on the same general area of the park; however, the potential reach of these shadows would increase commensurate with the height limit increase.

The shadow fan analysis indicates the potential of additional shadow on Balboa Park's baseball diamond as a result of the proposed new height limit at San Jose and Ocean Avenues. New shadow would potentially be cast for a short duration of time on the edges of the park's baseball diamond in the months of June and December at around 6:48 a.m. and 8:22 a.m., respectively. Although the park is open from 6 a.m. to 10 p.m. daily, the new shadow would not occur at a time when the park, including its baseball diamond, is in active use. It is expected that by the time the park's baseball diamond is in active use (typically the noon and afternoon hours), no new shadow would fall on the baseball diamond; therefore, the new shadow would not detract from the active use of Balboa Park. Some new shadow may also be cast on non-active use areas of the park, such as along the heavily vegetated southeastern edges of the park, in the morning hours year round. Overall, diagrammatic and qualitative analyses support the conclusion of no significant shadow impact under CEQA, as a result of Area Plan-related maximum development on potential sites at the northeast and southeast corners of the intersection of San Jose and Ocean Avenues.

Maximum allowable development on all other potential sites under the Area Plan would not result in the creation of net new shade on Balboa Park or any other public open spaces and recreational properties under the existing or proposed new height limits, according to the Planning Department's preliminary shadow fan analysis. Overall, given the areas of net new shadow and the times during which they occur, no shadow impacts related to changes in height and bulk as proposed under the Area Plan are expected.

Any major development proposal that occurs under the Area Plan that is not analyzed in detail in this EIR could have the potential to create significant shadow impacts under CEQA, and therefore would be subject to further project-level environmental review. Individual development proposals under the Area Plan that are proposed to be greater than 40 feet in height would be subject to both Section 295 and applicable CEQA shadow analyses, and potential shadow impacts

on the use of Balboa Park and other public open spaces would be evaluated. Planning Code Section 295 evaluation and applicable CEQA shadow analyses would determine whether shadow from these future development proposals could reach one or more Recreation and Park Department properties and other public open spaces, and if so, whether the proposed development would cause a significant adverse impact on the use or enjoyment of these open spaces. Compliance with Section 295 and analyses in the CEQA documents would ensure that subsequent development proposals under the Area Plan would not adversely affect existing or proposed open spaces under the jurisdiction of the Recreation and Park Department and other public open spaces, and shadow impacts would be considered less than significant.

The Planning Commission, acting with the advice of the Recreation and Park Department General Manager, will make a final determination under Planning Code Section 295 with respect to the significance of shadows from individual development proposals on Balboa Park. The Planning Commission will also make a final determination regarding significance of shadows from individual development proposals that may be cast on other public open spaces that are not Recreation and Park Department properties. The Planning Commission may require revisions to development proposals that reduce identified shadow impacts on Recreation and Park Department and other public open space to less-than-significant levels. Therefore, development anticipated to occur with implementation of the Area Plan would not result in significant adverse shadow impacts.

#### Shadow Effects on Proposed New Open Space in the Project Area

The proposed Area Plan envisions the creation of six new public open spaces: the Geneva Transit Plaza, the Freeway Deck Plaza, the Balboa Reservoir site open space, the Library open space, the Brighton Avenue right-of-way open space, and the Phelan Loop Plaza open space. See Figure 7 on p. 90. The Phelan Loop Plaza open space is discussed below under Development Project Effects.

Preliminary shadow fan analysis prepared by the Planning Department indicate that, as with potential development under existing height and bulk controls, development on the south side of Geneva Avenue (the Upper Yard) and the northeast corner of Geneva and San Jose Avenues (part of San Jose Avenue infill development) to the maximum development potential under the proposed height and bulk limits would create shadow on the proposed Geneva Transit Plaza around morning, midday and afternoons for most of the year. New shadow from potential development of the Upper Yard under existing or proposed height and bulk limits would not reach the proposed Freeway Deck Plaza. As with potential development under existing height and bulk controls, infill development along Ocean Avenue to the maximum development potential under the proposed height and bulk limits would create shadow at the southern end of the proposed Balboa Reservoir site open space.

A publicly accessible open space (Library open space) is planned as part of the new 7,000-sq.-ft. Ingleside Branch Library development approved for the Sunset Garage parcel and expected to occur independent of adoption and implementation of the proposed Area Plan. The Sunset Garage parcel development, along with the Kragen Auto Parts Site development and other infill development along Ocean Avenue under the proposed height and bulk limits, would create shadow on the Library open space throughout the day, except around midday, for most of the year. The Kragen Auto Parts Site development, along with the Phelan Loop Site and Sunset Garage parcel development, and other infill development along the south side of Ocean Avenue under the proposed height and bulk limits, would shade portions of the Brighton Avenue right-of-way open space throughout the day, except around midday, for most of the year.

With the possible exception of Phelan Loop Plaza, none of the open spaces are expected to be acquired by the Recreation and Park Department. Therefore, no significant shadow effects related to Section 295 are anticipated for these five open spaces described above: the Geneva Transit Plaza; the Freeway Deck Plaza; Balboa Reservoir site open space; the Library open space; and the Brighton Avenue right-of-way open space. These five open spaces would have ample access to direct and reflected sunlight for urban plazas. Because all of these open spaces would be newly developed at the time of Area Plan implementation, shadow on these spaces would not interfere with any pre-existing recreational uses on these spaces or public expectations for the amount of sunlight on these spaces. The impact of shadow as a result of development proposals under the Area Plan on these newly created open spaces would be less than significant.

The City, however, could implement Improvement Measure SM-1, p. 354, applicable to development that could potentially affect a publicly accessible open space not subject to Section 295. This improvement measure would require setbacks and certain architectural treatments for proposed new developments with the potential to shade newly created public and publicly accessible private open spaces, in order to minimize shadow effects on the use of these open spaces.<sup>3</sup> This improvement measure may be required by decisionmakers as a condition of approval for development proposals under the Area Plan with the potential to shade publicly accessible open spaces, prior to issuance of building permits.

#### Shadow Effects on Existing Publicly-Accessible Open Space Outside of the Project Area

The nearest publicly accessible open spaces (not controlled by the Recreation and Park Commission but controlled by other public or private entities) outside of the Project Area are identified in the Setting subsection above. Preliminary shadow fan analysis prepared by the Planning Department show that these areas are beyond the potential reach of shadow from

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<sup>3</sup> Phelan Loop Plaza may be transferred to the Recreation and Park Department. If this plaza is not transferred to Recreation and Park Department, Improvement Measure SM-1 would also be applicable to it.

development under the Area Plan. Potential development under the Area Plan would not create new shadows on these areas because of the distance of these open space areas from the Project Area and the height limits under the proposed Area Plan. Therefore, no impacts to publicly accessible open space located outside of the Project Area are anticipated.

#### Shadow Effects on Other Public Areas

Implementation of the proposed Area Plan would increase shadows on public areas, like streets and sidewalks. Such an increase would not substantially affect pedestrian comfort. Streets and sidewalks would continue to receive ample direct or reflected sunlight. Shadow impacts of the proposed Area Plan would be less than significant.

### **Development Project Effects**

#### Phelan Loop Site and Kragen Auto Parts Site Developments

The proposed Area Plan includes development of the Phelan Loop Site with a mixed-use building. The height limits for the Ocean Avenue Neighborhood Commercial District are proposed to be decreased from 65 feet to 55 feet for the Phelan Loop Site; therefore this site would be built up to a maximum of 55 feet in height. The proposed development would also include about 0.5 acre of adjacent public open space, the Phelan Loop Plaza, to the east of the proposed new building. In the future, this plaza may be transferred to the Recreation and Park Department and subject to Section 295. The proposed Area Plan also includes development of the Kragen Auto Parts Site with a mixed-use building. As with the Phelan Loop Site, the Kragen Auto Parts Site would be built up to a maximum height of 55 feet. This development would include about 4,300 sq. ft. of publicly accessible private open space, the Brighton Avenue open space. This open space would not be subject to Section 295, as discussed above under Shadow Effects on Proposed New Open Space in the Project Area.

The preliminary shadow fan analysis prepared by the Planning Department indicates that the maximum allowable development on the Phelan Loop Site and Kragen Auto Parts Site parcels could cast shadows on the Phelan Loop Plaza during the afternoon for most of the year. In addition, shadows resulting from maximum allowable infill development on the south side of Ocean Avenue could reach Phelan Loop Plaza under both the existing 40-foot and proposed new 45-foot height limits during the early mornings and late afternoons for most of the year.

Currently, there is no formal commitment by the Recreation and Park Department to acquire the Phelan Loop open space. Upon construction, if the Phelan Loop Plaza were to be acquired by the Recreation and Park Department, it would be subject to Section 295 of the Planning Code and potential shadow impacts on this plaza would be evaluated based on the guidelines of that code section. Compliance with Section 295 would ensure that specific development projects do not

adversely affect this Recreation and Park Department property. The Planning Commission, acting with the advice of the Recreation and Park Department General Manager, will make a final determination under Planning Code Section 295 with respect to the significance of shadows from individual development proposals on Phelan Loop Plaza. The Planning Commission may also require changes to development proposals to reduce identified shadow impacts to less-than-significant levels. Implementation of Section 295 would ensure that individual development proposals under the Area Plan do not result in significant Section 295 shadow impacts on Phelan Loop Plaza, a potential Recreation and Park Department property. However, as discussed below, the impacts of project shadow on the Phelan Loop Site would be less than significant.

If the Phelan Loop Plaza were not acquired by the Recreation and Park Department, it is expected that this plaza would still be a publicly accessible open space, but would not be under Recreation and Park Department jurisdiction. This space would have ample access to direct and reflected sunlight for an urban plaza. Because this open space would be newly developed as part of Area Plan implementation, shadow on this space would not interfere with any pre-existing recreational uses on this space or public expectations for the amount of sunlight on this space. This conclusion is independent of whether or not the Phelan Loop Plaza becomes Recreation and Park Department property or remains under other public jurisdiction. The impact of project shadow on this open space would thus be less than significant.

Any major development proposal that occurs under the Area Plan that is not analyzed in detail in this EIR could have the potential to create significant shadow impacts under CEQA, and therefore would be subject to further project-level environmental review. Individual development proposals under the Area Plan that are proposed to be greater than 40 feet in height would be subject to both Section 295 and applicable CEQA shadow analyses, and potential shadow impacts on the use of Balboa Park and other public open spaces would be evaluated. Planning Code Section 295 evaluation and applicable CEQA shadow analyses would determine whether shadow from these future development proposals could reach one or more Recreation and Park Department properties and other public open spaces, and if so, whether the proposed development would cause significant adverse impact on the use or enjoyment of these open spaces. Compliance with Section 295 and analyses in the CEQA documents would ensure that subsequent development proposals under the Area Plan would not adversely affect existing or proposed open spaces under the jurisdiction of the Recreation and Park Department and other public open spaces, and shadow impacts would be considered less than significant.

Maximum allowable development on the Phelan Loop Site and Kragen Auto Parts Site parcels, along with other infill development along Ocean Avenue proposed under the Area Plan, would cast shadows on the Brighton Avenue right-of-way open space (a publicly accessible private open space that would be part of the Kragen Auto Parts Site development), the southern end of the Balboa Reservoir site open space, and the Library open space. Since these three open spaces are

not potential Recreation and Park Department properties, shading of these spaces would not result in significant impacts under Section 295. These three open spaces would have ample access to direct and reflected sunlight for an urban plaza. Because these three open spaces would be newly developed at the time of Area Plan implementation, shadows on them would not interfere with any pre-existing recreational uses on these spaces or public expectations for the amount of sunlight on these spaces, and thus would result in less-than-significant impacts under CEQA. Overall, the impact of shadow on the Brighton Avenue open space, Reservoir site open space, and the Library open space as a result of the Phelan Loop Site and Kragen Auto Parts Site development projects would be less than significant.

The City, however, could implement Improvement Measure SM-1, p. 354, applicable to development that could potentially affect a publicly accessible open space not subject to Section 295. This improvement measure would require setbacks and certain architectural treatments for proposed developments with the potential to shade Phelan Loop Plaza and the Brighton Avenue open space in order to minimize shadow effects on these potential publicly accessible open spaces. This improvement measure may be required by decisionmakers as a condition of project approval, prior to issuance of building permits.

### **Cumulative Impacts**

As noted above, potential shadow from development under the proposed Area Plan would not reach any public open spaces outside of the Project Area. Further, no currently proposed project outside of the Project Area is expected to create new shadow that would reach any existing or proposed open space within the Project Area. Because shadow impacts of potential development (both within and outside of the Project Area) would be localized, shadow impacts due to development in the Project Area under the proposed Area Plan are not expected to contribute to cumulative impacts, in conjunction with other potential development outside of the Project Area.

As individual development projects are proposed in the Project Area, shadow impacts would be analyzed in detail and the degree of significance determined for each development proposal as well as cumulatively with other nearby development proposals from the standpoint of CEQA. At a project level of analysis, Planning Code Section 295 evaluation and applicable CEQA analyses would determine whether shadow from individual future development proposals could reach one or more Recreation and Park Department properties and other publicly accessible open/recreational spaces, and if so, whether shadow from the proposed development would cause significant adverse impacts on the use or enjoyment of these open spaces. If an individual development proposal is found to have a significant adverse impact on the use or enjoyment of any such open spaces or recreational properties, they would generally not be approved, or they would be required to make changes that would reduce identified shadow impacts to less-than-significant levels. Thus, compliance with Section 295 and CEQA would ensure that subsequent



#### IV. Environmental Setting and Impacts

##### F. Shadow

development proposals under the Area Plan would not adversely affect existing or proposed open spaces. Overall, cumulative shadow impacts related to the Area Plan would be considered less than significant.

## **G. HYDROLOGY AND WATER QUALITY**

### **SETTING**

#### **WATER FEATURES**

There are currently no natural surface water bodies or streams in the Balboa Park Station Area. Historically, there were small creeks flowing from the east side of the City to the Bay, but most of the creeks were historically filled during development of the City. Precipitation mostly occurs from November to April, and average annual precipitation in the area is about 22 inches.

#### **DRAINAGE AND WASTEWATER**

Freshwater flow to the Bay from the City, including the Balboa Park Station Area, has been almost entirely diverted to the City's combined sewer and stormwater system, which collects and transports both sanitary sewage and stormwater runoff in the same set of pipes. The City's wastewater composition is estimated to be 47 percent residential, 47 percent commercial, and 6 percent industrial, on average over the entire citywide system.<sup>1</sup> During dry weather, approximately 84 million gallons per day (mgd) of treated wastewater (effluent) is discharged from the combined sewer system to the San Francisco Bay through the Southeast Water Pollution Control Plant (SEWPCP) and to the Pacific Ocean through the Oceanside Water Pollution Control Plant (OWPCP). During wet weather, with additional wet weather facilities and operation, the plants can treat approximately 465 mgd prior to discharge, and wet weather flows in excess of this treatment capacity receive the equivalent of primary treatment prior to being discharged to the Bay and Ocean through combined sewer overflow (CSO) structures located around the perimeter of the City. It is estimated that the City's wastewater system treats approximately 91 percent of the stormwater runoff to the Ocean or Bay.

#### **Combined Sewer System and Overflows**

The combined sewer system can be divided into the Bayside and Westside drainage basins which collect wastewater and stormwater from the east and west sides of the City, respectively. The dividing line extends roughly from Fort Point on the north to the San Francisco Golf Course on the south, as determined by the design and operation of the sewer system which further divides the system into sub-drainage basins or "sewersheds." Within the Project Area, the boundary

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<sup>1</sup> San Francisco Public Utilities Commission, *Wastewater System Reliability Assessment, Baseline Summary Report, Draft*. December 2003. Prepared by SFPUC Water Pollution Control Division, San Francisco Department of Public Works, Bureau of Engineering, Hydraulic & Mechanical Sections, and The Water Infrastructure Partners.

between the two basins is marked roughly by Phelan Avenue. The Bayside drainage basin includes over nine sewersheds and the wastewater and stormwater flows from east of Phelan Avenue would drain to the Islais Creek sewershed. Flows from west of Phelan Avenue would drain to the Lake Merced sub-basin of the Westside drainage basin. Collection and treatment of wastewater and stormwater flows in both drainage basins are described below.

#### Bayside Drainage Area

Wastewater flows from the east side of the City, including the portion of the Balboa Park Station Area to the east of Phelan Avenue, are transported to the SEWPCP, which is located on Phelps Street between Jerrold and Evans Avenues. This plant can treat up to 150 mgd of sewage to a secondary level,<sup>2</sup> with a permitted dry weather capacity of 85 mgd. The annual average wastewater flow during dry weather is 67 mgd. Therefore, all dry weather wastewater flow, consisting mainly of municipal sanitary sewage and industrial wastewater, is treated to a secondary level at the SEWPCP. The treated wastewater is then discharged to the Bay through the deep water outfall at Pier 80, located immediately north of the Islais Creek Channel.

During wet weather, the combined sewer system collects large volumes of stormwater runoff in addition to municipal and industrial wastewater, and the combined wastewater and stormwater flow is conveyed to treatment facilities before eventual discharge to the Bay. Depending on the amount of rainfall, wet weather flows are treated to varying levels before discharge to the Bay. Up to 150 mgd of wet weather flows receive secondary treatment at the SEWPCP. The SEWPCP can also treat up to an additional 100 mgd to a primary treatment<sup>3</sup> standard plus disinfection. Treated wet weather discharges from the SEWPCP occur through the Pier 80 outfall directly to the Bay or through the Quint Street outfall to Islais Creek Channel (on the south bank of Islais Creek, one block west of the Third Street bridge). Only wastewater treated to a secondary level is discharged at the Quint Street outfall.

Up to an additional 150 mgd of wet weather flows receive primary treatment plus disinfection at the North Point Wet Weather Facility, located on the north side of the City at 111 Bay Street, which operates only during wet weather. Treated effluent from this facility is discharged through four deep water outfalls, approximately 800 feet from the Bay shoreline and 18 feet below mean

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<sup>2</sup> Secondary treatment is the treatment of wastewater or sewage involving removal of organic matter using biological and chemical processes. This is a higher level of treatment than primary treatment, which is removal of floating and settleable solids using physical operations such as screening and sedimentation. Secondary treatment is less intensive than tertiary treatment, in which additional chemical and biological treatment processes are used to remove additional compounds that may be required for discharge or reuse purposes.

<sup>3</sup> Primary treatment refers to physical treatment processes, such as screening and sedimentation, which remove large and heavy solids.

lower low water. Two of the deep water outfalls terminate at the end of Pier 33 and two terminate at the end of Pier 35 on the northeastern Bay shoreline.

The combined sewer system includes storage and transport boxes that, during wet weather, retain the combined stormwater and sewage flows that exceed the capacities of the SEWPCP and the North Point Wet Weather Facility for later treatment. When rainfall intensity results in combined flows that exceed the total capacity of the SEWPCP, North Point Facility, and the storage and transport structures, the excess flows are discharged through 29 CSO structures located along the City's Bayside waterfront from Fisherman's Wharf to Candlestick Point. Discharges from the CSO structures, consisting of about 6 percent sewage and 94 percent stormwater, receive "flow-through treatment," which is similar to primary treatment, to remove settleable solids and floatable materials. Wet weather flows are intermittent throughout the rainy season, and combined sewer overflow events vary in nature and duration depending largely on the intensity of individual rainstorms.

When the capacity of the system is exceeded, wet weather flows from the Islais Creek sewershed can be discharged through 17 Central Basin CSO structures discharging to Islais Creek, Mission Creek, Central Basin, and Lower and Central San Francisco Bay. These CSO structures are permitted for a long-term average of 10 overflows per year, but the annual average number of overflows has exceeded this criterion in the past.<sup>4</sup>

All dry and wet weather discharges from the combined sewer system to the Bay, through either the outfalls or the CSO structures, are operated in compliance with the federal Clean Water Act and the State's Porter-Cologne Water Quality Control Act through National Pollutant Discharge Elimination System (NPDES) permit CA0037664<sup>5</sup> issued by the California Regional Water Quality Control Board, San Francisco Bay Region (CRWQCB).

#### Westside Drainage Area

Wastewater flows from the west side of the City, including the portion of the Balboa Park Station Area to the west of Phelan Avenue, are transported to the OWPCP, which is located at 3500 Great Highway. This plant has the capability to treat up to 43 mgd of sewage to a secondary level with a permitted dry weather capacity of 21 mgd. The annual average dry weather wastewater flow to the plant is 18 mgd. Therefore, existing dry weather flows are within the capacity of the OWPCP and all dry weather wastewater flows are treated to a secondary level. The treated

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<sup>4</sup> Brown and Caldwell, *Screening of Feasible Technologies (SOFT) for Wastewater and Stormwater Management for San Francisco Bayside Watersheds*. February 27, 2004.

<sup>5</sup> California Regional Water Quality Control Board, National Pollutant Discharge Elimination System (NPDES) Permit No. CA0037664, Order No.2002-0073, for City and County of San Francisco Southeast Water Pollution Control Plant, North Point Wet Weather Facility, and Bayside Wet Weather Facilities. Adopted June 19, 2002. Available at [http://www.waterboards.ca.gov/sanfranciscobay/order\\_nosb2.htm](http://www.waterboards.ca.gov/sanfranciscobay/order_nosb2.htm).

wastewater is discharged to the Pacific Ocean, 3.75 miles off shore, through the Southwest Ocean Outfall (SWOO).

During wet weather, the combined wastewater and stormwater flow is conveyed to treatment facilities before eventual discharge to the ocean. Depending on the amount of rainfall, wet weather flows are treated to varying levels before discharge to the ocean. Up to 43 mgd of wet weather flows receive secondary treatment at the OWPCP. Up to an additional 22 mgd of wet weather flows are treated to a primary standard<sup>6</sup> at the OWPCP and discharged through the SWOO. Approximately 50 percent of the wet weather flows are treated at this plant and the effluent quality generally meets secondary standards.

Wet weather flows in excess of 65 mgd, the combined primary and secondary treatment capacity of the OWPCP, receive flow-through treatment equivalent to primary treatment in three large storage/transport boxes: the Westside Transport, the Richmond Transport, and the Lake Merced Transport, which have a combined storage capacity of 73.5 million gallons, including 2.2 million gallons of storage in the sewer lines. Wet weather flows between 65 mgd and 175 mgd (approximately 37 percent of the total wet weather flows) are discharged to the ocean through the SWOO and flows in excess of 175 mgd (about 13 percent of the total wet weather flows) are discharged at the shoreline through one of seven CSO structures. These overflow facilities are permitted for a long-term average of eight overflows per year. During the eight-year period from 1997 to 2004, the Westside drainage basin met the goal of an annual average of eight or fewer overflows per year.<sup>7</sup>

Because the ocean outfall is located beyond the California territorial limit of three miles, regulatory authority for the discharge is jointly administered by the California Regional Water Quality Control Board (CRWQCB), San Francisco Bay Region, and the U.S. Environmental Protection Agency (U.S. EPA). All dry and wet weather discharges from the combined sewer system to the ocean, through either the SWOO or the CSO structures, are operated in compliance with the federal Clean Water Act and the State's Porter-Cologne Water Quality Control Act

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<sup>6</sup> In 1989 the California Regional Water Quality Control Board deleted the requirement for disinfection of the primary treated wastewater discharged from the Oceanside Water Pollution Control Plant because studies conducted in 1987 and 1988 indicated that the non-disinfected wastewater discharges from the SWOO do not violate the California Ocean Plan bacteriological body contact standards. Monitoring conducted since 1986 supports this conclusion.

<sup>7</sup> San Francisco Public Utilities Commission, *Southwest Ocean Outfall Regional Monitoring Program, Eight-Year Summary Report, 1997 – 2004*. January 2006.

through National Pollutant Discharge Elimination System (NPDES) permit CA0037681 issued by the CRWQCB and the U.S. EPA.<sup>8</sup>

## **WATER QUALITY CONDITIONS**

### **San Francisco Bay**

In 1993, the CRWQCB initiated the Regional Monitoring Program for the San Francisco estuary for the general purposes of assessing regional water quality conditions and characterizing patterns and trends of contaminant concentrations and distribution in the water column, as well as identifying general sources of contamination to the Bay. The program has established a database of water quality and sediment quality in the estuary, particularly with regard to toxic and potentially toxic trace elements and organic contaminants.

The most recent water quality data for the Central Bay,<sup>9</sup> where the Bayside outfalls and CSO structures discharge, was collected in 2003.<sup>10</sup> This data indicates that, with the exception of polychlorinated biphenyls (PCBs) in all samples and copper in one sample, water quality conditions remain well within water quality objectives established by the CRWQCB for the parameters monitored. These parameters include conventional water quality parameters (ammonia, conductivity, dissolved oxygen, dissolved organic carbon, silicates, hardness, nitrate, nitrite, pH, phosphate, salinity, temperature, suspended solids, phaeophytin, and chlorophyll); trace elements (arsenic, cadmium, cobalt, copper, iron, lead, manganese, mercury, methylmercury, nickel, selenium, silver, and zinc); and trace organics including polynuclear aromatic hydrocarbons, PCBs, pesticides, and polybrominated diphenyl ethers.

### **Pacific Ocean**

The San Francisco Public Utilities Commission (SFPUC) conducts the Southwest Ocean Outfall Regional Monitoring Program to assess the environmental effects related to the discharge of effluent from the OWPCP and associated CSO facilities. The program includes a Beach

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<sup>8</sup> California Regional Water Quality Control Board, NPDES Permit for City and County of San Francisco Oceanside Treatment Plant, Southwest Ocean Outfall, and Westside Wet Weather Facilities, NPDES Permit No. CA 0037681, Order No. R2-2003-0073. Adopted on August 20, 2003.

<sup>9</sup> In previous years, the Regional Monitoring Program included collection of samples from specific sampling locations; the closest stations monitored were Alameda and Oyster Point. In 2002, the program adopted a stratified-random sampling design which included collection of samples from random locations within five specific hydrographic regions of the Bay. The data discussed in this section are for samples collected from four randomly selected locations with the Central Bay hydrographic region, which is adjacent to the Project Area.

<sup>10</sup> San Francisco Estuary Institute, *Annual Monitoring Results, the San Francisco Estuary Regional Monitoring Program for Trace Substances (RMP)*, 2003. Accessed at [http://www.sfei.org/rmp/2003/2003\\_Annual\\_Results.htm](http://www.sfei.org/rmp/2003/2003_Annual_Results.htm).

Monitoring Program to monitor bacterial concentrations at recreational beaches and a regional Offshore Monitoring Program involving the collection and analysis of physical, chemical, and biological parameters to assess and compare the SWOO outfall region to reference conditions.<sup>11</sup> The Offshore Monitoring Program has demonstrated that between 1997 and 2004, San Francisco beaches were available for water contact recreation 95 percent or more of the time during the eight-year monitoring period. Biological parameters and sediment pollutant concentrations at the SWOO discharge area have generally been the same or essentially the same as at reference stations.

### **Bacterial Concentrations**

Bacterial concentrations may increase to levels above water quality standards in the vicinity of the combined sewer overflows.<sup>12</sup> When overflows occur, the City is required to post signs on beaches in the vicinity of the CSO until the bacteria level drops below the single sample minimum protective bacteriological standards contained in the California Department of Health Services regulations for public beaches and ocean water contact sports. Although bacterial concentrations are a concern, they do not currently result in a violation of either of the City's wastewater NPDES permits.

## **REGULATORY FRAMEWORK**

### **Water Quality Regulations**

The federal Clean Water Act and subsequent amendments, under the enforcement authority of the U.S. EPA, was enacted "to restore and maintain the chemical, physical, and biological integrity of the Nation's waters." The Clean Water Act gave the EPA the authority to implement pollution control programs such as setting wastewater standards for industry. The Act also set water quality standards for surface waters and established the NPDES program to protect water quality. Under Section 402 of the Act, discharge of pollutants is prohibited unless the discharge is in compliance with an NPDES permit. In California, the U.S. EPA has determined that the state's water pollution control program had sufficient authority to manage the NPDES program under California law in a manner consistent with the Clean Water Act. Therefore, implementation and enforcement of the NPDES program is conducted through the California State Water Resources Control Board (SWRCB) and the nine CRWQCBs.

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<sup>11</sup> San Francisco Public Utilities Commission, *Southwest Ocean Outfall Regional Monitoring Program, Eight-Year Summary Report, 1997 – 2004*. January 2006.

<sup>12</sup> San Francisco Public Utilities Commission, *Wastewater System Reliability Assessment, Summary Report, Draft*, December 2003. Prepared by SFPUC Water Pollution Control Division, San Francisco Department of Public Works, Bureau of Engineering, Hydraulic & Mechanical Sections, and The Water Infrastructure Partners.

The San Francisco Bay Region of the CRWQCB regulates water quality in San Francisco Bay under the Porter-Cologne Water Quality Control Act through regulatory standards and objectives in the *Water Quality Control Plan for the San Francisco Bay Basin*, commonly referred to as the “Basin Plan.”<sup>13</sup> The Basin Plan identifies existing and potential beneficial uses and provides numerical and narrative water quality objectives to protect those uses.

The SWRCB regulates water quality in the Pacific Ocean through regulatory standards and objectives in the *Water Quality Control Plan, Ocean Waters of San Francisco*, commonly referred to the “Ocean Plan.”<sup>14</sup> The Ocean Plan identifies beneficial uses of the ocean water and provides water quality objectives that are protective of these uses. Objectives for bacteriological, physical, chemical, biologic, and radioactive characteristics are provided as well as general requirements for the management of waste discharges to the Ocean. Although the SWOO discharges to federal waters of the Pacific Ocean 3.75 miles from shore, the U.S. EPA uses the water quality objectives of the Ocean Plan for the purposes of regulating discharges from the SWOO.

### **Beneficial Uses**

Applicable water quality criteria for a specific body of water, specified by the National Toxics Rule or the California Toxics Rule, are determined on the basis of the beneficial use(s) of the water specified in the Basin Plan or the Ocean Plan. The Basin Plan identifies the following existing beneficial uses for the San Francisco Bay, Central and Lower portions: ocean, commercial and sport fishing; estuarine habitat; industrial service supply; fish migration; navigation; preservation of rare and endangered species; water contact recreation; non-contact water recreation; shellfish harvesting; and wildlife habitat. The Central Bay is also identified as having industrial process supply and fish spawning as existing beneficial uses. No “potential” beneficial uses are identified for these waters.

The Ocean Plan designates the following beneficial uses for the ocean waters of the state: industrial water supply; water contact and non-contact recreation, including aesthetic enjoyment; navigation; commercial and sport fishing; mariculture; preservation and enhancement of designated Areas of Special Biological Significance; rare and endangered species; marine habitat; fish migration; and fish spawning and shellfish harvesting.

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<sup>13</sup> California Regional Water Quality Control Board, San Francisco Bay Region (CRWQCB), *Water Quality Control Plan for the San Francisco Bay Basin*, 1995. Available at <http://www.waterboards.ca.gov/sanfranciscobay/basinplan.htm>.

<sup>14</sup> State Water Resources Control Board, *Water Quality Control Plan, Ocean Waters of California, California Ocean Plan*, 2001. Available at <http://www.swrcb.ca.gov/plnspols/oplans/>.



### **Impaired Water Bodies and Total Maximum Daily Loads**

In accordance with Section 303(d) of the Clean Water Act, states must present the U.S. EPA with a list of “impaired water bodies,” defined as those water bodies that do not meet water quality standards. The law requires the development of actions, known as total maximum daily loads (TMDLs), to improve water quality of impaired water bodies. The CRWQCB has listed the Central and Lower Bay portions of the San Francisco Bay, Central Basin, Mission Creek, and Islais Creek on the bay side of San Francisco as impaired water bodies.<sup>15</sup>

The Central Basin is listed as an impaired water body because of chlordane, DDT, diazinon, dieldrin, dioxin compounds, exotic species, furan compounds, mercury, polynuclear aromatic hydrocarbons, PCBs, dioxin-like PCBs, and selenium. Mission Creek is listed as an impaired water body because of ammonia, chlordane, chlorpyrifos, chromium, copper, dieldrin, hydrogen sulfide, lead, mercury, mirex, polynuclear aromatic hydrocarbons, PCBs, silver, and zinc. Islais Creek is listed as an impaired water body for ammonia, chlordane, dieldrin, endosulfan sulfate, hydrogen sulfide, polynuclear aromatic hydrocarbons, and PCBs; however, the listing of Islais Creek as an impaired water body is currently under consideration.

The CRWQCB has developed TMDL reports for PCBs<sup>16</sup> and mercury<sup>17</sup> and has adopted a Basin Plan amendment to that establishes the TMDL and implementation plan for mercury in San Francisco Bay;<sup>18</sup> the mercury allocation established for the SEWPCP is 2.68 kilograms per year.

### **NPDES Waste Discharge Regulations**

The NPDES program requires all facilities that discharge pollutants into waters of the United States to obtain a permit. The permit provides two levels of control – technology-based limits and water-quality-based limits – to control discharge of pollutants for the protection of water quality. Technology-based limits are based on the ability of dischargers in the same category to treat wastewater, while water-quality-based limits are required if technology-based limits are not sufficient to provide protection of the water body. Water-quality-based effluent limitations

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<sup>15</sup> California Regional Water Quality Control Board, *2002 CWA Section 303(d) List of Water Quality Limited Segment, Approved by the USEPA*, July 2003. Accessed at <http://www.waterboards.ca.gov/sanfranciscobay/303dlist.htm>.

<sup>16</sup> California Regional Water Quality Control Board, *PCBs in San Francisco Bay, Total Maximum Daily Load Project Report*, January 8, 2004. Accessed at <http://www.waterboards.ca.gov/sanfranciscobay/sfbaypcbstmtl.htm>.

<sup>17</sup> California Regional Water Quality Control Board, *Mercury in San Francisco Bay, Total Maximum Daily Load (TMDL) Project Report*, June 6, 2003.

<sup>18</sup> California Regional Water Quality Control Board. Resolution R2-2004-0082, Amending the Water Quality Control Plan for the San Francisco Bay Region to Establish a Total Maximum Daily Load and Implementation Plan for Mercury in San Francisco Bay, September 15, 2004. Accessed at <http://www.waterboards.ca.gov/sanfranciscobay/sfbaymercurytmdl.htm>

required to meet water quality criteria in the receiving water are based on criteria specified in the National Toxics Rule, the California Toxics Rule, and the Basin Plan. NPDES permits must also incorporate TMDL wasteload allocations when they are developed.

The regulations initially focused on municipal and industrial wastewater discharges in 1972, followed by stormwater discharge regulations, which became effective in November 1990. NPDES permits for wastewater and industrial discharges specify discharge prohibitions and effluent limitations and also include other provisions (such as monitoring and reporting programs) deemed necessary to protect water quality. In California, the SWRCB and the CRWQCBs implement and enforce the NPDES program.

#### City Wastewater NPDES Permits

The City currently holds two NPDES permits that cover their wastewater treatment facilities. One permit adopted by the CRWQCB in June 2002 covers the SEWPCP, the North Point Wet Weather Facility, and all of the Bayside wet-weather facilities, including CSO discharges to the Bay.<sup>19</sup> Another permit adopted in August 2003 covers the OWPCP, Southwest Ocean Outfall, and Westside Wet Weather Facilities.<sup>20</sup> The permits specify discharge prohibitions, dry-weather effluent limitations, wet-weather effluent performance criteria, receiving water limitations, sludge management practices, and monitoring and reporting requirements. They prohibit overflows from the CSO structures during dry weather, and require wet-weather overflows to comply with the nine minimum controls specified in the federal Combined Sewer Overflow Control Policy, described below.

#### Federal Combined Sewer Overflow Control Policy

On April 11, 1994, the U.S. EPA adopted the Combined Sewer Overflow Control Policy (CSO Control Policy), which became part of the Clean Water Act in December 2000. This policy establishes a consistent national approach for controlling discharges from combined sewers to the nation's water. Using the NPDES permit program, the policy initiates a two-phased process with higher priority given to more environmentally sensitive areas. During the first phase, the permittee is required to implement the following nine minimum controls that constitute the technology-based requirements of the Clean Water Act and can reduce the frequency of CSOs and their effects on receiving water quality:

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<sup>19</sup> California Regional Water Quality Control Board, National Pollutant Discharge Elimination System (NPDES) Permit No. CA0037664, Order No.2002-0073, for City and County of San Francisco Southeast Water Pollution Control Plant, North Point Wet Weather Facility, and Bayside Wet Weather Facilities. Adopted June 19, 2002. Available at [http://www.waterboards.ca.gov/sanfranciscobay/order\\_nosb2.htm](http://www.waterboards.ca.gov/sanfranciscobay/order_nosb2.htm).

<sup>20</sup> California Regional Water Quality Control Board, NPDES Permit for City and County of San Francisco Oceanside Treatment Plant, Southwest Ocean Outfall, and Westside Wet Weather Facilities, NPDES Permit No. CA 0037681, Order No. R2-2003-0073. Adopted on August 20, 2003.

- (1) Conduct proper operation and regular maintenance programs for the combined sewer system and CSO outfalls;
- (2) Maximize the use of the collection system for storage;
- (3) Review and modify pretreatment programs to ensure that CSO impacts are minimized;
- (4) Maximize flow to the treatment plant for treatment;
- (5) Prohibit CSOs during dry weather;
- (6) Control solids and floatable materials in CSOs;
- (7) Develop and implement pollution prevention programs that focus on contaminant reduction activities;
- (8) Notify the public of overflows; and
- (9) Monitor to effectively characterize CSO impacts and the efficacy of CSO controls.

The City is currently implementing these controls as required by the CSO Control Policy. This includes development of a Water Pollution Prevention Program which focuses on minimizing pollutants from entering the City's combined sewer system and addresses pollutants from residential, commercial, industrial, and nonpoint pollutant sources.

During the second phase, the permittee is required to continue implementation of the nine minimum controls described above, properly operate and maintain the completed CSO controls in accordance with the operational plan, and implement the post-construction monitoring program. In conformance with the CSO Control Policy, the City has developed a long-term control plan to select CSO controls to comply with water quality criteria and to protect the beneficial uses of the receiving waters. The plan uses the presumptive approach for the protection of water quality. In accordance with the CSO Control Policy, this approach must meet one of the following criteria:

- An average of four CSO events per year;
- Elimination or capture no less than 85 percent by volume of the combined sewage collected in the combined sewer system during precipitation events on a system-wide average basis; or
- Removal of the mass of any contaminant causing water quality impairment that would be otherwise removed by eliminating or capturing the flow as specified above.

The CSO Control Policy requires that any CSOs that occur after implementation of the nine minimum control measures should receive a minimum of primary clarification (removal of floatables and settleable solids), solids and floatable disposal, and disinfection (if necessary to meet water quality standards and protect the beneficial uses of the receiving water). The San Francisco Wastewater Control Program exceeds the specifications of the presumptive approach because 100 percent of the combined sewer flows are captured and treated rather than the required 85 percent. As defined in the CSO Control Policy, San Francisco has no remaining untreated overflow events because the overflows that occur in San Francisco currently receive the

equivalent of primary treatment within the storage/transport boxes, consisting of removal of floatables and settleable solids.

The City is currently in full compliance with the CSO Control Policy. In 1997, the City completed construction of a 20-year, \$1.6 billion *Wastewater Master Plan*, which included extensive storage, transport and treatment upgrades to the combined sewer system that meet approved design criteria for overall protection of beneficial uses. Operation and implementation of these facilities satisfies the CSO Control Policy, including maximizing use of the system during wet weather.

### **PLANNING EFFORTS AFFECTING CSO DISCHARGES**

The SFPUC is currently conducting ongoing planning efforts that address CSO discharges and associated water quality impacts and may directly or indirectly affect new developments resulting from implementation of the Area Plan. Three of these planning efforts are discussed below: the *Wastewater Master Plan*, New and Redevelopment Guidelines, and the *Recycled Water Master Plan*.

#### **Wastewater Master Plan**

In 2004, the SFPUC Water Pollution Control Division began the development of a new wastewater master plan to develop a comprehensive long-term vision and strategy for the management of the City's wastewater and stormwater. The Master Plan is a planning, engineering, and public participation process to identify, evaluate, and prioritize improvements to the wastewater system; the planning process will result in a Facilities Plan and a Financial Plan that will guide development and implementation of a 30-year wastewater capital improvement program. Issues to be addressed by the plan include aging infrastructure, flooding in neighborhoods, disposal of biosolids (treated solid waste), potential future changes in water quality regulations, sewage overflows into the Bay and Ocean during major rainstorms, odors from the wastewater system and facilities, and neighborhood concerns about the Southeast Treatment Plant.

A number of detailed studies of the collection system and treatment plant facilities are being conducted for wastewater master plan development, including development of a collection system model, evaluation of treatment capacity, risk assessments of treatment plants, and other efforts. Ultimately, the technical findings of these studies will incorporate public input to develop and evaluate alternatives and select the alternatives that will be included in the Master Plan. Public participation is a critical part of the master plan process and helps shape potential alternatives, as well as potential projects, and the timing and priorities for improvements.

### **New Development and Redevelopment Guidelines**

Impervious surfaces such as buildings, roads, and parking lots cover much of San Francisco, blocking infiltration of rainwater, contributing to the number and volume of CSO discharges from the combined sewer system, and contributing pollutants to stormwater runoff to the combined sewer. The SFPUC is actively pursuing ways to improve its wastewater treatment efficiency and drainage performance to enhance environmental quality, reduce pollutants to the Bay and Ocean, and reduce impacts in San Francisco neighborhoods. As part of this effort, the SFPUC is developing a policy that would require new and redevelopment projects in San Francisco to incorporate green stormwater management technologies (often called Best Management Practices or Low Impact Development approaches) to maximize infiltration and minimize pollutant loads in stormwater runoff.<sup>21</sup> Examples of the kinds of green stormwater management that can be implemented include swales and other infiltration methods, rainwater gardens, stormwater planters, green roofs, pervious concrete, green streets, new open space, and reducing the use of pipes, curbs, and gutters. Implementation of these techniques helps reduce peak volumes of runoff entering the combined sewer system, reduces combined sewer discharge volumes, removes pollutants close to their source, uses rainwater as a resource, increases vegetation in the City, and provides educational opportunities.

Specific components of the program under development include the following:

- Watershed planning that considers land uses, as well as soil and hydrologic conditions, in each watershed to determine the best approach to implementing low-impact development throughout the City.
- Developing urban design standards including the *Streetscape Master Plan* which updates the standard designs for the City's right-of-ways to increase pedestrian safety, enhance urban forestry and other plantings, and address methods for reducing stormwater runoff from streets and sidewalks.
- Reviewing projects that can create incremental and cumulative increases in stormwater and sanitary flows and can affect San Francisco's wet weather capacity and permit compliance for the wastewater treatment plants. This review by SFPUC would ensure that large new and redevelopment projects reduce or mitigate their impacts on the wastewater system.
- Incorporating low-impact development techniques, where appropriate, in capital projects constructed under the five-year Capital Improvement Program and *Wastewater Master Plan*.
- Providing technical assistance to public and private developers so that low impact development techniques are properly and safely implemented, including development of design guidelines for sizing and locating stormwater BMPs.

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<sup>21</sup> SFPUC, Low Impact Development – Greening Stormwater Management in San Francisco. Accessed at [http://sfwater.org/detail.cfm/MC\\_ID/14/MSC\\_ID/118/MTO\\_ID/230/C\\_ID/3150](http://sfwater.org/detail.cfm/MC_ID/14/MSC_ID/118/MTO_ID/230/C_ID/3150) on November 2, 2006.

- Constructing demonstration projects, such as the Sunset Circle Parking Lot at Lake Merced. This allows the SFPUC to monitor and document the effectiveness of different low-impact development techniques.

### **Recycled Water Master Plan**

The SFPUC established a recycled water program in the early 1990s and published a draft *Recycled Water Master Plan* in April 2006 to provide guidance for implementing recycled water projects in the City; the plan will undergo CEQA environmental review before it is finalized and adopted. Recycled water is highly treated wastewater that can be used safely for non-drinking applications, such as irrigation, vehicle or facilities washdown, and industrial cooling water. Using recycled water will help the City meet its long-term water demands in a more reliable and sustainable manner by preserving high-quality potable water for drinking water. One of the benefits of water recycling is that it would reduce loading to the City's combined sewer system, thereby reducing ultimate discharges to the Bay and ocean.

Under Article 22 of the San Francisco Public Works Code (known as the City's Recycled Water Ordinance), a development within the boundaries of a reclaimed water use area must provide for the construction and operation of a reclaimed water system and a reclaimed water irrigation system as a condition of permit approval for construction of the project, unless a waiver is provided by the San Francisco Water Department. The Balboa Park Station area is not currently within a reclaimed water use area.

## **IMPACTS**

### **SIGNIFICANCE CRITERIA**

The City and County of San Francisco has not formally adopted significance thresholds or standards for impacts related to hydrology and water quality, but generally considers that implementation of a proposed plan or development project would have a significant hydrologic or water quality impact if it were to:

- Violate any water quality standards or waste discharge requirements;
- 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 that would not support existing land uses or planned uses for which permits have been granted);
- 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 or siltation on or off the site;

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- 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 the site;
- 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;
- Otherwise substantially degrade water quality;
- 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;
- Place within a 100-year flood hazard area structures that would impede or redirect flood flows;
- 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; or
- Expose people or structures to a significant risk of loss, injury, or death involving inundation by seiche, tsunami, or mudflow.

Criteria for evaluating surface water quality in the San Francisco Bay Area are based on beneficial uses and water quality objectives established by the San Francisco Bay CRWQCB as authorized under the Porter-Cologne Water Quality Control Act and the Clean Water Act. Both beneficial uses and water quality objectives are described in the Basin Plan and Ocean Plan.

As summarized in the Initial Study, there would be no significant adverse environmental effects related to depletion of groundwater supplies and interference with groundwater recharge or impedance or redirection of flood flows. Furthermore, there would be no increase in impervious surfaces that would contribute to flooding. Erosional effects during construction would be addressed through City permitting requirements. Therefore, these topics will not be further discussed in the EIR.

Based on project characteristics and the water resources in the Project Area, the criteria pertaining to the placement of housing in a 100-year flood zone and inundation by seiche, tsunami, or mudflow were found to be not applicable to the proposed Area Plan, as described below:

- There are no 100-year flood zones mapped in San Francisco; therefore, the project would not result in construction of housing in a 100-year flood zone.
- The Project Area is located more than two miles inland from the Pacific Ocean coastline, outside of an area of mapped potential inundation by a tsunami. The Project Area is located more than one mile from Lake Merced, more than two miles from San Francisco Bay, and does not include an inland water body capable of producing a seiche.

Therefore, impacts related to inundation by tsunami, seiche, and mudflow are not applicable to the proposed Area Plan.

## **PROPOSED AREA PLAN EFFECTS**

### **Long-Term Impact to Combined Sewer Overflows**

Changes in sanitary sewage flows and stormwater runoff within the Project Area as a result of implementation of the Area Plan could result in long-term changes to the wastewater flows to the City's combined sewer system. As described below, the overall citywide volume of sanitary sewage flows discharged to the combined sewer system would not be expected to change, and any new development proposals would be required to comply with existing and anticipated future regulatory programs for stormwater management. Coordination of all new development or redevelopment within the Project Area with ongoing planning efforts at the SFPUC would ensure that stormwater runoff is managed in a manner such that long-term effects on CSOs are minimized and the pollutants in stormwater runoff are reduced, thereby providing long-term protection of water quality and beneficial uses of the San Francisco Bay and Pacific Ocean. Furthermore, redevelopment activities may increase landscaping and open spaces and decrease impervious surfaces compared to existing conditions, as well as incorporate green stormwater management methods; this would decrease the volume of stormwater runoff and quantity of stormwater pollutants discharged to the combined sewer system and would be a beneficial impact of the proposed Area Plan.

#### Changes in Sanitary Sewage Flows

The Tier 1 and Tier 2 developments proposed in the Area Plan would encourage and promote new development throughout the Project Area, which would result in an increase of approximately 3,000 residents and 180-210 jobs within the Westside drainage basin and an increase of approximately 1,095 residents and 20-40 jobs in the Bayside drainage basin by 2025. Although the new developments would result in an intensification of land uses within the Project Area, with an associated localized increase in sanitary sewage generated by new residents and employees in this part of the City, the overall population growth in San Francisco would remain the same as is projected without implementation of the Area Plan, as discussed in Section IV.B, Population, Housing, and Employment, pp. 151-155, and in Section IV.J, Growth Inducement, pp. 334-335. Therefore, the overall citywide volume of sanitary sewage flows discharged to the combined sewer system would remain the same whether or not the proposed Area Plan is implemented, and it is assumed that the Area Plan would result only in a redistribution of those flows within the City.

During dry weather (typically May 1 to October 15), all sanitary sewage generated in the Project Area would be treated at the OWPCP or SEWPCP. The OWPCP is currently operating at about 86 percent of its permitted capacity, and the SEWPCP is currently operating at about 80 percent of its permitted capacity. Both plants treat all dry weather flow from the entire City to a secondary level prior to discharge through outfalls to the ocean or Bay. The localized increase in



dry weather flow associated with implementation of development proposals under the Area Plan could be accommodated within the system's existing dry weather capacity, and it would not substantially contribute to an increase in the average volume of CSO discharges to the Bay during wet weather beyond that expected as a result of overall growth in the City. Furthermore, the City is developing a new *Wastewater Master Plan*, discussed in the Setting on pp. 292-293, which addresses measures the City would take to reduce the quantity and frequency of overflows and improve the water quality of overflows on a systemwide basis.

#### Changes in Stormwater Runoff

New developments can contribute to combined sewer overflows by either increasing stormwater runoff or pollutants discharged to the combined sewer system.<sup>22</sup> Although none of the individual development proposals under the Area Plan would result in an increase in impervious surfaces, or a related increase in stormwater runoff flows or pollutants, redevelopment that would occur as a result of Area Plan implementation offers the opportunity to incorporate updated stormwater control measures that would reduce the volume of runoff and quantity of stormwater pollutants entering the combined sewer system. This could contribute to a reduction in CSO volumes that could be accomplished as new open spaces are created; development projects comply with existing and future regulations; and new development is coordinated with ongoing SFPUC Stormwater Management planning efforts.

#### Open Space

New open spaces created with implementation of the Area Plan, both in designated open space areas and in redesign of the street network, would increase infiltration of rainwater and provide opportunity for application of new stormwater controls, insofar as the new open space is not designed as hardscape (e.g., paved walkways and play areas). While no significant impacts to stormwater runoff are expected to result from implementation of the proposed Area Plan, Improvement Measure WQ-1, p. 355, related to incorporating green stormwater management technologies (described in the Setting, p. 288) into these open spaces, could further delay peak stormwater runoff flows and reduce pollutants in the stormwater runoff. Depending on how these programs are implemented, this would indirectly be a beneficial impact of the proposed Area Plan

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<sup>22</sup> Stormwater runoff in an urban location such as the Balboa Park Station area is a known source of pollution and may contain many types of pollutants including polynuclear aromatic hydrocarbons from vehicle emissions; heavy metals such as copper from brake pad wear and zinc from tire wear; dioxins as products of combustion; and mercury resulting from atmospheric deposition. All of these materials, as well as others, may be deposited on paved surfaces and rooftops as fine airborne particles, thus yielding storm water runoff pollution that is unrelated to the particular activity or use associated with a given new or redevelopment project. In addition, individual development projects could contribute specific pollutants including car maintenance wastes, pesticides, household hazardous wastes, pet wastes, and trash which can be washed into the combined sewer system. These pollutants can all affect water quality.

and could contribute to a reduction in CSO volumes and the quantity of stormwater pollutants discharged to the combined sewer system. However, neither the details of these enhancement programs, the development site design measures, nor the extent of such improvements are known at this time.

In the Bayside drainage basin, open spaces within the Geneva Transit Plaza would decrease the amount of impervious area along with construction of landscaped medians on Ocean and Geneva Avenues. Smaller neighborhood parks would also be constructed in the Transit Station Neighborhood. In the Westside drainage basin, the Phelan Loop Site development project would include 25,000 square feet (sq. ft.) of new open space in the Phelan Loop Plaza; the Kragen Auto Parts Site development project would include 4,300 sq. ft. of new open space in the Brighton Avenue Open Space and existing SFPUC easement; and street improvements along Phelan Avenue would include a new landscaped median. Smaller neighborhood parks would also be constructed in the Ocean Avenue Neighborhood Commercial District subarea. The Area Plan encourages conversion of otherwise unused public areas as open space for people and open space would be incorporated into specific development projects, although the amount has not been determined. Overall, incorporation of new open spaces would result in a reduction of impervious surfaces in the Project Area and increase infiltration of rainwater.

#### Development Proposals Under the Area Plan

At present, the Project Area is virtually entirely covered with impervious surfaces (buildings, streets, parking lots, and sidewalks) and as a worst case, there would be no increase in impervious surfaces with implementation of the proposed Area Plan and no related increase in stormwater runoff or pollutants.

In accordance with the CSO Control Policy, specific development proposals would be required to review and modify pretreatment programs to ensure that CSOs are minimized and to develop and implement pollution prevention programs that focus on contaminant reduction activities. In addition, new development proposals would be required to implement water pollution prevention strategies to minimize pollutant loading into the combined sewer system in accordance with SFPUC's Water Pollution Prevention Program, thereby decreasing the potential for violating discharge limits of the City's NPDES permits and also decreasing the City's reliance on treatment technologies as a means to reduce pollutant loads.<sup>23</sup> As individual development proposals under the Area Plan are planned, the project sponsors of these development proposals would be required

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<sup>23</sup> San Francisco Public Utilities Commission, *Wastewater System Reliability Assessment, Summary Report, Draft*, December 2003; and *Water Pollution Prevention Program Progress Report, July - December 2003*, February 13, 2004. The December 2003 report was prepared by SFPUC Water Pollution Control Division, San Francisco Department of Public Works, Bureau of Engineering, Hydraulic & Mechanical Sections, and The Water Infrastructure Partners.

to coordinate with SFPUC to ensure that these new developments would actively participate in and be in compliance with appropriate pre-treatment and pollution prevention programs, which would, in turn, ensure compliance with the combined sewer NPDES permit requirements and the federal CSO Control Policy.

Compliance with the new development and redevelopment guidelines (currently under development by SFPUC and described in the Setting, pp. 293-294) would further ensure that new stormwater management techniques are implemented to manage stormwater runoff in a manner that minimizes effects on CSOs and reduces pollutant loads in stormwater runoff. Accordingly, development proposals could include stormwater control measures such as swales and other infiltration techniques, planters, green roofs, and pervious concrete to reduce stormwater flow and pollutants discharged to the combined sewer system. This is especially important for the Bayside drainage basin, which has historically exceeded its targeted number of CSO events. In accordance with these guidelines, the SFPUC would provide technical assistance to developers to ensure that these green technologies are properly and safely implemented. Furthermore, incorporation of methods to reduce stormwater runoff from streets and sidewalks in conformance with the *Streetscape Master Plan* would reduce stormwater flows as a result of improvements to the street network.

In summary, compliance with the CSO Control Policy, and Water Pollution Prevention Program, incorporation of unpaved open space into the Project Area, and application of the New Development and Redevelopment Guidelines to new development proposals in the Project Area would reduce the impacts of stormwater flows on the CSO discharges by increasing infiltration of rainwater, delaying peak stormwater runoff flows, and providing reduction of pollutants in the stormwater runoff. This would be a beneficial impact of the proposed Area Plan. Further project-level water quality analysis may be required for subsequent development proposals under the Area Plan, depending on the nature and timing of the development, and more site-specific mitigation measures applicable to individual development proposals may be required.

## **DEVELOPMENT PROJECT EFFECTS**

### **Long-Term Impact on Combined Sewer Overflows**

Development of the Phelan Loop Site would result in an increase of approximately 184 residents and 34 jobs, and development of the Kragen Auto Parts Site would result in an increase of approximately 403 residents and 80 jobs, all within the Westside drainage basin. Combined, they would comprise approximately 20 percent of the new residents and 55 percent of the new jobs created within this basin because of implementation of the Area Plan. As discussed above for the entire Project Area, these proposed new uses would not be expected to contribute to a citywide increase in sanitary flows that could affect CSO discharges because the increase in residents and jobs would result from a redistribution within the City, and would comply with existing and

future regulations and citywide planning efforts. In addition, the Westside basin is in full compliance with NPDES permit conditions for overflow events with a long-term average of five overflow events per year, less than the permitted long-term average of eight events per year. Therefore, water quality impacts associated with changes in combined sewer overflow discharges to the Bay would be considered less than significant for these development projects.

As discussed above, stormwater discharges would comply with all aspects of the federal CSO Control Policy (including the nine minimum controls) and appropriate pretreatment and pollution prevention programs, which would ensure consistency with existing water quality regulations protecting Bay and ocean water quality. In addition, incorporation of open space (25,000 sq. ft. of open space at the Phelan Loop Site and 4,300 sq. ft. of open space at the Kragen Auto Parts Site) and compliance with the New Development and Redevelopment Guidelines would reduce the impacts of stormwater flows on the CSO discharges by increasing infiltration of rainwater, delaying peak stormwater runoff flows and reducing pollutants in the stormwater runoff. This would be a beneficial impact of both development projects.

#### **Flooding as a Result of Dam Failure**

Both the Kragen Auto Parts Site and the Phelan Loop Site are located immediately south of the existing Balboa Reservoir site. This reservoir site is currently empty, paved, and used as parking for City College. In the Area Plan, the reservoir site is identified as a potential development site for City College and private development. However, the SFPUC could elect to use the west basin for water storage at a future time. Although, if the reservoir were used for water storage, a reservoir failure could cause loss of life, property damage, or damage to infrastructure, as well as displacement of persons residing or working in the area, the reservoir would not likely fail because it is conservatively constructed with embankments less than 30 feet high,<sup>24</sup> and if the reservoir were placed in service, improvements would be made in accordance with applicable building standards to reduce the risk of failure. Therefore, impacts related to flooding as a result of reservoir failure are less than significant for both the Kragen Auto Parts and Phelan Loop Sites.

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<sup>24</sup> City and County of San Francisco, *Emergency Operations Plan, Part 1: Basic Plan*, January, 2005.

## H. HISTORIC ARCHITECTURAL RESOURCES

The assessment of project impacts on “historical resources” as defined by CEQA (CEQA Guidelines, Section 15064.5) is a two-step analysis: first, an analysis of whether the project site contains a “historical resource(s)” as defined under CEQA; and second, if the site is found to contain historical resources, an analysis of whether the project could cause a substantial adverse change to the resource. A project that may cause a substantial adverse change in the significance of an historical resource is a project that may have significant effect on the environment (CEQA Section 21084.1). Thus, this section has two components. The Setting discussion examines the potential for the presence of historical resources within the Balboa Park Station Project Area. The Impacts discussion evaluates the potential impacts of the proposed *Balboa Park Station Area Plan* on potential historical resources at a program level.

### SETTING

In order to assess the potential for the presence of historic architectural resources within the Project Area at a program level, a *Potential Historic Resources Report* (the “Report”) was prepared by Carey & Co., Inc.<sup>1</sup> The Carey & Co. Report provides historic background information for the area and identifies potential historical resources within the Project Area at a program level.

### HISTORIC BACKGROUND

The Carey and Co. Report provides historic background for the area, as summarized here, based on review of Sanborn Fire Insurance Maps, City of San Francisco Assessor’s data, and resources available at the San Francisco Public Library.

According to the Report, Sanborn maps from 1900 indicate that development in the vicinity of the Project Area began primarily south of Ocean Avenue. Though mostly open farmland, businesses began to appear along the south side of Ocean Avenue between Arlington Avenue (now Ashton Avenue) and Capitol Avenue and sparsely to the east. These businesses included boxing camps, shooting ranges, bars, and roadhouses. The Ingleside Coursing Park north of Ocean Avenue, now a reservoir, offered dog and horse racing. The large plot of land that is now used by City College of San Francisco (CCSF) previously supported the City Jail.

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<sup>1</sup> Carey & Co., Inc., *Balboa Park, San Francisco, California, Potential Historic Resources Report*, December 21, 2005. This document is on file with the Planning Department, 1660 Mission Street, Suite 500, and is available for public review, by appointment, as part of the project file (Case No. 2004.1059E).

Residential development within and surrounding the Project Area was, at first intermittent. However, development occurred in the Project Area in the early 1900's, including several planned residence parks for citizens of average means. Balboa Park is identified on Sanborn maps as early as 1900. Residential growth was largely due to increasing transportation links and neighborhood improvement projects.

The Southern Pacific Railroad, Main Line, Coast Division crossed Ocean Avenue and ran along what is now Interstate 280. United Railroads of San Francisco developed directly off of the Southern Pacific rail lines, utilizing the southeast corner of Geneva Avenue and San Jose Avenue for their Geneva Avenue Car Barns and Shops, the Geneva Office Building and Powerhouse; and the southwest corner of Ocean Avenue and San Jose Avenue for the United Railroad Car Shops. United Railroad later merged with San Francisco Municipal Railway and these sites were converted over the years to house and repair Muni electric rail cars.

By 1928, both the north and south sides of Ocean Avenue were largely developed, both commercially and residentially, and included the Pacific Hebrew Orphan Asylum. The old businesses were replaced by services to support the growing residential neighborhoods of Ingleside Terrace, Westwood Park, Ocean View, and the Outer Mission. Construction of CCSF began in 1937 on the 56-acre site of the City Jail to meet the growing public demand for higher academic and vocational education. The 1950 Sanborn maps illustrate the Project Area as near fully developed, including groceries, pharmacies, and the El Rey Theater.

Currently, the various residential neighborhoods remain largely intact, though Ocean Avenue's commercial district is not as economically successful today as it may have been in the past,<sup>2</sup> resulting in some vacancy. The areas surrounding the intersections of San Jose Avenue, Ocean Avenue, and Geneva Avenue continue to function as transportation hubs. CCSF continues to thrive and Balboa Park remains a neighborhood and regional park.

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<sup>2</sup> City of San Francisco, *Balboa Park Station Area Plan, Draft for Public Review*, October 2002, p.19.

### **EXISTING STATUS OF PROPERTIES UNDER FEDERAL STATE AND LOCAL REGISTERS AND SURVEYS<sup>3</sup>**

Federal, state and local registers and surveys of historical resources, and the status of properties within the Project Area under each such register and survey is discussed below.

The National Register of Historic Places is the nation's inventory of cultural resources worthy of preservation. No properties within the Project Area are currently listed on the National Register of Historic Places.

The California Register of Historical Resources is the authoritative guide to the state's significant historical and archaeological resources. No properties within the Project Area are currently included in the California Register of Historical Resources.

Article 10 of the San Francisco Planning Code is the City's landmarks preservation ordinance. It is an adopted local register of individual landmarks and historic districts. One building, 2301 San Jose Avenue (S.F. & S.M. Railway Co. Office Building, a.k.a. Geneva Office Building and Power House), is a San Francisco Designated Landmark (#180) under Article 10 of the San Francisco Planning Code (see Figure 1 on p. 73 for the location of the Geneva Office Building). As a resource included in a local register of historical resources, the Geneva Office Building is presumed to be a historical resource under CEQA Guidelines Section 15064.5(a)(2).

Article 11 of the San Francisco Planning Code is an adopted local register of historic resources in the C-3 (Downtown) district. The Project Area is not within the C-3 district.

The 1976 Architectural Survey was conducted by the Planning Department. Properties identified in the 1976 Survey are identified as "AS" in the Planning Department's block books and in the Parcel Information Database system. The 1976 Survey has a rating system of 1-5 for "AS" buildings in their historical logs; however, this rating information might not be included in the Planning Department's block books or in the Parcel Information Database system. The 1976 Architectural Survey is not considered a "local register historical resources" or a "historic resource survey" under CEQA Guidelines Section 15064.5(a)(2). Rather, according to the City's *CEQA Review Procedures for Historic Resources* (the "CEQA Review Procedures"), "AS"

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<sup>3</sup> This discussion excludes the City College of San Francisco campus because it is the subject of its own Master Plan and environmental review. The City College Master Plan Draft EIR reported that "the CCSF Main Campus buildings have not been previously listed on or determined eligible for the CRHR or the NRHP." It also concluded that the City College Main Campus "does not possess the exceptional significance necessary to qualify as a CRHR or NRHP district." City College of San Francisco Master Plan Draft EIR, January 30, 2004. p. 4.9-12. A Comments and Responses document to the Draft EIR was prepared in April 2004; together, these two documents (Draft EIR and Comments and Responses) constitute the Final EIR for the City College of San Francisco Master Plan.

buildings are among the ratings that are classified under “Category B – Properties Requiring Further Consultation and Review.” According to the CEQA Review Procedures, “[a]n ‘AS’ rating is an indication that the Department has additional information on the building *but not that the building is an ‘historical resource’ under CEQA* (emphasis added). Additional research will be required to determine whether a property identified solely as ‘AS’ qualifies as an ‘historical resource’.”<sup>4</sup> Five buildings were identified in the 1976 Architectural Survey in the City’s Parcel Information Database: 1524 Ocean Avenue; 1532 Ocean Avenue; 1649 Ocean Avenue; 1700 Ocean Avenue; and 1970 Ocean Avenue (the former El Rey Theater).

The *Here Today* survey, published in 1968, was conducted by the Junior League as an architectural survey of San Francisco, San Mateo, and Marin Counties. No properties within the Project Area are identified in the *Here Today* survey.

The *Heritage Survey*, published in 1979, was conducted by the Foundation for San Francisco’s Architectural Heritage as an architectural survey of the greater downtown area. The Project Area is not within the survey area of the *Heritage Survey*.

#### **IDENTIFYING HISTORICAL RESOURCES UNDER CEQA**

CEQA Guidelines Section 15064.5(a) define a “historical resource” as

- (1) A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources.
- (2) A resource included in a local register of historical resources, as defined in ... the Public Resources Code ... or identified as significant in an historical resource survey meeting the requirements ... of the Public Resources Code, shall be presumed to be historically or culturally significant.
- (3) Any ... building, structure, ... site ... which a lead agency determines to be historically significant or significant in the ... annals of California ... provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the California Register of Historical Resources.

Thus, under CEQA Guidelines Section 15064.5(a)(3), even if a resource is not included on any local, state or federal register, or identified in a qualifying historical resources survey, a lead agency may still determine that any resource is an historical resource for the purposes of CEQA. Such a determination must be supported by substantial evidence in light of the whole record. A lead agency shall consider a resource to be historically significant if it finds that the resource

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<sup>4</sup> City and County of San Francisco, *City and County of San Francisco Planning Department, CEQA Review Procedures for Historic Resources*, Final Draft, October 2004, p. 5.



meets the criteria for listing in the California Register. A resource is eligible for listing in the California Register if it:

- (A) Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage (Events);
- (B) Is associated with the lives of persons important in our past (Persons);
- (C) Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values (Architecture); or
- (D) Has yielded, or may be likely to yield, information important in prehistory or history (Information Potential).

### **POTENTIAL HISTORIC ARCHITECTURAL RESOURCES IDENTIFIED IN THE CAREY & CO. REPORT**

The Report identifies potential historic resources in the Project Area, based on a reconnaissance level survey of the area properties, photographs, archival research concerning the general area, and an evaluation of existing conditions, historic features, and architectural significance of the buildings.<sup>5</sup> Consistent with the objective of identifying potential historical resources at a program level of analysis, Carey & Co. applied the lowest threshold for historic significance offered by state and local criteria for designation to provide an initial screening of potential historical resources that merit further project-level study as to their historic significance. The Report identified two potential historic districts within the Project Area (and contributors to the potential historic districts), and ten potential individually significant resources.

#### **Potential Historic Districts**

The Carey & Co. Report identifies two potential historic districts that are located within the general Balboa Park Station area: the Ocean Avenue Neighborhood Commercial District and the Balboa Park Historic District. (The CCSF complex was not evaluated as part of this Report.)

#### Potential Ocean Avenue Neighborhood Commercial Historic District

The potential Ocean Avenue Neighborhood Commercial District encompasses the blocks fronting on Ocean Avenue bounded by Fairfield Way to the west and Plymouth Avenue to the east. The street is characterized by a large number of early twentieth century commercial buildings ranging from roughly the 1920s to the 1940s. This era coincides with increased development in the area

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<sup>5</sup> Although the Geneva Office Building and Power House is identified in the Report, its status as a historical resource under CEQA is already established. As a locally designated resource under Article 10 of the Planning Code (City Landmark #180), the Geneva Office Building is presumed to be a historical resource under CEQA.

brought about by public transportation corridors and the increasing population of San Francisco. Therefore, in Carey & Co.'s professional opinion, the Ocean Avenue Commercial District is a potential historic district with a period of significance of c.1900 to c.1955, due to its association with residential development patterns in San Francisco and because of its uniform architectural type. The Carey and Co. Report excluded buildings constructed less than 50 years ago from consideration as contributors to the potential district. In addition, structures that do not possess sufficient physical integrity would also not contribute to the potential district. The report identifies 44 buildings that appear to contribute to the potential district.<sup>6</sup>

#### Potential Balboa Park Historic District

The potential Balboa Park Historic District is bounded by Ocean Avenue to the south, San Jose Avenue to the east, Havelock Street on the north, and Interstate 280 on the west. Balboa Park has been serving the public for over 100 years. A potential historic district would include the park grounds and all recreational and ancillary buildings constructed prior to 1955. In Carey & Co.'s professional opinion, the Balboa Park Historic District is a potential historic district with a period of significance of c.1900 to c.1955, due to its association with residential development patterns in San Francisco. The Carey and Co. Report excluded buildings constructed less than fifty years ago from consideration as contributors to the potential district. In addition, structures that do not possess sufficient physical integrity would also not be contributors to the potential historic district. The Report identifies five resource types (including the park grounds) that contribute to the potential historic district.<sup>7</sup>

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<sup>6</sup> These buildings include: 1310-1314 Ocean Avenue; 1315 Ocean Avenue; 1320 Ocean Avenue; 1326-1338 Ocean Avenue; 1344 Ocean Avenue; 1345 Ocean Avenue; 1400 Ocean Avenue; 1410-1414 Ocean Avenue; 1415 Ocean Avenue; 1418-1422 Ocean Avenue; 1431-1433 Ocean Avenue; 1437-1439 Ocean Avenue; 1501 Ocean Avenue; 1507-1509 Ocean Avenue; 1521 Ocean Avenue; 1524 Ocean Avenue; 1532 Ocean Avenue; 1533-1535 Ocean Avenue; 1537-1539 Ocean Avenue; 1540 Ocean Avenue; 1543-1545 Ocean Avenue; 1549-1551 Ocean Avenue; 1552 Ocean Avenue; 1600-1616 Ocean Avenue; 1607-1623 Ocean Avenue; 1649 Ocean Avenue; 1700-1720 Ocean Avenue; 1719 Ocean Avenue; 1831-1835 Ocean Avenue; 1901-1903 Ocean Avenue; 1910 Ocean Avenue; 1919 Ocean Avenue; 1923 Ocean Avenue; 1927-1929 Ocean Avenue; 1930-1936 Ocean Avenue; 1931-1935 Ocean Avenue; 1938-1940 Ocean Avenue; 1939-1945 Ocean Avenue; 1942 Ocean Avenue; 1944-1948 Ocean Avenue; 1947-1949 Ocean Avenue; 1967 Ocean Avenue; 1970 Ocean Avenue; and 1973 Ocean Avenue.

<sup>7</sup> These are: Balboa Park grounds; Ancillary buildings; Matthew J. Boxer Soccer Field Stadium; Balboa Swimming Pool; the building at One John V. Young Lane; and the SFPD Ingleside Station.

### **Potential Individually Significant Resources**

As a locally designated resource under Article 10 of the Planning Code (City Landmark #180), the Geneva Office Building is a historical resource under CEQA.

Several buildings in the Project Area appear potentially eligible for individual historic designation based on architecture. All of these structures are also listed above as contributors to potential districts, but their notable architectural features distinguish them to a further degree as potential stand-alone historic resources. In Carey and Co.'s professional opinion, the following 10 buildings appear to be potential individually significant historic resources:

- Balboa Swimming Pool
- 755 Ocean Avenue, Lick-Wilmerding High School
- 1345 Ocean Avenue, Ingleside Presbyterian Church
- 1549-1551 Ocean Avenue, Brannagan Building
- 1831-1835 Ocean Avenue
- 1901-1903 Ocean Avenue
- 1931-1935 Ocean Avenue
- 300 Seneca Avenue, Leadership High School
- One John V. Young Lane, SFPD Ingleside Station
- 2377 San Jose Avenue, Turko-Persian Rug Co. & neon signage

## **IMPACTS**

### **SIGNIFICANCE CRITERIA**

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

### **CUMULATIVE IMPACT ON THE POTENTIAL OCEAN AVENUE NEIGHBORHOOD COMMERCIAL HISTORIC DISTRICT**

Implementation of the *Balboa Park Station Area Plan* could encourage demolition of contributors to a potential historic district identified along Ocean Avenue, possibly eliminating the opportunity for such a district in the future.<sup>8</sup> As discussed above, the Carey and Co. Report identifies a potential Ocean Avenue Neighborhood Commercial Historic District (consisting of 44 buildings that contribute to the district) meriting further study for its eligibility for inclusion on the California Register. In the interests of a cautious disclosure of impacts on historical resources (i.e., one that may overstate, rather than understate, the significance of impacts), this analysis assumes, based on the Carey and Co. Report, but in the absence of a comprehensive and detailed study, that the potential Ocean Avenue Neighborhood Commercial Historic District could meet the criteria to be considered an historical resource under CEQA.

Most of these contributing resources to this potential historic district consist of one- or two-story commercial buildings. One objective of the *Balboa Park Station Area Plan* is to maximize housing opportunities on underutilized parcels, by revising existing height limits from 40-X to 45-X. This change would allow for and encourage the construction of four-story buildings along Ocean Avenue (commercial ground floor with three residential floors above). The Area Plan does not include any countervailing requirements or policies favoring retention and reuse of existing buildings, or guidelines for alteration of existing buildings that call for retention of existing character-defining features.

It is not known at this time which (if any) contributing buildings to the potential Ocean Avenue historic district would be demolished and which would be retained, and which (if any) contributing buildings would undergo exterior alterations, and the extent and character of such alterations. It is also not known which non-contributing sites within the potential historic district would be redeveloped with new construction. Under CEQA Guidelines Section 15064.5(b)(3), if alterations and new construction within the potential historic district were to conform with the Secretary of the Interior's Standards, the impact on the district would be considered less than significant.

However, in the interests of a cautious disclosure of impacts on historic architectural resources, this analysis assumes that most of the buildings identified as contributors to that potential district, and not also identified as potential individually significant resources (these are discussed below),

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<sup>8</sup> The Carey and Co. Report also identifies a potential Balboa Park Historic District. The Area Plan envisions improved park entryways along Ocean Avenue for better access to the park. However, implementation of the Area Plan would neither require, nor increase the likelihood of demolition of contributors to that potential district. Impacts on the potential Balboa Park Historic District would not be significant.

would be demolished over time in order to implement the Area Plan. It is also assumed that these sites, and most of the sites of non-contributing buildings within the potential historic district, would be redeveloped with new construction that conforms to the proposed *Balboa Park Station Area Plan*.

The loss of these contributing buildings, and the construction of considerably taller infill buildings in their place and on other sites within the potential district, would eliminate the integrity of the potential district (i.e., its ability to convey its historic significance through survival of original features) such that a potential district along Ocean Avenue could no longer be justified. This would be considered significant and unavoidable cumulative impact on a potential Ocean Avenue Neighborhood Commercial District historical resource under CEQA.

### **IMPACT ON POTENTIAL INDIVIDUALLY SIGNIFICANT HISTORICAL RESOURCES**

Implementation of the proposed Area Plan could encourage demolition of potential individually significant historical resources. As discussed above, the Carey and Co. Report identifies ten potential individually significant resources meriting further study of their individual historic significance under CEQA. It is not yet known which, if any, of these buildings would be demolished in the future. The Area Plan does not include any specific proposal for any of these potential individually significant sites. Neither of the development project sites (Kragen and/or Phelan Loop) contains a potentially historic structure. A proposal for demolition (or significant exterior alteration) of a resource identified as a potential individually significant resource would require further project-level study and review to determine whether the resource is an historical resource under a CEQA, as required by the City's *CEQA Review Procedures for Historic Resources*. Should the City determine, upon further project-level study, that the resource is an historical resource for the purposes of CEQA, the demolition (or significant exterior alteration) of such a resource would be a significant adverse impact under CEQA. Therefore, such an action would require project-level review in an EIR, and such an EIR would have to develop feasible mitigation measures and consider retention and reuse of the resource as an alternative to the project.

### **IMPACT ON THE GENEVA OFFICE BUILDING**

The Area Plan does not include any specific development proposal for the Geneva Office Building, an identified historic resource within the Project Area. However, the Area Plan envisions rehabilitation and reuse of the landmark as a "primary activity generator for the station area."<sup>9</sup> The Area Plan calls for reducing the existing 105-foot height limit to 40 feet, to maintain the existing height of the Geneva Office Building. This downzoning would reduce development

pressures on the site by reducing the likelihood that the site would be redeveloped with a new building or addition that was out of scale and character with the existing building. Any proposal for exterior alteration or demolition of the resource would require review under Article 10 of the Planning Code, and project-level analysis under CEQA to evaluate the significance of impacts on the historical resource.

The Area Plan calls for an “Upper Yard Mixed-Use Development” directly across San Jose Avenue from the Geneva Office Building. Development of the Upper Yard would block existing views of the landmark. The Geneva Office Building would be viewed opposite a new streetwall along the south side of Geneva Avenue and the west side of San Jose Avenue. The intent of the development guidelines for the Upper Yard is that “the massing and character of new [Upper Yard] buildings must contribute to the existing neighborhood and respect the character and scale of the Geneva Office Building.”<sup>10</sup> To that end, the guidelines call for building height to step down toward San Jose Avenue to respect the scale of the Geneva Office Building, and for articulation of the San Jose Avenue streetwall into “street frontages no more than 100 feet in width, with 50-60 foot wide masses preferable.”<sup>11</sup>

With implementation of the proposed Area Plan, the Geneva Office Building would continue to be a prominent and distinctive presence within the Area Plan. Impacts of the proposed Area Plan on this historical resource would be less than significant.

## CONCLUSION

As described above, the proposed Area Plan would have a significant and unavoidable cumulative impact on the potential Ocean Avenue Neighborhood Commercial District historical resource under CEQA. It would have a less-than-significant impact on the potential Balboa Park Historic District and the Geneva Office Building, an identified historical resource within the Project Area.

Impacts on potential individually significant resources cannot be assessed at this time. A proposal for demolition (or significant exterior alteration) of a potential individually significant resource would receive further project-level study and review to determine whether the resource is an historical resource under CEQA, as required by the *CEQA Review Procedures for Historic Resources*.

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<sup>9</sup> *Balboa Park Station Area Plan*, p. 120.

<sup>10</sup> *Balboa Park Station Area Plan*, p. 117.

<sup>11</sup> *Balboa Park Station Area Plan*, p. 119.

## I. ARCHAEOLOGICAL RESOURCES

### SETTING

#### Historic Context

A technical memorandum<sup>1</sup> was prepared by the Planning Department archeologist for the environmental evaluation of the *Balboa Park Station Area Plan* to provide background information regarding potential effects to CEQA-significant archaeological resources. The purpose of the historic context is to provide an overview of the Project Area to identify the potential archeological resources present and to evaluate the potential significance of any identified resources. The technical memorandum is summarized below.

The archaeological record documents the presence of prehistoric populations within the land comprising San Francisco for at least 6,000 years. The earliest peoples currently known to have inhabited the San Francisco Bay Area were comprised of small hunter-gather groups whose subsistence was based on large game, seeds and nuts, as evidenced by the presence of large projectile points, and milling stones (*manos* and *metates*). These peoples lived in small nomadic bands that made less use of shoreline and wetlands resources than later prehistoric populations. Soon after 2000 B.C., bayshore- and marsh-adapted people who were Utian language (Miwok-Costanoan language family) speaking people, began to migrate into the Bay Area from the Central Valley, displacing the earlier Hokan language speaking populations. The new inhabitants were different than the older resident populations in a number of respects, including language, larger and more sedentary settlements, a subsistence based on acorns, shellfish, small game, mortuary practices, personal ornaments, and perhaps the fabrication of coiled basketry. It is assumed that the Costanoan representatives of this Utian dispersal reached the northern end of the San Francisco peninsula no later than 500 B.C.

The Costanoan people, known as the *Yelamu*, occupied the northern end of the San Francisco peninsula in the late 18<sup>th</sup> century. The *Yelamu* were divided into three semi-sedentary village groups. The *Yelamu* were composed of at least five settlements (*Chutchi*, *Sitlintac*, *Amuctac*, *Tubsinte*, and *Petlenuc*) that were located within present day San Francisco. *Yelamu* may have also been the name of an additional settlement within the vicinity of Mission Dolores. *Sitlintac* may have been located on the Bay shore near the large tidal wetlands of the Mission Creek estuary. *Chutchui* was located near the lake (*Laguna de los Dolores*) east of the current Mission Dolores, two to three miles inland. These two villages were probably the seasonal settlements of

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<sup>1</sup> City of San Francisco, Technical Memorandum by Randall Dean, 2006. A copy of this document is available for review, by appointment, at the Planning Department, 1660 Mission Street, San Francisco, as part of the project file.

#### IV. Environmental Setting and Impacts I. Archaeological Resources

one band of the *Yelamu* who used them alternately. Another *Yelamu* band seasonally used the village sites of *Amuctac* and *Tubsinte* that were located in Visitation Valley. A third *Yelamu* band, the *Petlenuc*, may have had a small settlement near the Presidio. The *Yelamu* were allied by marriage to Costanoan groups on the east side of the San Francisco Bay.

Less than two months after the arrival of the Spanish who had begun construction of the first Mission Dolores, all of the *Yelamu* villages in San Francisco were attacked and burned by an expedition sent by the *Ssalson* tribe, the Costanoan tribe of the San Mateo area. The *Yelamu* survivors abandoned all of the San Francisco settlements, seeking refuge with other groups in East Bay and Marin. Until they were missionized in the late 18<sup>th</sup> century, the *Yelamu* only returned to San Francisco for occasional hunting.

The eastern part of the Project Area lies within the upper drainage basin of Islay Creek, a southern tributary of Islais Creek. Islay Creek may have flowed year-round since it was the source of Geneva Lake, historically located in the area around Cayuga and Niagara Avenues and is identified as dry in the summer in 19<sup>th</sup> century maps, as was the upper reaches of Islais Creek that drained from Glen Canyon. The topography of the western part of the Project Area is a depression between the lower southern slope of Mt. Davidson and the slightly relieved area to the south. The alluvial terraces and upper slopes of the headwaters of Islay Creek within the eastern part of the Project Area may have provided desirable seasonal prehistoric occupation sites. It has also been suggested that the gap south of Mt. Davidson could have been a travel corridor for prehistoric groups between the San Francisco Bay and Islais Creek estuary and the marine and faunal resource-rich ecological zones of the Pacific Ocean shoreline and the marshlands of Lake Merced. The archeological record left by this transhumant activity may be “small ephemeral activity loci” such as has been encountered in the Suro headlands or the more substantial deposits of a settlement site.

The earliest European settlement relevant to the history of the Project Area was the original mission of San Francisco de Asís constructed in 1776. The first mission was a temporary structure constructed near the headwater lake of Mission Creek, named by the Spanish “*Laguna de Nuestra Senora de los Dolores*”. The *Yelamu* Costanoan settlement of *Chutchui* was probably located near the mission site. The location of the first mission is not known, but there is evidence to suggest that it was in the vicinity of 14th and Mission Streets to the north of *Laguna de los Dolores*. Historians’ opinions of the location and extent of the *Laguna de los Dolores* are inconsistent. However, allowing that the size of the “lake” would have varied both seasonally and from year to year, the *Laguna de los Dolores* was generally south of 15th Street east of Guerrero Street (or perhaps Mission Street), north of 20th Street (or 16th Street) and west of Howard Street. The second Mission Dolores was of wood and mud (*palizada*) construction. The identification of the location of the second mission, as for the first mission, relies on conflicting evidence, but the more widely held view is that it also was situated in the vicinity of 14th and



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Mission Streets. The second mission was in use for at least eight years but possibly longer. The third mission constructed in San Francisco (the existing adobe Mission Dolores) was constructed over a period of several years beginning in 1782. At the peak expansion and activity, approximately 1814 to 1817, the Mission Dolores complex included at least 43 buildings and is known to have covered an area that extended at least from Guerrero Street to Church Street and 15th Street to Dolores Creek south of 18th Street. However, the location of many of the buildings and structures associated with Mission Dolores (for example, the mission prison, school, one of the two tanneries, one of the two mills, forge, and bathhouse) is not known; thus, the geographical extent of the whole mission complex may have been larger than described here. Mission Dolores also maintained *asistencias* in San Mateo, San Pablo, and San Rafael. The *asistencias* in San Mateo and San Pablo were agricultural, and they were large grain and cattle farming operations. The *asistencia* in San Rafael was where most of the Indian neophytes were transferred because of the missionaries' belief that the cold, windy, foggy climate of San Francisco was responsible for the high mortality rate of the Mission Dolores neophytes and that the climate of San Rafael was more healthy. At the period of greatest "occupancy," the Mission Dolores complex contained over 1200 neophyte Indians, and also soldiers, servants (including neophytes from other missions as distant as Baja California), and Spanish, Mexican, English, and American craftsmen/artisans.

All settlement, buildings, structures, and specialized activities during the Spanish-Mexican period were not confined to the Mission Dolores area. Various adobe houses are known to have been present along San Jose Road (now San Jose Avenue), near Precita Creek, west of Potrero Avenue, and on Potrero Hill. The adobe Old Wall and rock Doss Wall were located at the base of the west slope of Potrero Hill. By the early 1850s, there were more than 50 adobe buildings extending south from 14<sup>th</sup> Street to Precita Creek and near the Project Area, a greater number than was present when the mission was at its peak level of activity. An unknown number of wood frame residences were also constructed in this area by this time.

The Project Area lies within lands that Mission Dolores legally held in trust from the time the mission was established in 1776, until the mission was secularized, and its properties dissolved in the mid 1830s. José Cornelio Bernal, the mayordomo of the mission, was a principal beneficiary of the parceling up of the mission's property. In 1839, Bernal acquired *Rincon de las Salinas y Potrero Viejo*, which encompassed the area south of Islais Creek, including the Project Area east of San Jose Avenue. In 1845, José de Jesus Noé acquired the San Miguel Rancho which encompassed Twin Peaks and Mount Davidson, extending south to the current Ocean Avenue. Neither Noé nor Bernal are known to have constructed any improvements within the Project Area.

From the late 18<sup>th</sup> century to the mid-19<sup>th</sup> century, the only "improvement" made within the Project Area was the San José Road. Mission period "roads" were simply foot and cart paths

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whose actual alignment shifted over time depending on topographic changes (such as rock or mud slides or the shift of a watercourse), weather events, such as flooding, and, in the absence of trail markers, travelers' inability to discern the last used route. For almost 50 years, the San José Road was the nearly sole means of communication between the missions of the North Bay (Mission Dolores, and the San Rafael Mission) and the missions of the South Bay (the San José, and Santa Clara Missions), since little use was made of watercraft for transits within the Bay until the mid-1830s. Within the Project Area, the San José Road alignment ran along the shoulder of the southern slope of Mount Davidson, well above the long, narrow valley of the year-round flowing "Islay" Creek whose course is traced today by Cayuga Avenue and Capistrano Street. By the 1850s, the County had laid out the new San José Road, opposite of Islay Creek, and later known as the "County and Telegraph Road," and later as "Mission Street." The original Mission period trail became known as the "Old San José Road."

By the early 1850s, Carmen Cibrian de Bernal, the wife of José Cornelio Bernal, the original claimant of the *Rancho de las Salinas*, had constructed an adobe house in an isolated pocket in the southwest corner of the land-grant, near the existing intersection of Alemany Boulevard and Ocean Avenue. Shortly afterward, two additional houses, possibly adobe, were constructed close by, perhaps for other members of the Bernal family. The "Bernal Reservation" may have been the only habitations near the Project Area in the early 1850s. The Bernal adobe, two other houses, and accessory structures, like an adobe oven, remained in place and in use until 1900 and may be as late as 1915.

In the early 1850s, little settlements had occurred in the southwestern part of San Francisco, aside from the Carmen Bernal compound on Islay Creek and Abbey's dairy farm, further south on the Old San José Road near the City border; the only other settlement was around Lake Merced. Francisco de Haro had purchased the 2100 acre rancho that included Lake Merced from José Antonio Galindo in 1837. De Haro constructed a house on the south side of the lake where he died in 1849. By the early 1850s, Alfred Green, George Green, Lovett and others had begun farming on the northern end of the lake. Lake Merced was originally only accessible by the "Road to Port Suello" over Twin Peaks, a route now followed by Portola Avenue. Between 1853 and 1855, a small, one-story, wood-frame saloon-resort-like establishment was constructed on the finger of land that projected towards the center of the lake. The Lake House, as the small establishment was called, was the prototype for several others and some much grander and stylishly designed, out-fitted with magnificent belvederes and large stables, constructed along what would become Ocean Avenue or near the shore. The resorts all bore simple names that associated them only with the sea and shore; names such as Ocean House (1855), Pacific House (by 1863), Ocean View House (later 1850s), Beach House (by 1863), and Rockaway House. To provide easier access to the Lake House, around the San Miguel Hills (Twin Peaks and Mt. Davidson), a road was constructed connecting the Lake House to the Old San José Road, known as Lake House Road. The current alignment of Ocean Avenue within the Project Area follows

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the original route of the Lake House Road. During the 1850s and 1860s, the popular recreational circuit for San Francisco's urban residents was to travel Mission or Folsom Street to Mission Dolores, then follow the Old San José Road to Lake House Road, which by the mid-1860's had become "Ocean House Road" and follow shoreward. Near to or at the sea, one could stop at one of the sea-side resorts, such as the Ocean House, where a belvedere offered a panoramic view of the coastline, sea, and the Great Sand Bank. From here, the excursionists followed the narrow road that ran between the San Miguel Hills and the sand dune field to the Cliff House. From the Cliff House, the return trip to town was by Point Lobos Road past the cemeteries that lined the route. The circuit was so popular that an Ocean House Omnibus left Portsmouth Square Plaza daily at 10 a.m. The importance of the Ocean House Road corridor as a resort and recreational zone, removed, while easily accessible from the City continued to shape the character of the area, including the Project Area until the end of the 19th century.

The first known settlement within the Project Area was that of a farmer, Schmidt, who held a large tract of land south of Ocean Avenue from possibly Harold Avenue just west of Orizaba Avenue. Schmidt's farmhouse appears to have been located in the southern half of the block bounded by Ocean, De Montfort, Jules, and Faxon Avenues. Schmidt sold off much of his property during the 1860s, his farming operation continued to the beginning of the 1870s.

In 1859, the City established a House of Refuge (later known as the "Industrial School") for children from families viewed as too impoverished, neglectful, or morally dissolute to be fit parents. The Industrial School site was chosen due to its distance from the City but yet within the City's jurisdiction. The Industrial School opened in 1859 and occupied a 100-acre lot now occupied by San Francisco City College and Balboa Park. The sites selected for all these types of institutions show their purpose of providing assistance but located out-of-view of the ordinary life of the urban residents.

The first children's institutions in San Francisco were orphanages operated by religious or benevolent societies (Protestant Orphan Asylum, est. 1851; Ladies Relief Society orphanage, est. 1854; Catholic Orphanage, est. 1852). The "House of Refuge" concept emerged on the East Coast decades earlier in response to a perceived responsibility of society to provide for the educational and moral needs of children from indigent or "dissolute" households. Most children committed to the San Francisco Industrial School during its 33-year existence were non-delinquents.

The main brick and stone fortress-like building of the Industrial School was three stories. The second and third stories had living quarters for the superintendent and other resident school officers. The ground floor contained the staff dining room, kitchen, and servants' rooms. The inmate wing had three floors composed of small brick cells. Much of the site was in agricultural cultivation worked by the boy inmates. Sale of farm produce was a major source of the

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institution's revenue. Inmates of the Industrial School were in the large majority boys (on average 84 percent) with most of the boys between 10 to 16 years of age. The girl inmates were housed in a separate wing constructed in 1863 before being transferred in 1869 to the Magdalan Asylum maintained by the Sisters of Mercy. With the creation of State-operated reform schools at Ione and Whitter, the San Francisco Industrial School was closed in 1892.

In 1875, the City constructed a House of Correction under the Sheriff's Dept. on the northern part of the Industrial School site. The House of Correction was intended as a correctional/rehabilitation facility for slightly older youths than the Industrial School. In 1891, when the Industrial School was closed, it was converted to a City women's jail.

A railway connection between San Francisco and San José was proposed in the late 1850s. To facilitate the shipping of produce to markets in San Francisco and San José, the Industrial School negotiated rights of right-of-way with the San Francisco and San José Railroad Co. through the institution's property in return for a rail stop near the school. The railroad was in operation from 1860 until it was purchased in 1868 by the Southern Pacific Railroad Co. In the early 1900's, the municipal railway agency had acquired properties to the south of the former Industrial School site for train car maintenance and repair facilities. During the 1950's and 1960's, Interstate 280 was constructed by the State along the former Southern Pacific Railroad alignment and the former urban railway yards between Ocean and Geneva Avenues were acquired and developed by the Bay Area Rapid Transit District for the Balboa Park Station.

One of the most historically distinctive features of the area is the French Swiss dairy farming community that settled along Islay Creek, perhaps as early as the late 1850s, and maintained major dairy operations at least until the early 1900s. It was the presence of these French Swiss families that was responsible for the place names "Geneva Avenue" and "Geneva Lake" (a natural lake on the upper reaches of Islay Creek between Geneva, Mount Vernon, and Delano Avenues and Alemany Blvd.) The majority of these dairy farms were located to the east and northeast of the Project Area.

During the 1880's two French Swiss brothers, Ambrose and Frank Furrer, had established the *Eureka Dairy* within the Project Area. The *Eureka Dairy* was located on the block bounded by San José Road, Niagara Avenue, Tara Street, and Geneva Avenue. Because City directories identify the location of the dairy as being both the western and eastern side of this block, the Furrer property may have been transected by the Southern Pacific Railroad line but with the farmhouse located at 2224 San José Road. By 1900, the operation of the dairy appears to have been in the hands of Fred Furrer, perhaps a son of one of the brothers. Fred had come to the U.S. in 1886 at the age of 22 and married Emma, also from Switzerland.

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By 1915 most of the Furrer dairy property on San Jose Avenue had been acquired by the Southern Pacific Railroad Co. for a railway car paint shop. Part of the site had been leased or sold to the Blanchard & Brown Asphaltum Plant. The Furrer farmhouse and accessory structures remained at that time (2332 San Jose Avenue<sup>2</sup>) but the rest of the San Jose Avenue frontage had been sub-divided into single family residential lots.

During the latter quarter of the 19<sup>th</sup> century many of the dairies located in the northern part of San Francisco, especially in Cow Hollow, relocated to available farm tracts above Islay Creek and to Glen Park (which following the Rock Gulch explosion of the dynamite factory in 1869 was unoccupied). During the 1870's farming was the most common land use within the Project Area. The 1880 census notes several dairy farms along Ocean House Road of diverse origin including Scottish, Irish, French, and Californian Hispanic. Farmsteads along Ocean House Road were probably too far removed from the road to be within the Project Area but as is evident in the 1899 Sanborn, the farms along San José Road and Geneva Avenue were more geographically concentrated and several of these sites are within the eastern part of the Project Area.

It appears that other than the major youth reformatory institutions of the Industrial School, the House of Correction, and a small number of dairy ranches, the Project Area was little developed until the Ingleside Race Track opened in 1895. The Ingleside Race Track was located south of Ocean Avenue and west of Ashton Avenue. The racetrack entrance, Grand Stand, and clubhouse were located between Ocean Avenue and Urbano Drive between Victoria Street and Cerritos Avenue. The Ingleside Race Track was constructed in the context of a competitive flurry of horse racetrack development resulting from the rising popularity of the sport and the growing size of the offered purses in the 1880's and 1890's. The Ingleside Race Track was intended to incorporate larger and more lavish facilities than its rivals. The Grand Stand had three levels with bar, restaurant, barber and betting ring. There was an ornate two-story clubhouse and a long covered pedestrian passageway to a small depot for a Southern Pacific Railroad passenger spur line that extended to the racing grounds. There were 24 horse stables and 12 jockey houses with two separate jockey dining facilities. It does not appear any improvements associated within the racetrack were constructed within the part of the Project Area located within the Ingleside Race Track grounds. The Ingleside Race Track was the last venue for horse racing in San Francisco. In 1906, the Ingleside Race Track closed. Following the earthquake of 1906, the stables were converted into temporary hospitals until 1908. During this time, the former racecourse was known as "Camp Ingleside." In 1910, the Urban Realty Development Co. developed the former raceway as a single-family residential subdivision, Ingleside Terraces.

By the late 1890s, a dog-racing track, Ingleside Coursing Park, had opened where the former San Francisco Public Utilities Commission reservoirs west of the City College campus are located.

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<sup>2</sup> The address for this property was shown as 2224 San José Road on the 1899 Sanborn Map; however, the

Principally for greyhound racing, the raceway entrance and grandstand were located near the intersection of Ocean and Brighton Avenues.

Speculative residential subdivision schemes were proposed in the late 1860s for the area south of Ocean Avenue, opposite the Industrial School but these plans were abandoned. At the end of the 19<sup>th</sup> century, little residential or commercial development had occurred in the general Project Area. In 1899, among the 80 lots along Ocean Avenue between Ashton and Harold Avenues, 65 of the lots were still vacant. Further south along the minor interior streets were small farms, but along Ocean Avenue there were principally saloons and clubrooms catering to the horse- and dog-race gambling set who had come from town for the day. Most of these establishments were operated by persons of German descent. Even as late as 1915, some streets in the eastern part of the Project Area, such as Geneva Avenue, were not opened or improved. Although half of the lots within the Project Area were still undeveloped, single-family residential and small-scale commercial development was beginning to typify the development pattern on the western part of the Project Area. The noticeable increase in development may reflect a post-earthquake preference of displaced households to rebuild new homes in an area of more open topography as could be found in the southern and western part of the City. In any event, there was a clear change in land uses by the 1910's. The number of saloons had fallen to five and there were more than a dozen stores, and more than three times as many single-family houses. On the eastern end of the Project Area along San José Road and Geneva Avenue, low density industrial uses on large sites became the dominant land use. The former Eureka Dairy site was now occupied by the United Railroad railway car repair and paint shops, and two asphalt plants were located between Tara and San José Avenues<sup>3</sup> and between Niagara and Ocean Avenues. Along Geneva Avenue was the Moore Boode Gravel Co, and the Spring Valley Lumber yard took up the entire block east of San José Avenue opposite the railway corporation yard.

### **Phelan Loop Site**

Although no prehistoric sites have been recorded in the immediate vicinity of this site, small ephemeral activities, such as temporary foraging or tool-making encampments of prehistoric groups may have occurred within the project site. The first known improvement was the construction of Lake House Road (later, Ocean Avenue) by the mid-1850's. On a 100-acre site to the west, the San Francisco Industrial School and its farming operation was in operation from 1859. By the beginning of the 1860's, the Phelan Loop Site was part of a section of land of over 100 acres with two structures (probably a farmstead) constructed to just to the north of the Phelan Loop parcel. By 1869, it appears the houses had been razed, absent, or abandoned. No other

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1913-1915 Sanborn Map shows that it had changed to 2332 San Jose Avenue.

<sup>3</sup> San José Road was renamed San Jose Avenue by 1913-1915.

development is documented for the Phelan Loop site, until the construction of a dog-racing track, the Ingleside Coursing Park, in the 1890's. The project site was within the lower southeast corner of the Coursing Park property and contained kennel structures. By 1913-1915, there were three long, one-story shed or shed-like buildings on the project site. One of the buildings was used as a dwelling.

### **Kragen Auto Parts Site**

Although no prehistoric sites have been recorded in the immediate vicinity of this site, small ephemeral activities such as temporary foraging or tool-making encampments of prehistoric groups may have occurred within the Kragen Auto Parts Site. The first known improvement in the project vicinity was the construction of Lake House Road (later, Ocean Avenue) by the mid-1850's. On a 100-acre site to the west, the San Francisco Industrial School and its farming operation was in operation from 1859. By the beginning of the 1860's, the Kragen Auto Parts Site was part of a section of land of over 100 acres with two structures (probably a farmhouse) constructed outside and to the northeast of this site. No other development is documented on this project site, until the 1890's when the construction of the dog-racing tract, Ingleside Coursing Park. The Kragen Auto Parts Site contained the Grandstand of the racetrack. The Grandstand facility was two stories and included a dining room, kitchen, bar, betting ring, and several seating platforms. By 1913-1915, the Grandstand structure had been replaced with a one-story dwelling (1140 Ocean Avenue) attached to several large shed buildings.

## **ARCHAEOLOGICAL CONTEXT**

### **San Francisco**

A sizable archeological literature exists for San Francisco and there has been a considerable amount of archeological field investigation. Most of this documentation has been more descriptive than analytic in its treatment of archeological resources and most field projects have been initiated as salvage archeological efforts, rather than the implementation of research or area-wide preservation plans. Until recent years, archeologists in San Francisco have primarily concentrated on a small range of archeological resources, specifically prehistoric sites, Gold Rush period structural remains and deposits, buried Gold Rush period storehouses, structural remains associated with the Spanish/Mexican Presidio, the foundations of the former City Hall complex, and deposits associated with Chinese households or merchants. A number of archeological data recovery projects have also been conducted on former cemetery sites involving the removal of a large number of burials. However, in most cases, little archeological analysis of cemetery features, human remains or of the burials themselves has resulted, in part because of inconsistencies in State laws regarding the status and appropriate treatment of discovered human remains and the failure to coordinate an action plan among interested City departments. A

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significant research void in past archeological work in San Francisco has been domestic and commercial deposits after 1860, due to a failure by archeologists to develop appropriate research frameworks for such deposits, and by the mistaken view of some archeologists that the information value of the archeological record of a historical phenomenon diminishes in proportion to the existence of a written record of the historical phenomenon. Since these archeologists believed that there is generally a good documentary record for persons and other historical phenomena after 1860, it was often concluded that archeological remains after 1860 had less or redundant information value. In reality, archeological deposits of the late 19<sup>th</sup> century or early 20<sup>th</sup> century may have significant research value, independent of the existence of good associated historical record for several reasons, one of which is that the archeological record lacks the bias and intentionality that are intrinsic to the written record.

#### **Project Area**

There has been almost no archeological study of the Project Area in the past. The area was ignored in Nelson's Bay Area shellmound survey in the early 1900s. There have been no large urban archeological research designs, often associated with transportation projects, done within the Project Area nor any archeological studies done in conjunction with the CEQA evaluation of private sector projects (Northwest Information Center, File. No. 06-156). In the mid-1990s, an archeological sensitivity study was prepared for a San Francisco Fire Department proposal to extend the City's high-pressure water supply system (AWSS Connection project) on certain streets within and near the Project Area. Within the Project Area, the project included the right-of-way of Ocean Avenue between Onondaga Avenue and San Fernando Way. The archeological sensitivity study concluded that within the Project Area, there were only two areas of prehistoric archeological concern (along the former alignment of Islais Creek) and one area of historical archeological concern (the area around the former Carmen Bernal adobe). None of the areas identified as archeologically sensitive are within the Project Area. An archeological monitoring program was conducted for the AWSS Connection project resulting in several reports. The only archeological feature observed within the Project Area was a redwood utility conduit encountered 2.5 feet below ground surface near the intersection of Ocean and Plymouth Avenues. The report did not identify the feature in terms of age and historical associations.

This past neglect of archeological investigation within the Project Area may be due to several factors: comparatively weaker development pressure that might prompt archeological studies and a former favoritism that the local archeology community had towards certain types of archeological resources (prehistoric and Gold Rush period archeological sites) coupled with an unawareness of how extensive Mexican Period occupation of the City was and of the large variety of 19<sup>th</sup> century urban archeological property types that exist in San Francisco. It is common in archeology that the lack of archeological research of an area is not, in itself, an indication that the area has no intrinsic archeological significance since often other factors may be



responsible for the dearth of information. Regulatory compliance with CEQA or Section 106 of the National Historic Preservation Act requires that potential effects on archeological properties of soils-disturbing/modifying activities be evaluated within an adequate research context that takes into account current and evolving historical and archeological literature.

#### Phelan Loop Site

There has been no prior archeological research of the Phelan Loop Site. The area around this section of Ocean Avenue has been identified as having potential sensitivity for small, temporary prehistoric activity sites associated with groups who may have traversed this corridor linking the resource-rich wetlands of Lake Merced and the coastline with more permanently occupied prehistoric settlements along San Francisco Bay. During the 1890's, the site was occupied by the kennels of the Ingleside Coursing Park, a dog-racing track.

#### Kragen Auto Parts Site

There has been no prior archeological research of the Kragen Auto Parts Site. The area around this section of Ocean Avenue has been identified as having potential sensitivity for small, temporary prehistoric activity sites associated with groups who may have traversed this corridor linking the resource-rich wetlands of Lake Merced and the coastline with more permanently occupied prehistoric settlements along San Francisco Bay. During the 1890's, the site was occupied by the Grandstand and other structures of the Ingleside Coursing Park, a dog-racing track.

### **Significance of Expected Archeological Resources in Project Area**

The prehistoric and historical contexts of the Project Area suggest that expected archeological resources within the Project Area may have important research value and would, therefore, be significant under CEQA. Although no archeological research design has been prepared for the Project Area, research themes developed for expected/encountered archeological resources within other parts of San Francisco of the same property types as those of expected archeological properties within the Project Area, indicate the resources within the Project Area could contribute significant data to questions regarding prehistoric resource management practices and settlement distribution, 19<sup>th</sup> century farming on the urban margin, ethnic farming practices, Victorian treatment of children, especially from pauperized households, and 19<sup>th</sup> century saloons, and the German community. Some of the archeological property types that may be present within the Project Area represent archeological remains and associated research issues that have not previously been addressed or only partially addressed in San Francisco. These new archeological properties include 19<sup>th</sup> century immigrant French Swiss dairy farming communities, 19<sup>th</sup> century elite recreational facilities, and the House of Refuge movement. A case could be made that during the period between the 1850's and 1906, Ocean Avenue (formerly Lake House Road and

Ocean House Road) represented an historic suburban recreational corridor for the urban upper-middle class. The Ocean Avenue amusements thematically varied over time ranging from seaside resorts to horse/dog racing parks.

### **Significance of Expected Archeological Resources in Project Area: Special Cases**

The archeological literature for San Francisco has sometimes given special attention to the significance of archeological resources associated with prehistoric populations or with the Mission Dolores complex. Several archeologists have noted that although there are many critical themes within current archeological and historical investigations to which prehistoric archeological resources would make important contributions, there are other grounds for which such archeological resources may be significant. These archeologists regard archeological deposits with these associations as legally significant whether or not they possess, in their own right, any research-value because these deposits have special characteristics that make them, otherwise, legally significant, such as their scarcity (San Francisco prehistoric sites) or importance to Indigenous Peoples (sites traditionally important to Native American communities).

## **IMPACTS**

### **Significance Criteria**

CEQA requires that the effects of a project on an archeological resource shall be taken into consideration and if a project may affect an archeological resource that it shall first be determined if the archeological resource is an “historical resource”, that is, if the archeological resource meets the criteria for listing in the California Register of Historical Resources (CRHR). To be eligible for listing to the CRHR under Criteria A, B, or C, an archeological site must contain artifact assemblages, features, or stratigraphic relationships associated with important events, or important persons, or be exemplary of a type, period, or method of construction (*CEQA Guidelines* § 15064.5(a)(1) and (3) and (c)(1) and (2)). To be eligible under Criterion D, an archeological site need only show the *potential* to yield important information. An archeological resource that qualifies as a “historical resource” under CEQA, generally, qualifies for listing under Criterion “D” of the CRHR (*CEQA Guidelines* §15064.5 (a)(3)(D)). An archeological resource may qualify for listing under Criterion “D” when it can be demonstrated that the resource has the potential to significantly contribute to questions of scientific/historical importance. The research value of an archeological resource can only be evaluated within the context of the historical background of the site of the resource and within the context of prior archeological research related to the property type represented by the archeological resource (*CA OHP Preservation Planning Bulletin* No. 5).

### **Expected Archeological Property Types**

Based on previous archeological research and historical documentation, various types of archeological resources are expected to be present within the Project Area. On the basis of certain shared historical, typological, and functional attributes, these archeological resources can be grouped into specific archeological property types. Archeological property types expected within the Project Area include the following:

#### Prehistoric Period

- Occupation site - remains of prehistoric occupation, including human burials, may be present within the eastern part of the Project Area towards the historic loci of “Islay” Creek and Geneva Lake.
- Transhumant activity sites – archeological evidence of small ephemeral activity loci (temporary encampment, tool-making or foraging sites, etc.) may be present within the western part of the Project Area

#### Historical Period

- Schmidt’s farmstead (1860’s-1870’s) - Schmidt had a ranch along the southside of Ocean Avenue. The farmhouse appears to have been located closer to De Montfort Avenue. Informationally material domestic/agricultural archeological deposits/features include artifact-filled hollows such as privies, wells, cisterns, trash pits, and sheet refuse.
- House of Refuge (San Francisco Industrial School) (1859-1891) - Originally the House of Refuge had control over a 100-acre site that includes the main campus of City College and Balboa Park. The principal building was three-stories with two wings and was located on the south half of the existing college campus. Informationally material archeological institutional/agricultural deposits/features include structural foundations, wall/fence remains including escape egresses, artifact-filled hollows (such as privies, wells, cisterns, and trash pits), inmate caches, evidence of farming practices, and sheet refuse.
- Eureka Dairy (c.1876-c.1906) - The Eureka Dairy was owned by the French Swiss brothers, Ambrose and Frank Furrer. The dairy was located on the block bounded by San Jose Avenue, Niagara Avenue, Tara Street, and Geneva Avenue. Informationally material archeological domestic/agricultural deposits/features including artifact-filled hollows (such as privies, wells, cisterns, and trash pits), structural foundations, evidence of farming practices, and sheet refuse.
- Ingleside Race Track (1895-1906) - The horse racetrack occupied a large site mostly outside and southwest of the Project Area, south of Ocean Avenue and west of Ashton Avenue. No known racetrack improvements were constructed within the Project Area, with the probable exception of the perimeter fence. Informationally material recreation facility archeological deposits/features include structural foundations, trash pits, and sheet refuse.
- Ingleside Coursing Park (fl. 1890’s) - Dog racing course located on the north side of Ocean Avenue on a large site adjoining the San Francisco Industrial School property on

the west. The former racetrack was on the current site of Balboa Reservoir. The former Grandstand was located on the current Kragen Auto Parts Site and the dog kennels and other structures were on the Phelan Loop Site. Informationally material archeological deposits/features include structural foundations, domestic deposits associated with dog keeper, trash pits, and sheet refuse.

- Ocean Avenue Saloons and Club Rooms (1890's – c.1910) - Saloon, saloonkeeper residences, and clubrooms located along the south side of Ocean Avenue. Most of these establishments were operated by persons of German birth or descent, perhaps from the same region. Informationally material commercial/domestic archeological deposits/features include artifact-filled hollows (such as privies, wells, cisterns, and trash pits).
- Farmsteads (1870's – c.1900) - Dairy and produce farmers were located along Ocean Avenue and perhaps along San Jose Avenue within the Project Area from the 1870s through the end of the 1900s. The majority of the dairy farms were located to the east and northeast of the Project Area; however some were located within the Project Area boundaries. The ethnic and tenant/owner composition of the farming community within the Project Area may have changed over this period. Informationally material domestic/agricultural archeological deposits/features include artifact-filled hollows such as privies, wells, cisterns, trash pits, and sheet refuse.

### **Project Impacts**

The proposed *Balboa Park Station Area Plan* would create a regulatory context for new private and public land improvements in certain locations within the Project Area that could result in a greater potential for soil disturbance than exists under the current zoning. Since CEQA-significant archeological resources are expected to be present within existing sub-grade soils of the Project Area, the proposed changes to current land use policies and controls within the Project Area could adversely affect significant archeological resources.

### **Potential Program Level Effects:**

#### Land Use

##### *East Side of San José Avenue between Ocean and Geneva Avenues*

The Area Plan would result in a change in the zoning designation for this area from the RH-1 (Residential House - One Family) district to NC-T (Neighborhood Commercial-Transit) district. The Area Plan projects that up to an additional 200 dwellings units and about 3,120 gsf of commercial uses could be developed within this area under the new NC-T zoning reclassification within the first five years. The addition of up to 200 residential units and the 3,120 gsf of commercial uses could result in greater soil disturbance for new building foundations, utility installation, and potentially for basement or subgrade parking garages. Soil-disturbing activities within the area east of San José Avenue and between Ocean and Geneva Avenues have the

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potential to adversely affect archeological deposits/features associated with farmsteads dating from the 1870s to 1900 and, less determinably, deposits associated with prehistoric occupation.

Implementation of Archeological Mitigation Measure AM-2 will reduce potential effects of the proposed rezoning of the east side of San José Avenue between Ocean and Geneva Avenues in the Area Plan on significant archeological resources to a less-than-significant level.

*The Upper Yard Parcel*

The Area Plan would result in a change in the zoning designation for the Upper Yard Parcel (bounded by Geneva Avenue, San José Avenue, and I-280) from the P (Public) district to NC-T. The Area Plan projects that an additional 200 dwellings units and approximately 10,000 sq. ft. of retail uses could be developed within this area under the new NC-T zoning reclassification within the first five years of Plan implementation. New development may incorporate new entrances to the BART station. The addition of up to 200 residential units, 10,000 sq. ft of retail uses, and new BART station entrances could result in greater soil disturbance for new building foundations, utility installation, BART station pedestrian connections, and potentially for basement or subgrade parking garages. Soil-disturbing activities within the Upper Yard Parcel have the potential to adversely affect archeological deposits/features associated with the Eureka Dairy (c. 1876-c. 1906) operated by the French Swiss brothers, Ambrose and Frank Furrer. Soil-disturbing activities could adversely impact archeological domestic/agricultural deposits/features including artifact-filled hollows (such as privies, wells, cisterns, and trash pits), structural foundations, evidence of farming practices, and sheet refuse associated with the Furrer brothers' dairy.

Implementation of Archeological Mitigation Measure AM-2 will reduce potential effects of the proposed rezoning of the Upper Yard Parcel on CEQA-significant archeological resources to a less-than-significant level.

*Transportation Improvements*

*Landscaped Central Medians*

The Area Plan proposes the installation of new central landscaped medians within Geneva, Ocean, and Phelan Avenues. Construction of new landscaped medians would result in shallow soil disturbance. If the new median project would also require the installation of new street light standards, these improvements could typically result in soil disturbance below five feet in depth. Since the eastern portion of Geneva Avenue was not opened until the early 20<sup>th</sup> century and it is documented that in some cases, 19<sup>th</sup> century buildings occupied the Geneva Avenue right-of-way until the end of the century, it is possible that excavations for street standards could affect 19<sup>th</sup> century archeological domestic deposits.

Implementation of Archeological Mitigation Measure AM-1 will reduce potential effects of the proposed construction of new landscaped central medians in the Area Plan on CEQA-significant archeological resources to a less-than-significant level.

Street Extensions

The Area Plan proposes the extensions of Brighton, Lee, and Harold Avenues north of Ocean Avenue to the southern perimeter of Balboa Reservoir. Subsurface disturbance may be shallow, although it is unclear if the proposal would result in extension of utility mains. The only documented potential archeological remains are within the projected extension of Brighton Avenue, which would extend through a portion of the former site of the Ingleside Coursing Park Grandstand and ancillary buildings.

Implementation of Archeological Mitigation Measure AM-1 will reduce potential effects of the proposed street extensions in the Area Plan on CEQA-significant archeological resources to a less-than-significant level.

**Potential Project Level Effects**

Phelan Loop Site

The Area Plan would result in a change in the zoning designation for the Phelan Loop Site from the NC-2 (Small-scale Neighborhood Commercial) district to NC-T. The Phelan Loop development proposed under the Area Plan projects that up to an additional 80 dwellings units, 15,000 sq. ft. of retail uses, and 80 on-site parking spaces could be developed on this site within the first five years of Plan implementation. The addition of up to 80 residential units, 15,000 sq. ft of retail uses, and accessory parking could result in greater soil disturbance for new building foundations, utility installation, and potentially for basement or subgrade parking garages. Soil-disturbing activities within the Phelan Loop Site have the potential to adversely affect archeological deposits/features associated with the Ingleside Coursing Park (fl. 1890's). Kennels and other ancillary structures associated with the dog race track were located on this site. There is also the potential that soil-disturbing activities, especially at greater depths could affect the remains of temporary prehistoric tool-making or foraging encampment sites.

Implementation of Archeological Mitigation Measure AM-2 will reduce potential effects of the proposed redevelopment of the Phelan Loop Site in the Area Plan on CEQA-significant archeological resources to a less-than-significant level.

Kragen Auto Parts Site

The Area Plan would result in a change in the zoning designation for the Kragen Auto Parts Site from the NC-2 (Small-scale Neighborhood Commercial) district to NC-T. Development of the Kragen Auto Parts Site includes approximately 175 dwellings units, 30,000 sq. ft. for a food market, 5,000 sq. ft. of neighborhood-serving retail, and up to 275 parking spaces under the new NC-T zoning reclassification, anticipated to be built within the first five years of Plan implementation. Under the Area Plan, the permitted parking would be provided in a subgrade parking garage below the proposed Brighton Avenue extension. The addition of up to 175 residential units, 30,000-sq.-ft. food market, 5,000 sq. ft. of other retail, and accessory parking could result in greater soil disturbance for new building foundations, utility installation, and a basement or subgrade parking garages. Soil-disturbing activities within the Phelan Loop Site have the potential to adversely affect archeological deposits/features associated with the Ingleside Coursing Park (fl. 1890's). The dog-racing tract Grandstand, including a dining room, bar, kitchen, betting ring, several seating platforms, and ancillary structures were located within the Kragen Auto Parts Site. There is also the potential that soil-disturbing activities, especially at greater depths could affect the remains of temporary prehistoric tool-making or foraging encampment sites.

Implementation of Archeological Resources Mitigation Measure AM-2 will reduce potential effects of the proposed redevelopment of the Kragen Auto Parts Site in the Area Plan on CEQA-significant archeological resources to a less-than-significant level.

## J. GROWTH INDUCEMENT

A project is considered growth inducing under CEQA if:

[It] could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment. Included in this are projects which would remove obstacles to population growth (a major expansion of a wastewater treatment plant might, for example, allow for more construction in service areas). Increases in the population may tax existing community service facilities, requiring construction of new facilities that could cause significant environmental effects. Also discuss the characteristic of some projects which may encourage and facilitate other activities that could significantly affect the environment, either individually or cumulatively. It must not be assumed that growth in any area is necessarily beneficial, detrimental, or of little significance to the environment. (*CEQA Guidelines* §15126.2(d))

Aspects of the proposed Area Plan that may be considered growth inducing, according to these guidelines, are:

- Changes in zoning designations that allow for increased density of development on sites within the Project Area compared to existing development;
- Changes in height and bulk limits that allow increased intensity of development on sites within the Project Area. (It is possible, however, that such increases in the allowed intensity of development would be offset by decreases in permitted intensity where height and bulk limits have been reduced, if any);
- Changes in parking requirements that reduce the number of off-street parking spaces required; and
- Stimulation of investment/development interest in the Balboa Park area.

This discussion of the potential growth-inducing impacts of the proposed Area Plan considers each of these aspects, and then concludes with an assessment of the potential for the growth that occurs within the Project Area to stimulate additional growth beyond the boundaries of the area.

### CHANGES IN ZONING DESIGNATIONS

Changes in the zoning designations of some parcels would change the amount of development permitted on those parcels, and consequently could allow more growth than is permitted at present. The rezoning would permit a greater range and/or density of land uses on the affected sites. These zoning changes are summarized in Table 24.



**Table 24: Effects of Changes in Zoning Designations**

| Location  | Change                  | Impact on Development Potential  |
|---|-------------------------|--|
| Ocean Avenue between Phelan Avenue and Manor Drive            | From NC-2 and P to NC-T | <p><b>Change from NC-2 to NC-T:</b><br/>                     Reduces the maximum lot size on which development is allowed with no Conditional Use authorization (CU) (from 9,999 sq. ft. to 7,500 sq. ft.); requires CU for street frontage greater than 60 feet; slightly reduces maximum opening permitted for vehicle access (from 1/3 to 30%); eliminates parking requirements for commercial development and sets maximums for number of parking spaces permitted; eliminates density standards for residential development.</p> <p><b>Change from P to NC-T:</b><br/>                     Expands the array of private land uses (residential and commercial) allowed.</p> |
| East side of San Jose Avenue between Ocean and Geneva Avenues | From RH-1 to NC-T       | Changes the array of uses allowed as of right or with CU (generally increases the array of retail uses but eliminates hospitals); increases the density of residential development allowed.  |
| Upper Yard parcel   | From P to NC-T          | Expands the array of private land uses (residential and commercial) allowed.   |

*Source:* San Francisco Municipal Code, Planning Code, Sections 209, 711.1; Mundie & Associates.

The amount of development that could be accommodated on parcels affected by the rezoning is estimated at about 1,780 residential units and about 104,620 square feet (sq. ft.) of commercial uses. These figures are summarized in Table 25.

**Table 25: Development Permitted on Sites Affected by Proposed Zoning Changes  
 (Land Use)**

| Site                                      | Change       | Residential Units<br>(No. of Units) | Commercial Use<br>(Sq. Ft.) |
|---|--------------|-------------------------------------|-----------------------------|
| Upper Yard                                | P to NC-T    | 200                                 | 10,000                      |
| Phelan Loop                               | NC-2 to NC-T | 80                                  | 15,000                      |
| Kragen Auto                               | NC-2 to NC-T | 175                                 | 35,000                      |
| Ocean Avenue Infill                       | NC-2 to NC-T | 465                                 | 31,500                      |
| San Jose Avenue Infill<br>in Station Area | RH-1 to NC-T | 280                                 | 3,120                       |
| Firehouse                                 | P to NC-T    | 80                                  | 10,000                      |
| Total                                     |              | 1,780                               | 104,620                     |

Source: Mundie & Associates, based on Table 1 (in Chapter III, Project Description).

**CHANGES IN HEIGHT AND BULK LIMITS**

Changes in the height and bulk on some parcels would affect the amount of development permitted on those parcels. Like changes in zoning designations, changes in height and bulk are characteristics of the Area Plan rather than growth-inducing effects. Increases in the height/bulk limits could increase the potential value of a site, and consequently attract new development projects. Areas affected by changes in height/bulk limits, and the potential effects of those changes, are shown in Table 26. As shown there, some sites would have increased development potential and some would have less potential.

The net effect of the changes in height/bulk designations cannot be ascertained: it depends on the configuration of each development parcel in combination with the use(s) permitted on that parcel and the specific program and configuration of each proposed development project. Thus, some property owners may choose not to take advantage of the increased height, and the numbers of housing units and/or amounts of nonresidential building space could vary widely for those who do.

**Table 26: Effects of Changes in Height/Bulk Limits**

| <b>Change/Location</b>   | <b>Impact on Development Potential</b>         |
|--|--|
| <i>Increases in Height Limits</i>  |  |
| Along the south side of Ocean Avenue between Geneva and the western edge of the Project Area, and on the north side of Ocean Avenue between Plymouth Avenue and the west edge of the Project Area (from 40-X to 45-X). | May add potential for one story                |
| On an interior portion of the Balboa Reservoir (from 40-X to 65-A).  | May add potential for up to two stories        |
| Along the east side of San Jose Avenue on both sides of Ocean Avenue, extending south to Geneva Avenue (from 40-X to 45-X).  | May add potential for one story                |
| On the southerly part of the triangle formed by Geneva Avenue, San Jose Avenue, and I-280 (from 40-X to 85-E).   | May add potential for four to five stories     |
| <i>Decreases in Height Limits</i>  |  |
| Along the north side of Ocean Avenue between Phelan Avenue and Plymouth Avenue (Kragen Auto Parts Site, Phelan Loop Site, and Fire Station site) (from 65-A to 55-A)   | May eliminate potential for one story          |
| Behind Kragen Auto Parts Site, on an interior portion of the Balboa Reservoir (from 65-A to 40-X)  | May eliminate potential for up to two stories  |
| On the southeast corner of Geneva Avenue and San Jose Avenue (from 105-E to 40-X)  | May eliminate potential for up to five stories |
| On the northerly part of the triangle formed by Geneva Avenue, San Jose Avenue and I-280 (from 105-E to 85-E)  | May eliminate potential for up to two stories  |

*Source:* Mundie & Associates, based on Table 1 in Chapter III, Project Description.

**CHANGES IN PARKING REQUIREMENTS**

The reductions in parking requirements included in the zoning changes that would be applied to some land uses have the effect of reducing the cost of development, and consequently making new development projects more attractive:

- There would be no parking requirement in the new NC-T district.
- The minimum parking requirements for commercial/institutional uses in the NC-2 district, from which parcels along Ocean Avenue are reassigned, are the maximums permitted in the

new NC-T district. This change affects primarily businesses with more than 5,000 square feet of building space (the threshold for parking requirements in the NC-2 district).

- The minimum requirement for residential uses in the NC-2 zone is one space per dwelling unit. Off-street parking would not be required for residential uses in the new NC-T district, and the maximum permitted would be one space per unit.

As is the case with changes in height/bulk limits, the net impact of changes in the parking requirements cannot be ascertained: it, too, depends on the configuration of each development parcel in combination with the uses(s) permitted on that parcel as well as the specific development program and configuration of each development project.

### **STIMULATION OF INVESTMENT INTEREST**

The adoption of the Area Plan, incorporating the changes in development regulations noted above, may prompt a fresh look at development in the Project Area and induce land use change at a greater rate than has occurred in the recent past. At full build-out, the Area Plan allows for the development of an estimated 1,780 new housing units and 104,620 square feet of commercial building space during the Tier 1 and 2 phases of Area Plan build-out (through the first 20 years after Plan adoption). Stimulation of interest in the area could create the conditions under which the complement of new development permitted by the Area Plan would occur within the estimated time frame (that is, 20 years for Tiers 1 and 2).

This level of development would be a departure for the Project Area, and would comprise a notable increase over the base case population gain projected by the San Francisco Planning Department. Potential growth in population and employment in the Project Area is calculated in Table 27. The calculations conservatively assume no residential vacancy (to maximize the estimate of new population) and no commercial vacancy (to maximize the estimate of new employment).

The estimate of potential population growth in the Project Area is compared to the baseline projection of population growth (that is, projections that do not assume adoption of the Area Plan) in Table 28.

Although the population growth accommodated by the Area Plan would be notably greater than the growth anticipated by the Planning Department's baseline projection, it would comprise only a small proportion of growth anticipated in San Francisco during the next 20 years by the Association of Bay Area Governments (ABAG). ABAG is the regional agency that is responsible for preparing forecasts of population and employment growth in the nine-county Bay Area and its cities. The most recent set of projections – *Projections 2005* – estimates that San Francisco will gain about 113,700 residents and about 133,600 jobs between 2000 and 2025. Projected increases are shown in Table 29.

**Table 27: Potential Population and Employment Growth in the Project Area  
(Tiers 1 and 2)<sup>1</sup>**

|  |         |
|--|---------|
| <b>Estimated population</b>  |         |
| New Housing units  | 1,780   |
| Vacancy rate   | 0%      |
| Households   | 1,780   |
| Population <sup>2</sup>  | 4,095   |
| <b>Estimated employment</b>  |         |
| Commercial use (sq. ft.)   | 104,620 |
| Vacancy rate   | 0%      |
| Occupied space   | 104,620 |
| Assume one job/440 sq. ft.   | 200-250 |
| <i>Notes:</i>  |         |
| <sup>1</sup> Assumes no residential or commercial vacancy to yield a conservatively high estimate of the potential impact.   |         |
| <sup>2</sup> Assumes average household size of 2.3, based on California Department of Finance estimate (E-5 City/County Population and Housing Estimates, 1/1/2006). |         |

*Source:* Mundie & Associates.

**Table 28: Potential Growth in the Balboa Park Station Area Project Area Compared to Baseline Growth Projected by the SF Planning Department**

|   | 2000  | 2025  | Change |
|---|-------|-------|--------|
| <b>Planning Department Projection</b>       |       |       |        |
| Households in Project Area                  | 2,755 | 2,781 | 26     |
| Population in Project Area                  | 6,340 | 6,400 | 60     |
| <b>Estimated Population in Project Area</b> |       |       |        |
| <b>New Development</b>                      |       |       | 4,095  |

*Source:* Tables 4 and 27.

**Table 29: ABAG Projections of Population and Employment Growth in San Francisco**

|                  | 2000    | 2025    | Change,<br>2000-2025 |
|------------------|---------|---------|----------------------|
| Total Population | 776,730 | 890,400 | 113,670              |
| Jobs             | 642,500 | 776,100 | 133,600              |

*Source:* Association of Bay Area Governments, *Projections 2005*.

The estimates of growth that could occur in the Project Area are compared to ABAG's projections for the City and County of San Francisco in Table 30. The comparison indicates that the growth that could locate in the Project Area would comprise between three and four percent

of citywide population growth, and less than two-tenths of one percent of expected citywide employment growth, between 2000 and 2025.

**Table 30: Potential Growth in the Balboa Park Station Area Project Area as a Percent of Citywide Growth Projected by ABAG**

|            | Project Area Growth as % of<br>ABAG Projected Growth During: |
|------------|--|
|            | 2000-2025  |
| Population | 3.60%  |
| Jobs       | 0.18%  |

*Source:* Association of Bay Area Governments, *Projections 2005*; Mundie & Associates.

The figures in Table 30 indicate that the population and employment growth that could occur in the Project Area would comprise only a small portion of the growth expected in San Francisco through 2025.

**POTENTIAL FOR THE AREA PLAN TO STIMULATE ADDITIONAL GROWTH BEYOND THE PROJECT AREA BOUNDARIES**

If the Area Plan is successful in attracting new investment – and, thus, new development – to the Project Area, will that new development prompt additional new investment beyond the boundaries of the area covered by this Area Plan?

The potential for this type of growth induction is considered to be low for several reasons:

- In economic terms, residential development is a manifestation of growth (that is, the result of growth inducement) rather than an inducer of growth: it is a response to an increase in demand for housing that results from new employment somewhere in the region. The development of new housing itself, then, would not stimulate the further development of more new housing.
- The commercial uses permitted in the Project Area are oriented toward responding to the demands of local residents, Community College students, and other local businesses. Typically, economic activities that are considered “basic industry” would not be located in a neighborhood commercial district, and businesses of the scale likely to develop in the NC-T districts along Ocean and San Jose Avenues would not be large enough to create an economic base that attracts additional new activity. Because the area is an integral part of the urban fabric of the San Francisco metropolitan area, the new jobs that could be located in the Project Area are likely to draw workers from among current residents of the Bay area: they are unlikely to stimulate new demand for housing that would prompt the construction of additional units.
- Zoning and other land use controls in the areas adjacent to the area covered by the Area Plan are not expected to change in the foreseeable future. Any new interest in investment in those areas that results from positive change in the Balboa Park Station Area would be required to conform to existing regulations. Potential impacts of the growth accommodated

by those regulations have been considered in the environmental review documents that were prepared when those regulations were implemented.

#### **CONCLUSION ABOUT POTENTIAL FOR GROWTH INDUCEMENT**

The proposed Area Plan would be growth inducing in that it would change the land use designations (zoning), increase the height and bulk limits in some portions of the Project Area, and reduce the parking requirements for some types of development in the Project Area. These changes would remove some obstacles to growth. (Increases in the height and bulk limits on some parcels could be partly or wholly offset by a decrease in the height and bulk limits on other parcels.)

The amount of population growth anticipated in the area covered by the Area Plan – nearly 4,100 residents – would represent nearly 70 times the increase of 60 residents anticipated in the absence of the Area Plan. The percentage increase in jobs cannot be calculated: development expected as a result of the Area Plan would accommodate about 200-250 jobs in Tiers 1 and 2, but the existing number of jobs in the Project Area is not known.

At the same time, these amounts of population and employment growth (nearly 4,100 residents and 200-250 jobs) would comprise less than four percent of the population growth and less than 0.2 percent of the employment growth anticipated in San Francisco between 2000 and 2025.

The potential for the Area Plan to induce growth in locations beyond its boundaries is considered to be low.

The population and employment increases in the Project Area that would result from adoption of the proposed Plan would not, in themselves, have any significant adverse impacts on conditions in the Project Area or a broader area. Secondary impacts that might result from that growth, such as increases in traffic congestion and concomitant decreases in air quality, are discussed in the respective topical sections of this EIR.

## **V. MITIGATION AND IMPROVEMENT MEASURES PROPOSED TO MINIMIZE POTENTIAL ADVERSE IMPACTS OF THE PROJECT**

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Mitigation measures have been identified in this EIR and the Initial Study that would reduce or eliminate potential significant environmental impacts of the Area Plan, as well as the two development projects for the Phelan Loop and Kragen Auto Parts Sites. In addition, this chapter also includes improvement measures for less-than-significant impacts of the Area Plan and the two development projects. Most of the mitigation measures have been included in the proposed Area Plan and may be required by the Planning Commission as conditions of Area Plan adoption.<sup>1</sup> Implementation of some of the mitigation measures may be the responsibility of other agencies. Other measures may also be required by decisionmakers as conditions of approval for the proposed Area Plan and its development projects.

The buildout of the Area Plan's proposed development program would result in significant impacts at Project Area intersections—Ocean Avenue/Junipero Serra Avenue; Ocean Avenue/I-280 Northbound On-Ramp; and Ocean Avenue/San Jose Avenue—in 2025. Mitigation measures have been developed to address these significant traffic impacts; however, the implementation of these measures is uncertain. As such, for purposes of CEQA, the potential for significant impacts would remain and the impacts on these intersections would be considered potentially significant and unavoidable impacts that may not be mitigated. In addition, implementation of the proposed transportation changes in the Area Plan would cause Project Area intersections—Ocean Avenue/Geneva Avenue/Phelan Avenue, and Geneva Avenue/I-280 Ramps—to operate at unacceptable conditions in 2025. No feasible mitigation measures could be identified at this program level of analysis to reduce these potentially significant and unavoidable impacts to acceptable levels.

Existing City, state and federal regulations require a variety of protective and other measures that would also serve to mitigate potential project impacts. These measures are not identified in this chapter; rather, they are assumed to constitute part of the project, and compliance with the measures would be monitored by the appropriate regulatory agencies. City-mandated controls on the project would include a limitation on construction noise (San Francisco Noise Ordinance, Article 29 of the San Francisco Police Code, 1972); a prohibition on the use of mirrored glass on the building (City Planning Commission Resolution No. 9212); protective measures against lead-based paint exposure (Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint) and the requirement for street trees (Planning Code, Section 143).

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<sup>1</sup> Mitigation measures may also be imposed on other individual development proposals under the Area Plan, as and when these are approved.



## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

The project sponsor and construction contractors would also be required to observe state and federal OSHA safety requirements related to handling and disposal of other hazardous materials, such as asbestos and hazardous materials in water and soils.

### **MITIGATION MEASURES IDENTIFIED IN EIR**

Mitigation measures for construction air quality and hazards were originally identified in the Initial Study, while mitigation measures for transportation, noise, air quality (vehicular emissions), shadows, and archaeological resources are identified in the EIR; all of these mitigation measures are listed by environmental topic in this chapter. Program-level mitigation measures for the overall Area Plan are followed, if applicable, by project-level mitigation measures relevant to the development projects for the Phelan Loop and Kragen Auto Parts Sites. If a particular measure is applicable to only one or both of the development projects and not the overall Area Plan, this is separately noted.

#### **Transportation**

Mitigation measures that would be required to reduce transportation impacts to less-than-significant levels are listed below. Program-level mitigation measures pertaining to the proposed Area Plan are provided in this section, followed by project-level mitigation measures for the Kragen Auto Parts Site and Phelan Loop Site development projects. Mitigation measures listed for the proposed Area Plan are separated to identify mitigations that address impacts associated with the proposed land uses, from mitigation measures that address the transportation improvement components of the Area Plan. Both sets of mitigation measures would need to be implemented to address significant impacts of the proposed Area Plan. In addition, improvement measures that would improve operating conditions where there would be non-significant impacts are identified for the proposed Area Plan, as well as the Kragen Auto Parts Site and Phelan Loop Site development projects.

#### Area Plan

##### Traffic

By 2025, build-out of the proposed land uses and development program (see Chapter III, Project Description, Table 1, p. 100) can be expected to result in significant impacts on the following three intersections: 1) Ocean Avenue/Junipero Serra Boulevard; 2) Ocean Avenue /I-280 NB On-Ramp; and 3) Ocean Avenue/San Jose Avenue intersections. The following mitigation measures have been developed to address these significant impacts. It is important to note that the implementation of these measures is uncertain for the reasons discussed below. As such, for purposes of CEQA, the potential for significant impacts would remain and the impacts on

## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

operating conditions at these three intersections would be considered potentially significant, unavoidable impacts that may not be mitigated.

- **Ocean Avenue/Junipero Serra Boulevard:** This intersection would operate at LOS E under 2025 Baseline conditions and worsen to LOS F with the 2025 with Area Plan scenario. In order to improve operating conditions, the signal cycle length would need to be extended by 15 seconds, from 90 to 105 seconds, with additional green times provided on the eastbound and westbound approaches. With this change, intersection operations would improve to LOS E with an average delay of 58 seconds. It would not be possible, however, to improve 2025 with Area Plan conditions to LOS D. Implementation of the proposed mitigation measure would require an assessment by the San Francisco Municipal Transportation Agency (MTA) of transit and traffic coordination along Ocean Avenue and San Jose Avenue to ensure that these signal timing changes would not substantially affect Muni bus operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals. Since it is not certain at this time if signal timing changes are feasible and acceptable to MTA, the potential for poor future operating conditions at this intersection remains, and therefore would be considered a potentially significant unavoidable impact that may not be mitigated.
- **Ocean Avenue/I-280 Northbound On-Ramp:** This intersection would worsen to LOS F conditions in the 2025 with Area Plan scenario. In order to improve operating conditions to acceptable levels, on-street parking would need to be removed from the westbound approach to the intersection in order to stripe an exclusive right-turn lane. Five seconds of green time would also need to be shifted from the westbound movement to the eastbound left-turn movement in order to accommodate the increased eastbound left-turn volume. With this change, intersection operations would improve to LOS D in 2025. Implementation of the proposed mitigation measure would require an assessment by MTA of transit and traffic coordination along Ocean Avenue and San Jose Avenue to ensure that the changes would not substantially affect Muni bus operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals. Since it is not certain at this time if the exclusive right-turn lane and signal timing changes are feasible and acceptable to MTA, the potential for poor future operating conditions at this intersection remains, and therefore would be considered a potentially significant unavoidable impact that may not be mitigated.
- **Ocean Avenue/San Jose Avenue:** This intersection would operate at LOS F conditions in the future with and without the proposed Area Plan. To improve operating conditions to acceptable levels under 2025 Baseline conditions, five seconds of green time would need to be shifted from the north-south permitted phase to the east-west permitted phase to accommodate the increased east-west volume. With this change, intersection operations would improve to LOS D under the 2025 Baseline conditions. However, this intersection would continue to operate at LOS F in 2025 with the proposed Area Plan. To mitigate the Area Plan's contribution to poor operating conditions, an additional three seconds of green time would need to be shifted from the north-south permitted phase to the east-west permitted phase. With this change, intersection operations would improve to LOS D in 2025 with the proposed Area Plan. Implementation of the proposed mitigation measure would require an assessment by MTA of transit and traffic coordination along Ocean Avenue and San Jose Avenue to ensure that the changes would not substantially affect Muni bus operations, signal progressions, pedestrian minimum

## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

green time requirements, and programming limitations of signals. Since it is not certain at this time if signal timing changes are feasible and acceptable to MTA, the potential for poor future operating conditions at this intersection remain, and therefore would be considered a potentially significant unavoidable impact that may not be mitigated.

Implementation of the proposed Area Plan would cause the following study intersections to operate at unacceptable conditions in 2025. These impacts would result primarily from implementation of proposed transportation changes and, at this program level of analysis, mitigation measures have not been identified to reduce these impacts to acceptable levels.

- **Ocean Avenue/Geneva Avenue/Phelan Avenue:** At the Ocean Avenue/Geneva Avenue/Phelan Avenue intersection, poor operating conditions would occur due to changes to the intersection configuration, including elimination of the westbound and southbound channelized right-turn pockets and restriping of the eastbound and northbound approaches. As a result, substantial congestion and queuing would develop, which could affect operations of the K-Ingleside light rail line on Ocean Avenue and buses on Phelan Avenue. Elimination of the westbound through lane on Ocean Avenue to accommodate a proposed bicycle lane would also contribute to the poor operating conditions at this intersection. With the reconfiguration of the intersection, no feasible mitigation measures could be developed. As such, if the transportation changes are implemented, significant unavoidable impacts would result.
- **Geneva Avenue/I-280 Ramps:** With the proposed single-point interchange, the on- and off-ramps would be consolidated, so that there would be only one on- and off-ramp for each freeway mainline direction. The proposed reconfiguration of the I-280 off-ramps would result in queues that could not be accommodated within the available off-ramp distances. This would result in a significant impact to freeway mainline operations. Therefore, the proposed ramps would need to be reconfigured and redesigned to accommodate the projected future volumes. No feasible mitigation measures have been developed to address the effects to mainline conditions that would result due to the consolidation of the on- and off-ramps. Since reconfiguration of the freeway ramps would require evaluation, engineering, design, review, and approval by various City and state agencies (including Caltrans), additional analysis of alternatives would be conducted during the subsequent environmental review and federal approval phases.

### Transit

On the K-Ingleside, capacity would be exceeded both with and without the addition of transit riders generated by the proposed Area Plan. The Area Plan would contribute about six percent to the future ridership at the maximum load point and, therefore, may be considered to have a significant contribution to adverse transit conditions on the K-Ingleside Metro line. No feasible mitigation measures have been identified to reduce this impact to a less-than-significant level. Capacity on the K-Ingleside could be increased by running double trains or by adding more frequent service or additional trains. Transit impact fees also could be levied to fund the purchase and operation of additional cars or service. However, at a program level of analysis, there is no assurance that these measures could be funded or implemented by MTA. Therefore, for purposes

## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

of CEQA, no feasible mitigation measures have been identified, and the impact on the K-Ingleside line would remain significant and unavoidable.

### Development Projects

#### Kragen Auto Parts Site Development

##### *Traffic*

The traffic analysis assumes that the signal timing plan for the Ocean Avenue/Brighton Avenue intersection could be adjusted to provide a short protected left-turn green phase for westbound traffic, which would allow any left-turn queues to clear the intersection. To ensure implementation of this signal timing change, the following mitigation measures have been developed:

- The project sponsor for the Kragen Auto Parts Site development would work with MTA and the Planning Department to adjust the signalization at the Ocean/Brighton intersection to accommodate the Kragen Auto Parts Site development. The change in signalization shall meet City standards and specifications.
- The project sponsor for the Kragen Auto Parts Site development would be required to fund the study, design, and implementation of this signal change.

All changes to the intersection signalization plan, including addition of new signal phases would need to be reviewed, analyzed, and implemented by MTA; however, the project sponsor for the Kragen Auto Parts Site development would be required to fully fund these efforts.

● Level of Significance After Mitigation: This mitigation measure has been developed to reduce impacts related to the Kragen Auto Parts site to less-than significant levels by ensuring that the signal timing for the Ocean Avenue/Brighton Avenue intersection would be adjusted to provide a short protected left-turn green phase for westbound traffic. However, these measures are not included as part of the Area Plan adoption, as it is not certain whether the identified traffic measures are feasible and acceptable to the MTA. Therefore, this traffic impact would be considered a potentially significant impact.

#### Phelan Loop Site Development

Site plans for the Phelan Loop Site development have not been developed. Based on land uses identified for this site in the proposed Area Plan, mitigation measures would not be necessary since addition of vehicle trips generated by the Phelan Loop Site development would not result in any significant traffic impacts to the study intersections and freeway ramps during the weekday p.m. peak hour.

## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

The effects of the Phelan Loop Site development on parking, transit, pedestrians, bicycles, loading and construction would also not result in any significant impacts that require mitigation. Additional mitigation and improvement measures may be required to address effects of the Phelan Loop Site development once the plans for this project are developed and reviewed.

Improvement measures to address potential effects of the Phelan Loop Site development on parking, loading, bicycles, and construction are included below under the “Improvement Measures Identified By This Report” subsection.

### **Air Quality**

Mitigation Measure AQ-1 was listed in the Initial Study (see Appendix A, p. 65), and Mitigation Measure AQ-2 is discussed in Section IV.E, Air Quality, of this EIR (see pp. 259-260, 271) and presented below.

#### Area Plan

Both Mitigation Measures AQ-1 and AQ-2 would be applicable to the overall Area Plan, as well as the development projects.

**AQ-1:** The following measure is included in the Area Plan: The project sponsor(s) would require that contractors spray all sites with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor(s) would require that the project contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor(s) would require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

Level of Significance After Mitigation: The Initial Study determined that with implementation of Mitigation Measure AQ-1, the Area Plan would not have significant construction-related air quality impacts.

- **AQ-2:** The following measure is included in the Area Plan: New residential development proposed in the following areas shall include an analysis of PM<sub>2.5</sub> and shall, if warranted based on the results, incorporate upgraded ventilation systems to minimize exposure of future residents to PM<sub>2.5</sub> (which includes DPM) and other pollutant emissions, as well as odors: (1) within 500 feet of the I-280 freeway; (2) adjacent to the proposed bus layover

## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

facility on the Phelan Loop Site; (3) any active recreation areas such as playgrounds that are proposed as part of any future residential development in either of these areas; and (4) any other location where total daily traffic volumes from all roadways within 500 feet of such location exceed 100,000 vehicles.

The analysis shall employ either site-specific modeling of PM<sub>2.5</sub> concentrations or other acceptable methodology to determine whether the annual average concentration of PM<sub>2.5</sub> from the roadway sources within 500 feet would exceed the standard of 0.2 micrograms per cubic meter that has been shown to result in an increase of approximately 0.3 percent in non-injury mortality. If the incremental annual average concentration of PM<sub>2.5</sub> concentration (from roadway sources only) were to exceed 0.2 micrograms per cubic meter at the project site, the project sponsor shall be required to install a filtered air supply system to maintain all residential units under positive pressure when windows are closed. The ventilation system, whether a central HVAC (heating, ventilation and possibly air conditioning) or a unit-by-unit filtration system, shall include high-efficiency filters meeting minimum efficiency reporting value (MERV) 13, per American Society of Heating, Refrigerating and Air-Conditioning Engineers (ASHRAE) Standard 52.2 (equivalent to approximately ASHRAE Standard 52.1 Dust Spot 85%). Air intake systems for HVAC shall be placed based on exposure modeling to minimize roadway air pollution sources. The ventilation system shall be designed by an engineer certified by ASHRAE, who shall provide a written report documenting that the system offers the best available technology to minimize outdoor to indoor transmission of air pollution.

In addition to installation of air filtration, the project sponsor shall present a plan that ensures ongoing maintenance of the ventilation and filtration systems. The project sponsor shall also ensure that the following information is disclosed to buyers and renters: (1) the findings of the particulate matter analysis, and (2) instructions concerning the proper use of any installed air filtration. If active recreation areas such as playgrounds are proposed as part of any future residential development, such areas shall be located at least 500 feet from freeways, if feasible.

The above standard shall also apply to other sensitive uses such as schools, daycare facilities, and medical facilities. (It is noted that such facilities are somewhat more likely to employ central air systems than are residential developments.)

Level of Significance After Mitigation: Implementation of the above mitigation measure would help reduce exposure of future residents within the Project Area to elevated pollutant levels that occur near the freeway and the proposed bus layover facility, but whether this measure reduces these effects to a less-than-significant level cannot be determined because actual exposure would vary from one resident to another, depending on their length of exposure. As more stringent emission controls continue to be implemented by the CARB and with attrition of older, more polluting vehicles, exposure of future residents to air pollutants is expected to decrease over time. In addition, local meteorological conditions (with strong onshore flows) and the absence of major upwind pollutant sources would help to minimize exposure of future residents to freeway-related pollutants.

## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

### Noise

Mitigation Measures N-1 and N-2 are discussed in Section IV.D, Noise, of the EIR (see pp. 216-233) and presented below.

#### Area Plan

Both Mitigation Measures N-1 and N-2 would be applicable to the overall Area Plan, as well as the development projects.

**N-1:** The San Francisco Land Use Compatibility Guidelines for Community Noise requires that a detailed evaluation of noise reduction requirements be made by the project sponsor(s) and needed noise reduction requirements are incorporated into the project design wherever new residential development is proposed in areas subject to existing or future noise levels over 60 dBA (CNEL).

Level of Significance After Mitigation: Implementation of the above mitigation measure would reduce potential noise impacts to less-than-significant levels by ensuring that interior noise levels in future project residences would be reduced to acceptable levels.

**N-2:** The project sponsor(s) would be required to complete a vibration analysis for any residential or vibration-sensitive land uses proposed within critical distances of existing or planned BART or MUNI facilities (listed in Table 18, p. 231) and measures shall be incorporated into the design as necessary to reduce the potential for vibration disturbance.

Level of Significance After Mitigation: Implementation of the above mitigation measure would reduce potential vibration impacts to less-than-significant levels by ensuring that future residents or other vibration-sensitive land uses within the Project Area would not be subject to disturbance from vibration.

### Hazards

All Hazards mitigation measures, HM-1, HM-2, HM-3, and HM-4, were identified in the Initial Study (see Appendix A, pp. 65-66).

#### Area Plan

Mitigation Measures HM-1, HM-2, and HM-3 would be applicable to the overall Area Plan, as well as the development projects on the Phelan Loop and Kragen Auto Parts Sites. Mitigation Measures HM-1, HM-2, and HM-3 would be applicable to the overall Area Plan, as well as the development projects on the Phelan Loop and Kragen Auto Parts Sites. Mitigation Measure HM-4 would only be applicable to the Kragen Auto Parts Site development project.

V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

- HM-1:** The project sponsor(s) of future development in the Project Area that include excavation, shall prepare a site-specific Phase I Environmental Site Assessment for sites not subject to regulatory closure prior to development. The site assessment shall include visual inspection of the property; review of historical documents; and review of environmental databases to assess the potential for contamination from sources such as underground storage tanks, current and historical site operations, and migration from off-site sources. If the Phase I Environmental Site Assessment indicates that a release of hazardous materials could have affected soil or groundwater quality at the site, follow-up investigations and possibly remediation shall be conducted in conformance with state and local laws, regulations, and guidelines.
- HM-2:** The project sponsors of future development in the Project Area that include demolition shall ensure that any equipment containing PCBs or DEHP, such as fluorescent light ballasts, are removed and properly disposed of according to applicable federal, state, and local laws prior to the start of renovation or demolition, and that any fluorescent light tubes, which could contain mercury, are similarly removed and properly disposed of. Any other hazardous materials identified, such as asbestos-containing building materials, either before or during work, shall be abated according to applicable federal, state, and local laws.
- HM-3:** The project sponsor(s) of future development in the Project Area that propose excavation shall evaluate the potential for naturally occurring asbestos to be present in soil or rock that would be excavated for the proposed development. Should naturally occurring asbestos be identified, the project sponsor shall comply with the legal requirements of the asbestos ATCM.

Level of Significance After Mitigation: Implementation of the above mitigation measures (HM-1, HM-2, and HM-3) would reduce impacts related to potential public health hazards, including the disposal of potentially hazardous materials, to less-than-significant levels.

Development Projects

Kragen Auto Parts Site Development

Mitigation Measure HM-4 is project-specific and applicable only to the Kragen Auto Parts Site development project.

- HM-4:** The project sponsor of the Kragen Auto Parts Site development project has agreed to implement the following site-specific measure: An environmental professional shall be present during excavation activities at the Kragen Auto Parts Site when the hydraulic lifts are removed and when excavation occurs in the vicinity of the storm sewer system to observe for staining and to collect soil samples, if staining is observed. If the sampling indicates that a release of hazardous materials could have affected soil or groundwater quality at the site, follow-up investigations and possibly remediation shall be conducted in conformance with state and local laws, regulations, and guidelines.



## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

Level of Significance After Mitigation: With implementation of Mitigation Measure HM-4, impacts from exposure to hazardous materials in the soil and groundwater at the Kragen Auto Parts Site would be less than significant.

### **Archaeology**

Based on the historical and archeological record and the comparatively limited extent of prior soils disturbance within the Project Area, it can be concluded that CEQA-significant archeological resources may be present with the Project Area and that implementation of the proposed Area Plan and the development projects on the Phelan Loop and Kragen Auto Parts Sites would result in a greater potential for adverse effects to archeological sites than under existing land use controls. As noted in Section IV.I, Archeological Resources, of this EIR (pp. 306-322), implementation of the following mitigation measures for future development under the Area Plan would reduce the potential adverse effect on archeological resources of the Area Plan to a less-than-significant level. Since there is no physical project proposed in the majority of the Plan Area, the evaluation of project-specific effects on archeological resources for the portion of the Plan Area that is analyzed at a program level can only occur at the time a specific physical project is proposed and in accord with the applicable mitigations.

No adverse effects to archeological resources are expected to result from implementation of the Area Plan in portions of the following Plan subareas: Transit Station Neighborhood subarea (Balboa Park, Muni Green Yard, area northeast of Ocean and San Jose Avenues); Ocean Area Neighborhood Commercial District subarea (area excluding the Kragen Auto Parts Site and Phelan Loop Site development projects); and the Balboa Reservoir Site subarea. The City College site also is excluded from analysis in this EIR. As noted in Section IV.I, Archeological Resources, many of these areas are archeologically sensitive. Potential project effects to archeological resources within these areas can only be evaluated at the time a specific physical project is proposed.

The analysis of potential archeological effects of the Area Plan results in the finding that a range of archeological mitigation measures must be required, given the lack of specific information regarding potential development that would result from the Area Plan.

### Area Plan

Mitigation Measures AM-1 and AM-2 would be applicable to the majority of the Area Plan, as well as the development projects on the Phelan Loop and Kragen Auto Parts Sites.

**AM-1:** AM-1 applies to projects involving activities including excavation, construction of foundations, soils improvement/densification, installation of utilities or soils remediation resulting in soils disturbance/modification to a depth of four (4) feet or greater below ground surface.

## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

The following mitigation measure is required to avoid any potential adverse effect from the proposed project on accidentally discovered buried historical resources as defined in CEQA Guidelines Section 15064.5(a)(c). The project sponsor shall distribute the Planning Department archeological resource “ALERT” sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc. firms); or utilities contractor involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the “ALERT” sheet is circulated to all field personnel, including machine operators, field crew, pile drivers, supervisory personnel, etc. The project sponsor shall provide the Environmental Review Officer (ERO) with a signed affidavit from the responsible parties (prime contractor, subcontractor(s), and utilities firm) to the ERO confirming that all field personnel have received copies of the Alert Sheet.

Should any indication of an archeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures should be undertaken.

If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archeological consultant. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.

Measures might include: preservation in situ of the archeological resource; an archaeological monitoring program; or an archeological testing program. If an archeological monitoring program or archeological testing program is required, it shall be consistent with the Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging actions.

The project archeological consultant shall submit a Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describing the archeological and historical research methods employed in the archeological monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The

V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

- **AM-2:** AM-2 applies to any project involving any soils-disturbing activities greater than 10 feet in depth, including excavation, installation of foundations or utilities or soils remediation, and to any soils-disturbing project of any depth within the Phelan Loop and Kragen Auto Parts Sites, the east side of San Jose between Ocean and Geneva Avenues, and the Upper Yard Parcel.

Based on the reasonable potential that archeological resources may be present within the Project Area, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried historical resources. The project sponsor of a development project under the *Balboa Park Station Area Plan* shall retain the services of a qualified archeological consultant having expertise in California prehistoric and urban historical archeology. The archeological consultant shall undertake an archeological monitoring program. All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce the potential effects on a significant archeological resource, as defined in CEQA Guidelines Sect. 15064.5 (a)(c), to a less-than-significant level.

Archeological monitoring program (AMP). The archeological monitoring program shall minimally include the following provisions:

- The archeological consultant, project sponsor of a development project under the *Balboa Park Station Area Plan*, 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 project archeologist shall determine what project activities shall be archeologically monitored. In most cases, any soils disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the potential risk these activities pose to archaeological resources and to their depositional context;
- The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archeological resource;
- The archaeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with the archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;

## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

- The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archeological deposit is encountered, all soils disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction crews and heavy equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall, after making a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, present the findings of this assessment to the ERO.

If the ERO in consultation with the archeological consultant determines that a significant archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

- A) The proposed project shall be re-designed so as to avoid any adverse effect on the significant archeological resource; or
- B) An archeological data recovery program shall be implemented, unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

If an archeological data recovery program is required by the ERO, the archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The project archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP. The archeological consultant shall prepare a draft ADRP that shall be submitted to the ERO for review and approval. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- Field Methods and Procedures. Descriptions of proposed field strategies, procedures, and operations.
- Cataloguing and Laboratory Analysis. Description of selected cataloguing system and artifact analysis procedures.
- Discard and Deaccession Policy. Description of and rationale for field and post-field discard and deaccession policies.
- Interpretive Program. Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.

## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

- 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, 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, including immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines. Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, curation, possession, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archeological Resources Report. The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the draft final report.

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

Level of Significance After Mitigation: Implementation of Mitigation Measures AM-1 and AM-2 for future development under the Area Plan would ensure the appropriate treatment of archaeological resources that may be encountered during construction, and would therefore reduce potential impacts on archaeological resources to a less-than-significant level.

## **IMPROVEMENT MEASURES IDENTIFIED IN EIR**

Improvement measures are actions or changes that would reduce effects of the proposed Area Plan that were found through the environmental analysis to have less-than-significant impacts. The project sponsor may consider implementing these improvement measures. Improvement measures identified in the EIR may be required by decisionmakers as conditions of project approval. The following improvement measures are identified in the EIR:

### **Transportation**

#### Area Plan

#### Parking

To reduce the parking shortfall that would be associated with the proposed Area Plan, the following improvement measures have been developed. Combined, these measures could result in a reduction in parking demand. However, it is unlikely that they would totally eliminate the parking shortfall.

- Coordinate with one of the carshare providers to provide carshare spaces within new off-street parking facilities to encourage carshare use.
- Efforts could be made to enhance transit, pedestrian, and bicycle circulation and access in the Project Area, which would reduce the reliance upon private vehicles. In addition, by limiting the number of off-street parking spaces available within the new residential developments, it is possible that the number of vehicles per household would be reduced.

#### Pedestrians

To accommodate the anticipated increase in pedestrian trips associated with the proposed Area Plan, additional pedestrian amenities may be beneficial (especially to assist walking to and from transit). Therefore, the following improvement measure has been developed:

- Provide pedestrian signals with countdown indicators at all major intersections and at crosswalks that connect to the MUNI light rail stops and Balboa Park BART Station.

#### Bicycles

Although individual development projects would not be required to provide bicycle amenities for commercial uses, they may encourage commercial employees to commute to work on bicycle, thereby improving traffic and parking conditions. Therefore, the following improvement measures have been developed:

- Provide the Planning Code-required shower and locker facilities for any commercial uses including those within primarily residential buildings.

## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

- Provide the Planning Code-required bicycle parking spaces for any commercial uses including separate spaces for commercial uses within primarily residential buildings. These spaces should be safe and secure, and reserved for employees.

### Construction

In general, the analysis of construction impacts is specific to individual development projects. Construction-related activities typically occur Monday through Friday, between 7:00 a.m. and 5:00 p.m., with limited construction activities on weekends (on an as-needed basis). The following measure would minimize temporary disruption to traffic, transit, bicycle, and pedestrian circulation during construction of individual development projects within the Project Area.

- Any construction traffic occurring between 7:00 and 9:00 a.m. or between 3:30 and 6:00 p.m. would coincide with peak hour traffic and could temporarily impede traffic and transit flow. Although it would not be considered a significant impact, and no mitigation measures would be required, limiting truck movements to the hours between 9:00 a.m. and 3:30 p.m. (or other times, if approved by MTA) would minimize disruption of the general traffic flow on adjacent streets during the a.m. and p.m. peak periods. In addition, all construction contractors would meet with representatives of MTA and the Planning Department to determine feasible measures to reduce traffic congestion, including transit disruption and pedestrian and bicycle circulation impacts during construction of individual projects within the Project Area.

### Development Projects

#### Kragen Auto Parts Site Development

##### *Parking*

To reduce the parking shortfall that would be associated with the proposed Kragen Auto Parts Site development, the following improvement measures have been developed:

- Allow residents of the Kragen Auto Parts Site development to park within the food market/retail spaces overnight. It would be necessary to have these spaces dedicated to retail patrons during store hours; however, during other times, project residents could be allowed to utilize these spaces.
- Coordinate with one of the carshare providers to provide carshare spaces within the parking garage to encourage carshare use.

##### *Bicycles*

Although the proposed Kragen Auto Parts Site development would not be required to provide bicycle amenities for the food market/retail uses, food market/retail employees could be

## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

encouraged to commute to work on bicycle (thereby improving traffic and parking conditions). Therefore, the following improvement measures have been developed:

- Provide the Planning Code-required shower and locker facilities for the food market/retail space (four showers and eight lockers).
- Provide additional bicycle parking spaces in a safe and secure location for employees.

### *Loading*

The food market operator may require use of trucks longer than 30 feet, which would have difficulty accessing the loading dock on Lee Avenue without interfering with traffic or on-street parking during turning movements to back into or exit the loading dock area. Therefore, the following improvement measures have been developed:

- Restrict truck access to the loading dock to 30 foot trucks or shorter.
- If longer trucks are needed, the project sponsor for the Kragen Auto Parts Site development would:
  - Restrict deliveries to the early morning to avoid peak morning and peak evening commute periods.
- Schedule all deliveries to reduce the potential for trucks waiting to enter the loading dock (which may cause a back-up onto Ocean Avenue).
  - Traffic volumes along Ocean Avenue are constantly high throughout the day; therefore, deliveries between 7:00 a.m. and 7:00 p.m. should be avoided.
- Maintain accurate truck logs to document the time and duration of truck activities.
- Station loading dock personnel at the corner of the Ocean/Lee intersection and at the loading dock to assist truck maneuvers and to manage traffic flows.
- Work with MTA to prohibit on-street parking along Lee Avenue during the peak loading periods to provide sufficient right-of-way for truck maneuvers.

### *Construction*

Detailed plans for construction of the Kragen Auto Parts Project, in terms of phases and duration, number of construction-related trucks and construction workers, are not currently available. Construction activities would typically occur Monday through Friday from 7:00 a.m. to 5:00 p.m., and activities on weekends would only occur on an as-needed basis. The following measure would minimize temporary disruption to traffic, transit, bicycle, and pedestrian circulation during construction of Kragen Auto Parts Project.

- Any construction traffic occurring between 7:00 and 9:00 a.m. or between 3:30 and 6:00 p.m. would coincide with peak hour traffic and could temporarily impede traffic and transit flow. Although it would not be considered a significant impact, and no mitigation measures would be required, limiting truck movements to the hours between 9:00 a.m.



## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

and 3:30 p.m. (or other times, if approved by MTA) would minimize disruption of the general traffic flow on adjacent streets during the a.m. and p.m. peak periods. In addition, all construction contractors would meet with MTA, the Fire Department, and the Planning Department to determine feasible measures to reduce traffic congestion, including transit disruption and pedestrian circulation impacts during construction.

### Phelan Loop Site Development

#### *Parking*

To reduce the parking shortfall that would be associated with the Phelan Loop Site development, the following improvement measure has been developed:

- Coordinate with one of the carshare providers to provide carshare spaces within the parking garage to encourage carshare use.

#### *Loading*

Due to the configuration of Lee Avenue, trucks longer than 30 feet would have difficulty accessing the loading dock on Lee Avenue without interfering with traffic and on-street parking during turning movements to access the loading dock area. Therefore, the following improvement measures have been developed:

- Restrict truck access to the loading dock to 30 foot trucks or shorter.
- Schedule all deliveries to reduce the potential for trucks waiting to enter the loading dock (which may cause a back-up onto Ocean Avenue).
  - Traffic volumes along Ocean Avenue are constantly high throughout the day; therefore, deliveries between 7:00 a.m. and 7:00 p.m. should be avoided.
- Maintain accurate truck logs to document the time and duration of truck activities.
- Station loading dock personnel at the corner of the Ocean/Lee intersection and at the loading dock to assist truck maneuvers and to manage traffic flows.
- Work with MTA to prohibit on-street parking along Lee Avenue during the peak loading periods to provide sufficient right-of-way for truck maneuvers.

#### *Bicycles*

Although the Phelan Loop Site development would not be required to provide bicycle amenities for retail uses, retail employees could be encouraged to commute to work on bicycle (thereby improving traffic and parking conditions). Therefore, the following improvement measures have been developed:

- Provide the Planning Code required shower and locker facilities for the retail space (four showers and eight lockers).
- Provide additional bicycle parking spaces in a safe and secure location for employees.

## V. Mitigation and Improvement Measures Proposed to Minimize Potential Adverse Impacts of the Project

### *Construction*

Detailed plans for construction of the Phelan Loop Project, in terms of phases and duration, number of construction-related trucks and construction workers, are not currently available. Construction activities would typically occur Monday through Friday from 7:00 a.m. to 5:00 p.m., and activities on weekends would only occur on an as-needed basis. The following improvement measure would minimize temporary disruption to traffic, transit, bicycle, and pedestrian circulation during construction of Phelan Loop Project.

- Any construction traffic occurring between 7:00 and 9:00 a.m. or between 3:30 and 6:00 p.m. would coincide with peak hour traffic and could temporarily impede traffic and transit flow. Although it would not be considered a significant impact, and no mitigation measures would be required, limiting truck movements to the hours between 9:00 a.m. and 3:30 p.m. (or other times, if approved by MTA) would minimize disruption of the general traffic flow on adjacent streets during the a.m. and p.m. peak periods. In addition, all construction contractors would meet with MTA, the Fire Department, and the Planning Department to determine feasible measures to reduce traffic congestion, including transit disruption and pedestrian circulation impacts during construction.

### **Shadows**

#### Area Plan

The following improvement measure would be applicable to any development under the Area Plan, including specific development projects for the Phelan Loop and Kragen Auto Parts Sites, that could potentially affect publicly accessible open space not subject to Section 295 of the Planning Code. This improvement measure would minimize shadow effects on the use of these open spaces and may be required by decisionmakers as a condition of approval for development proposals under the Area Plan with the potential to shade publicly accessible open spaces, prior to issuance of building permits

**SM-1:** New buildings and additions to existing buildings in the Project Area where the building height exceeds 40 feet shall be shaped, consistent with the dictates of good design and without unduly restricting the development potential of the site in question, to reduce substantial shadow impacts on public plazas and other publicly accessible spaces other than those protected under Section 295 of the Planning Code.

In determining the impact of shadows, the following factors shall be taken into account: the amount of area shaded, the duration of the shadow, and the importance of sunlight to the use or utility of the open space being shaded.

V. Mitigation and Improvement Measures Proposed to Minimize  
Potential Adverse Impacts of the Project

**Hydrology and Water Quality**

Area Plan

● **WQ-1:** Green stormwater management technologies could be incorporated into proposed new open spaces in the Project Area. Examples of green stormwater technologies include swales and other infiltration methods, rainwater gardens, stormwater planters, green roofs, pervious concrete, green streets, new open space, and reducing the use of pipes, curbs and gutters. Incorporation of these green stormwater management technologies could further delay peak stormwater runoff flows and provide reduction of pollutants in the stormwater runoff discharged to the combined sewer system.

## **VI. OTHER CEQA CONSIDERATIONS**

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### **A. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED**

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Section 15126(b) of the State CEQA Guidelines, the purpose of this section is to identify impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the proposed Area Plan, or by other mitigation measures that could be implemented as identified in Chapter V, Mitigation and Improvement Measures. The findings of significant impacts are subject to final determination by the Planning Commission as part of the certification process for the EIR. If necessary, this chapter will be revised in the Final EIR to reflect findings of the Commission.

With implementation of the mitigation measures outlined in Chapter V, Mitigation and Improvement Measures, most potentially significant impacts associated with the proposed Area Plan and its specific development projects at the Phelan Loop and Kragen Auto Parts Sites would be reduced to less-than-significant levels. However, some transportation and historic impacts would continue to be significant and unavoidable if the Area Plan and its specific development projects were implemented.

Full build-out of the Area Plan's development program by 2025 can be expected to result in potentially significant and unavoidable traffic impacts at three Project Area intersections that would operate at LOS F: 1) Ocean Avenue/Junipero Serra Boulevard; 2) Ocean Avenue/I-280 NB On-Ramp; and 3) Ocean Avenue/San Jose Avenue. Mitigation measures have been developed to reduce impacts at these intersections to less-than-significant levels (LOS D), except for the Ocean Avenue/Junipero Serra Boulevard intersection, which would operate at LOS E, unacceptable conditions. However, these measures are not included as part of the Area Plan adoption, as it is not certain whether the identified traffic measures are feasible and acceptable to the San Francisco Municipal Transportation Agency (MTA). Therefore, these traffic impacts would be considered potentially significant unavoidable impacts. In addition, reconfiguration of intersections and I-280 ramps proposed in the Area Plan would cause the following study intersections to operate at unacceptable levels of service in 2025: 1) Ocean Avenue/Geneva Avenue/Phelan Avenue; and 2) Geneva Avenue/I-280 Ramps. The proposed reconfiguration of these two intersections would result in poor operating conditions. Queues on the Geneva Avenue and Ocean Avenue off-ramps would spill onto I-280, resulting in operations at LOS F on these

ramps. No feasible mitigation measures have been identified to reduce the resulting significant unavoidable impacts to less-than-significant levels at these intersections and on these off-ramps.

In 2025, implementation of the Area Plan would result in significant unavoidable impacts on the K-Ingleside Muni Metro line. Capacity would be exceeded on the K-Ingleside, both with and without the addition of transit riders generated by the proposed Area Plan. However, the Area Plan would contribute about six percent to the future ridership at the maximum load point, which would be considered a significant contribution to cumulative adverse transit conditions on this line. Mitigation measures (e.g., running double-trains during p.m. peak hours) have been examined that could reduce this impact; however, at a program level of analysis, there is no assurance that MTA would be able to fund or implement these measures. Therefore, for purposes of CEQA, no feasible mitigation measures have been identified, and the impact on the K-Ingleside line would remain significant and unavoidable.

The proposed bicycle lane on westbound Ocean Avenue approaching the Ocean/Geneva/Phelan intersection would reduce the capacity of the intersection to carry vehicular traffic. No mitigation measures have been identified to reduce this impact and retain the bicycle lane; therefore, this impact would be significant and unavoidable.

Implementation of the Area Plan could encourage demolition of contributing resources to a potential historic district identified along Ocean Avenue, and encourage new construction and alteration within this potential historic district. It is not yet known which, if any, such contributors would be demolished in the future, nor is it possible to know the location and character of new development in the potential Ocean Avenue historic district. Implementation of the proposed Area Plan could, therefore, have a significant cumulative impact on the integrity of a potential historic district. The proposed Area Plan could also encourage the demolition of potential individually significant historical resources, meriting further study of their individual historic significance under CEQA. Should the City determine, upon further project-level study, that a resource is an historical resource for the purposes of CEQA, the demolition of such a resource would be a significant adverse impact under CEQA. Therefore, demolition of such a resource would require project-level review, and retention and reuse of the resource would have to be considered as an alternative to demolition.

With implementation of the mitigation measures listed in Chapter V, Mitigation and Improvement Measures, all other potentially significant Area Plan-related impacts, as well as impacts related to the specific development projects at Phelan Loop and Kragen Auto Parts Sites, would be reduced to less-than-significant levels or eliminated.

**B. SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES THAT WOULD BE CAUSED BY THE PROPOSED PROJECT SHOULD IT BE IMPLEMENTED**

The proposed Area Plan would intensify development in the Project Area consistent with development in San Francisco's urban environment. The Area Plan would commit future generations to the same land uses and transportation and open space improvements for at least the life of the Area Plan. Implementation of the proposed Area Plan would result in an irreversible commitment of energy resources, primarily in the form of fossil fuels, including fuel oil, natural gas, and gasoline or diesel fuel for construction equipment and automobiles during demolition, construction, and ongoing use of the development site. Because development under the Area Plan would comply with California Code of Regulations Title 24, it would not use energy in a wasteful, inefficient or unnecessary manner (see the discussion of Energy in the Initial Study, Appendix A). The consumption or destruction of other non-renewable or slowly renewable resources would also result during construction, occupancy, and use of individual development sites under the Area Plan. These resources include, but are not limited to, lumber, concrete, sand, gravel, asphalt, masonry, metals, and water. Development under the Area Plan would also irreversibly use water and solid waste landfill resources. However, development under the Area Plan would not involve a large commitment of those resources relative to supply, nor would it consume any of those resources wastefully, inefficiently, or unnecessarily. Development under the Area Plan would contribute both directly and indirectly to long-term increases in greenhouse gas emissions, albeit to a lesser extent than if the same growth and development were to occur outside of the central city where transit is less available and average trip lengths are longer.

## **VII. ALTERNATIVES TO THE PROPOSED PROJECT**

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### **INTRODUCTION**

This section identifies alternatives to the proposed Area Plan and discusses the environmental effects associated with the alternatives. To comply with CEQA, the EIR must include “a range of reasonable alternatives to the project, or to the location of the project, which would feasibly attain most of the basic objectives of the project but would avoid or substantially lessen any of the significant effects of the project.” The EIR must include enough information about each alternative “to allow meaningful evaluation, analysis, and comparison with the proposed project.” City and County of San Francisco decision-makers must consider approval of an alternative if that alternative would substantially lessen or avoid significant environmental impacts identified for the proposed project and that alternative is determined to be feasible. The determination of feasibility will be made by City decision-makers.

The following alternatives are discussed and evaluated in this section: a No Project Alternative, and an Alternative with No Proposed Transportation Improvements.

In developing a reasonable range of alternatives, the Planning Department considered whether there was a feasible alternative that would substantially reduce or eliminate the proposed Area Plan’s potentially significant and unavoidable transportation impacts to Project Area intersections: Ocean Avenue/Geneva Avenue/Phelan Avenue and Geneva Avenue/I-280 Ramps. In reviewing this issue, the Department determined that an alternative with no proposed transportation improvements might reduce or eliminate significant transportation impacts.

### **A. NO PROJECT ALTERNATIVE**

#### **Description**

CEQA requires that a “No Project Alternative” be evaluated in an EIR. By describing and analyzing the No Project Alternative, decision-makers are able to compare the impacts of the project against impacts that might occur without implementation of the project. According to Section 15126.6(e)(3)(A) of the CEQA Guidelines, “when the project is the revision of an existing land use or regulatory plan, policy of or ongoing operation, the ‘no project’ alternative will be the continuation of the existing, plan, policy, or operation into the future. Typically, this is a situation where other projects initiated under the existing plan/conditions will continue. Thus, the projected impacts of the proposed Area Plan would be compared to the impacts that would occur under existing conditions. Specifically, the EIR analysis would compare the Project Area remaining in its existing state against environmental effects which would occur if the

proposed Area Plan were approved. If disapproval of the Area Plan under consideration would result in predictable actions by others, such as the proposal of some other plan, this ‘no project’ consequence should be discussed.”

The No Project Alternative assumes that the Planning Department would not adopt and implement the proposed Area Plan, and no changes proposed under the Plan would be made in the Project Area. Existing development would remain in the Project Area and the existing underused parcels would be expected to be developed over a longer time frame. The Kragen Auto Parts Site would retain the existing one-story building and parking lot, and the Muni bus turnaround would continue to operate in its existing location on the Phelan Loop Site for the foreseeable future. Overall, this alternative reflects existing physical conditions of the Project Area that are already described in Chapter III, Project Description, pp. 77-80, and in Section IV.A, Land Use, Plans, and Policies, pp. 111-115. Some development would continue to take place within the Project Area under existing conditions by 2025. In addition, development would continue in other parts of San Francisco, indirectly contributing to changes in the Project Area.

## **IMPACTS**

### **Land Use, Plans, and Policies**

Under the No Project Alternative, existing land use conditions would not change and the existing pattern of mixed-use, moderate- to low-density development would likely continue in the future. Some residential and commercial development would be expected to occur in the Project Area, but at a lower scale and density than encouraged under the proposed Area Plan and over a longer time frame. Any specific detail about the characteristics of future development under the No Project Alternative would be speculative. The mixed-use development proposed for the Phelan Loop Site under the Area Plan would likely not occur under the No Project Alternative. This is because the City-owned Phelan Loop Site is currently used as a Muni bus yard and without the transportation/infrastructure improvements envisioned under the Area Plan, there would be no encouragement to relocate the existing on-site bus facility and redevelop this site with a mix of residential and commercial uses. The Kragen Auto Parts Site could potentially be developed with a mix of residential and commercial uses (including a food market) under the No Project Alternative, as with the Area Plan. This is because the Kragen Auto Parts Site is privately owned and is currently zoned NC-2, which allows the development of residential and commercial uses similar to the proposed NC-T rezoning. In addition, a specific proposal was filed with the Planning Department in February 2006 to develop a mixed-use project on the Kragen Auto Parts Site; thus, this project is likely to be developed at this site whether or not the Area Plan is adopted. Unlike with the Area Plan, no new open space improvements such as those



recommended for Balboa Park would occur and no new open spaces would be provided in the Project Area under this alternative.

Existing zoning regulations would remain in place in the Project Area under this alternative and development would occur as allowed by current zoning regulations. Under existing zoning, the Project Area could be developed in the future with a combination of residential, neighborhood-serving commercial, institutional, and recreational uses allowable as principal and/or conditional uses in the NC-1 (Neighborhood Commercial Cluster District), NC-2 (Small-Scale Neighborhood Commercial), P (Public), RM-1 (Residential, Mixed-Low Density), RH-1 (Residential, House-One Family), and RH-2 (Residential, House-Two Family) zoning districts. The existing height and bulk districts in the Project Area are a mix of 40-X, 65-A, 105-E, 160-E, and OS (Open Space) and these would remain in place under the No Project Alternative.

The new NC-T (Neighborhood Commercial Transit) zoning district, encouraging transit-oriented development, would not be introduced in the Ocean Avenue Neighborhood Commercial District and portions of the Transit Station Neighborhood subarea of the Project Area. Existing development in the Ocean Avenue Neighborhood Commercial District subarea west of Plymouth Avenue and on the east side of San Jose Avenue between Geneva and Ocean Avenues could be expanded under current zoning regulations with the No Project Alternative. However, height limits would generally be more restrictive under existing conditions for the Ocean Avenue Neighborhood Commercial District area west of Plymouth Avenue, as well as for the parcels on the east side of San Jose Avenue between Geneva Avenue and the north side of Ocean Avenue. The existing zoning, in combination with the lower 40-foot height limits, would thus not encourage transit-oriented development in these areas as anticipated with the proposed NC-T rezoning and the height limit changes of the Area Plan.

Under the No Project Alternative, some intensification of uses could occur on certain sites if taller buildings were constructed on vacant or under-developed lots in the Project Area under existing height and bulk controls. For example, certain lots on the north side of Ocean Avenue between Phelan and Plymouth Avenues currently occupied by 15- to 20-foot-tall buildings could be developed with 65-foot-tall buildings, because there would be no reduction of height limits (from 65 to 55 feet) with this alternative, unlike with the proposed Area Plan. The Upper Yard parcel is currently occupied by a large one-story Muni light rail storage and maintenance facility. Although under the existing height limits, a 105-foot-tall building could potentially be developed in the northern portion of the Upper Yard parcel in the future, such a development would be unlikely given the restrictive P zoning designation applicable to this parcel. The 40-foot-tall landmark building, the Geneva Office Building and Powerhouse, is currently in a 105-E height and bulk district; under the No Project Alternative, the 105-foot height limit would remain and could potentially encourage future additions to the existing landmark building at this site. In

contrast, under the Area Plan, the proposed reduction in height limit (from 105 to 40 feet) for this site would help preserve the existing 40-foot-tall landmark building.

### **Population, Housing, and Employment**

Population and housing growth would occur in the Project Area under the No Project Alternative; however, growth would occur more slowly than with development under the proposed Area Plan. Under this alternative, Project Area population is expected to increase by approximately 60 new residents, and approximately 27 new residential units are expected to be added to the Project Area between 2000-2025.<sup>1</sup> Therefore, approximately 4,035 fewer new residents and 1,752 fewer new residential units would be added to the Project Area under this alternative than with the proposed Area Plan. In addition, there would be less emphasis on construction of transit-oriented residential development located in close proximity to transit, public amenities, and neighborhood-serving uses under the No Project Alternative. In contrast, the proposed Area Plan emphasizes a variety of transit-oriented development features that would help improve citywide jobs/housing balance. The No Project Alternative would not provide the 80 affordable housing units proposed at the Phelan Loop Site under the Area Plan; therefore, it would not help address housing needs for households of all income levels, sizes, and needs in the City. As with the proposed Area Plan, the Kragen Auto Parts Site could be developed with 175 housing units (including market-rate and affordable units) under the No Project Alternative.

Unlike with the proposed Area Plan, the No Project Alternative would not provide the 15,000 sq. ft of other neighborhood-serving retail uses proposed at the Phelan Loop Site. Providing a wider range of neighborhood-serving commercial uses in the Project Area, particularly along the Ocean Avenue commercial corridor, was one of the main objectives of the Project Area residents, with respect to the Area Plan (see Chapter III, Project Description, p. 76). As with the proposed Area Plan, the Kragen Auto Parts Site could be developed with the 30,000-square-foot (sq. ft.) food market and 5,000 sq. ft of other neighborhood-serving retail uses under the No Project Alternative.

Under the No Project Alternative, employment growth would occur more slowly than with development under the proposed Area Plan. A net increase of about 238 jobs is expected by 2025 in the Project Area under Plan conditions, but the extent of job growth under the No Project Alternative cannot be reliably assessed without identification of the amount of development and sites to be developed. Overall, as with the proposed Area Plan, socioeconomic impacts under the No Project Alternative would be less than significant.

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<sup>1</sup> See San Francisco Planning Department's Balboa Growth Data Summary spreadsheet, provided to Mundie & Associates in September, 2005. Baseline project Area population and household estimates are based on the Planning Department's *Land Use Allocation (LUA) 2002*.

## Transportation

As development occurs in the Project Area, congestion would increase over time with or without the proposed Area Plan. The No Project Alternative would not provide the transportation improvements, including the street network changes and transit facility changes, called for in the Area Plan. This alternative would also not include all of the mixed-use and residential development envisioned in the proposed Area Plan by 2025. The No Project Alternative would result in fewer intersections operating at unacceptable levels of service (LOS) in 2025 than under the proposed Area Plan due to the lower density of development likely to occur, and the maintenance of current street network and transit facility operations in the Project Area.

Unlike the No Project Alternative, implementation of the proposed transportation changes under the Area Plan would cause the Ocean Avenue/Geneva Avenue/Phelan Avenue, and Geneva Avenue/I-280 NB and SB Ramps to operate at unacceptable conditions in 2025 with no feasible mitigation measures available to minimize these impacts. The Ocean Avenue/Junipero Serra Avenue intersection would operate at LOS E with the No Project Alternative and worsen to LOS F conditions under the Area Plan in 2025. The Ocean Avenue/I-280 NB On-Ramp intersection would operate at LOS D with the No Project Alternative and worsen to LOS F conditions under the Area Plan in 2025. However, the Ocean Avenue/San Jose Avenue intersection would operate at LOS F conditions in 2025 with the No Project Alternative as well as under the Area Plan. Delays at the Geneva Avenue/Aleman Boulevard intersection would also worsen to LOS D with the No Project Alternative, the same as would occur with the Area Plan. Overall, as development occurs over time in and near the Project Area under the No Project Alternative, congestion and delays would continue to worsen at these intersections, which would affect transit operations at these intersections.<sup>2</sup>

Brighton, Lee, and Harold Avenues, which currently terminate at Ocean Avenue, would not be extended north across Ocean Avenue up to the southern edge of the Balboa Reservoir parcel as proposed under the Area Plan, with the No Project Alternative. Therefore, with this alternative, there would be no extension of streets to serve mixed-use development on the Kragen Auto Parts and Phelan Loop Sites north of Ocean Avenue. The No Project Alternative would retain the existing residential and commercial parking requirements, which would continue to require minimum off-street parking standards for new development. Under the No Project Alternative and the proposed Area Plan, all primary commute transit lines in 2025 would operate within their capacity service standard, except for the K-Ingleside Metro line. Muni's capacity standard would continue to be exceeded on the K-Ingleside line under the No Project Alternative and the proposed Area Plan in 2025. With the Area Plan, however, operating conditions on the K-

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<sup>2</sup> Korve Engineering, *Balboa Park Station Area Plan Transportation Study - Final Report*, December 19, 2006, pp. 57-59, Table 29 and pp. 71-73 and Table 36.

Ingleside would worsen and further exceed Muni's operating capacity standard on the K-Ingleside.

### **Noise**

The less-than-significant noise increases that would result from Plan-generated traffic would be smaller with the No Project Alternative. Without construction of the proposed freeway deck,<sup>3</sup> existing freeway noise would remain the same as it is now. Without implementation of the proposed Area Plan, Project Area vibration effects would remain the same as they are now.

### **Air Quality**

The less-than-significant increases in CO levels that would result from Plan-generated traffic would be smaller with the No Project Alternative. Without implementation of the proposed Area Plan, pollutant emission and odor sources in the Project Area would remain the same as they are now. Greenhouse gas emissions would also remain as they are now; although the uses in the Project Area are higher density and encourage more non-automobile travel than occurs in other parts of the Bay Area region, the emissions-reducing features of the Area Plan would not occur at the same level as with the proposed project.

### **Shadow**

The potential for shading public and publicly accessible open space would exist under the No Project Alternative, as new development could also occur without the proposed Area Plan. The proposed Area Plan, however, includes increases to existing height limits that would increase the potential for shading public and publicly accessible open space. As with the proposed Area Plan, potentially significant shadow impacts would not be expected on Recreation and Park Department properties or other protected open spaces, under the No Project Alternative. This is because compliance with Section 295 and CEQA would ensure that development proposals under this alternative do not adversely affect or interfere with the active use or enjoyment of existing or proposed open spaces under the jurisdiction of the Recreation and Park Department as well as other protected open spaces. As with the proposed Area Plan, new publicly accessible open space (not subject to Section 295), provided in conjunction with development under existing controls, would have ample access to direct and reflected sunlight for urban parks. In addition, imposition of improvement measure SM-1, which requires that buildings over 40 feet be shaped to reduce their shadow impact on public plazas, would minimize shadow on these publicly accessible open spaces, as with the proposed Area Plan.

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<sup>3</sup> The Area Plan includes the construction of the freeway deck over the I-280 freeway between Geneva and Ocean Avenues by 2025 (Tier 2 development). However, the development program for buildings and public open space above the new freeway deck is anticipated to occur beyond 2025.

### **Wastewater**

The less-than-significant water quality impacts that would result from the proposed Area Plan would be smaller with the No Project Alternative, because population and housing growth would occur more slowly in the Project Area independent of implementation of the Plan.

In addition, project-level water quality analysis would be required for development proposals under this alternative, depending on the nature and timing of the development, and they would also be reviewed to ensure consistency with existing water quality regulations protecting Bay and Ocean water quality.

### **Historic Architectural Resources and Archaeology**

The No Project Alternative would differ from the proposed Area Plan in that less intense development would likely occur in the Project Area under this alternative, thereby reducing the potential for demolition or inappropriate alteration of contributors to the potential Ocean Avenue Historic District. Unlike with the proposed Area Plan, the existing height and bulk limit for the site of the Geneva Office Building and Powerhouse under the No Project Alternative would remain at 105-E, which could potentially allow development of a taller, up to 105-foot-tall, building to replace the existing 40-foot-tall landmark building, or allow alterations or additions to the existing site or building that are out of scale and character with the landmark. Reducing the maximum allowable height of the Geneva Office Building site to 40 feet would reduce development pressures on the site and the likelihood of demolition or inappropriate alteration.

The proposed Area Plan could also encourage demolition of contributors to the potential historic district along Ocean Avenue, new development within that potential historic district, and demolition of ten potential individually significant historical resources. The No Project Alternative would reduce the likelihood of these impacts to potential historic resources somewhat, but would not eliminate the potential impacts to less-than-significant levels.

Under the No Project Alternative, less pressure for redevelopment of existing uses would likely result in less construction activity in general, including less subsurface disturbance for foundation work. Therefore, this alternative would present less opportunity for disturbance of potentially significant subsurface archaeological resources. As with the proposed Area Plan, individual development proposals under the No Project Alternative would be subject to existing regulations and review. In addition, as with the proposed Area Plan, implementation of mitigation measures at the approval phase of individual development proposals would reduce any identified impacts to historic architectural resources and archaeological resources under this alternative to less-than-significant levels.

Overall, the No Project Alternative is likely to result in fewer potentially significant impacts to historical and archaeological resources in the Project Area than the proposed Area Plan, because of the reduced development associated with this alternative. However, unlike with the proposed Area Plan, this alternative could result in potentially significant impacts on the historic Geneva Office Building and Powerhouse.

### **Growth Inducement**

The No Project Alternative would result in approximately 1,753 fewer new residential units than under the proposed Area Plan.<sup>4</sup> Under the No Project Alternative, employment growth would occur more slowly than under the Area Plan. However, the extent of employment growth under the No Project Alternative cannot be reliably assessed without the identification of the amount of development and sites to be developed. With the No Project Alternative, the residential and neighborhood-serving commercial growth anticipated to occur in the Project Area under the Area Plan would not occur. However, this growth could occur in other areas of San Francisco, if the demand for such growth exists elsewhere in the City.

The growth inducement impacts under the No Project Alternative would be less than significant, as with the proposed Area Plan.

### **Cumulative**

By 2025, continued growth in the Project Area vicinity would contribute to significant cumulative transportation impacts, but would contribute to less-than-significant cumulative air emissions and noise effects from future traffic growth. With the No Project Alternative, delays at the Ocean Avenue/Junipero Serra Boulevard (LOS E) and the Ocean Avenue/San Jose Avenue (LOS F) intersections would result in significant impacts on intersection operations (refer to Table 11 in Section IV.C, Transportation, p. 181). In comparison, implementation of the proposed Area Plan would worsen operating conditions at these two intersections, and result in unacceptable delays (LOS F) at three additional intersections: Ocean Avenue/Geneva Avenue/Phelan Avenue, Ocean Avenue/I-280 Northbound On-Ramp, and the Geneva Avenue/I-280 Southbound and Northbound Ramps. Under the No Project Alternative, these three intersections would operate at acceptable LOS D or better. No other significant cumulative impacts identified for the proposed Area Plan and its specific development projects – the Phelan Loop Site and Kragen Auto Parts Site developments – would occur if the No Project Alternative were implemented.

As noted above, some residential and commercial development may be expected to occur in the Project Area under the No Project Alternative. In addition, some of the uses proposed in the

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<sup>4</sup> As noted in Table 4 in Section IV.B, Population, Housing, and Employment, p. 151, approximately 27 new residential units would be expected to be developed in the Project Area by 2025 without the implementation of the proposed Area Plan.

Project Area under the proposed Area Plan might be constructed elsewhere in San Francisco, including residential or neighborhood-serving commercial uses, if the demand for these uses exists elsewhere in the City. Development of residential and commercial uses in the Project Area (without implementation of the Area Plan), as well as in other areas of the City could result in project-level or cumulative impacts at other locations. The nature and extent of any potential impacts at other locations cannot be reliably assessed without the identification of the amount of development and sites to be developed.

## **B. ALTERNATIVE WITH NO TRANSPORTATION IMPROVEMENTS**

### **DESCRIPTION**

The No Transportation Improvements Alternative focuses on reducing the significant transportation impacts that would occur with implementation of transportation changes and improvements in the proposed Area Plan. This alternative would eliminate the following transportation improvements that are proposed in the Area Plan:

- Transit-only lanes along San Jose Avenue between Ocean Avenue and the Muni terminal facility, if the reconfiguration of the Muni Metro yard was not conducted.
- Reconfigured terminal yard for the Muni Metro J-Church and K-Ingleside lines.
- Reconfigured Ocean/Phelan/Geneva intersection to channelize the turns in between the streets and to improve pedestrian conditions.
- Bicycle lanes on Ocean Avenue between San Jose Avenue and Harold Avenue and on Phelan Avenue between Judson Avenue and Ocean Avenue.
- Bicycle lanes on Phelan Avenue by removing one travel lane in each direction.
- Reconfigured Interstate I-280 on- and off-ramps to a single-point urban interchange.
- Minor improvements to the pedestrian and roadway networks as described in Chapter III, Project Description.

This alternative would include all of the land use elements of the Area Plan, including the mixed-use and residential development envisioned in the proposed Area Plan by 2025. It would also include all of the Planning Code changes for the Project Area related to zoning districts, and height and bulk controls; proposed land use controls; urban design and architectural standards/guidelines; as well as the open space improvements proposed in the Area Plan.

## IMPACTS

### Land Use, Plans, and Policies

Under the No Transportation Improvements Alternative, the same scale and density of residential and neighborhood-serving commercial development would be expected to occur in the Project Area as with the proposed Area Plan. The rezoning and height and bulk limits reclassification proposed under Area Plan would remain with this alternative, and development would be expected to occur in the Project Area as allowed by these proposed new zoning regulations under the Area Plan. As with the proposed Area Plan, the new NC-T zoning district would be introduced in the Ocean Avenue Neighborhood Commercial District and portions of the Transit Station Neighborhood subarea. This new NC-T zoning, in combination with the proposed height and bulk limit changes, land use policies, and urban design and architectural standards/guidelines, would be expected to encourage a mix of development in the Project Area, as with the proposed Area Plan. As with the proposed Area Plan, the decrease in height limit (from 105 to 40 feet) for the site of the existing Geneva Office Building and Powerhouse would discourage development of a taller building to replace the existing 40-foot-tall landmark building on this site, as well as discourage alterations/additions to this existing landmark building. This alternative would include the mixed-use development projects on the Phelan Loop and Kragen Auto Parts Sites, as with the proposed Area Plan. This alternative would also include all the open space improvements for Balboa Park, and six new open spaces would be provided in the Project Area, as recommended in the proposed Area Plan. (See Figure 7, p. 90.)

None of the street network changes and transit facility improvements anticipated for the Project Area under the proposed Area Plan would be implemented under this alternative, which means the overall operation of the Project Area's multi-modal transit system would not be improved and no traffic-calming strategies would be implemented for the Project Area. The proposed transit-oriented land uses would not be achieved without the street network and transit facility improvements in place to support these uses under the Area Plan.

### Population, Housing, and Employment

Population and housing growth would occur in the Project Area as with proposed Area Plan; Project Area population is expected to increase by approximately 4,095 new residents and approximately 1,780 new residential units are expected to be added to the Project Area between 2000-2025. This alternative would still provide the 80 affordable housing units that are proposed at the Phelan Loop Site under the Area Plan, as well as 175 market-rate housing units with an inclusionary component at the Kragen Auto Parts Site. As with the proposed Area Plan, a net increase of about 238 jobs is also expected in the Project Area by 2025 with development of this alternative. Since the No Transportation Improvements Alternative would not include the



transportation improvements proposed in the Area Plan, there would likely be less emphasis on transit-oriented features for the Project Area. This could mean that new residential development around the unimproved transportation/transit facilities in the Project Area may not be as attractive to the City's workforce, and would therefore not help improve citywide jobs/housing balance. As with the proposed Area Plan, socioeconomic impacts under the No Transportation Improvements Alternative would be less than significant.

### **Transportation**

Alternative B, the No Transportation Improvements Alternative, would not provide the transportation improvements called for under the proposed Area Plan, including changes to the street network, transit facilities, and bicycle and pedestrian networks. Alternative B would result in transportation impacts related primarily to the proposed land use and development program for the Project Area, as compared to the Area Plan, which would result in transportation impacts related to the combined effects of the land use changes, development program, and transportation changes.

### Intersection Operations

As shown in Table 31, both the proposed Area Plan and Alternative B, the No Transportation Improvements Alternative, would affect operating conditions at all of the study intersections in the weekday p.m. peak hour in 2025.

With both the No Transportation Improvements Alternative and the Area Plan, certain key intersections would operate with unacceptable conditions in 2025. With both Alternative B and the Area Plan, operating conditions at the Ocean Avenue/I-280 NB On-Ramp would degrade from LOS D to LOS F. At the Ocean Avenue/Junipero Serra Boulevard intersection, traffic generated by development under both Alternative B and the Area Plan would worsen already unacceptable operating conditions from LOS E to LOS F.

With Alternative B, the operating conditions in 2025 at the Ocean Avenue/Geneva Avenue/Phelan Avenue intersection would degrade from LOS C to LOS D, compared to the Area Plan which would degrade the LOS at this intersection from LOS C to LOS F. Thus, Alternative B would not result in a significant impact at this intersection, unlike the significant impact identified in the Area Plan. With the Area Plan, the increase in operating delays would be attributable to the intersection reconfiguration resulting in reduced capacity of the approaches for turning movements.

**Table 31: Intersection Level of Service – 2025 No Transportation Improvements Alternative and Proposed Area Plan (Weekday PM Peak Hour)**

| Intersection                    | Level of Service (Delay in sec/veh) |   |                  |
|---------------------------------|-------------------------------------|---|------------------|
|                                 | 2025 without Area Plan              | 2025 No Transportation Improvements Alternative |                  |
|                                 |                                     | 2025 with Area Plan                             |                  |
| Ocean Ave/Junipero Serra Blvd   | <b>E</b> (59.0)                     | <b>F</b> (>80.0)                                | <b>F</b> (>80.0) |
| Ocean Ave/Miramar Ave           | B (18.4)                            | C (27.6)  | C (27.6)         |
| Ocean Ave/Brighton Ave          | C (27.8)                            | D (42.1)  | D (42.1)         |
| Ocean Ave/Lee Ave               | B (12.6)                            | D (43.9)  | D (43.9)         |
| Ocean Ave/Geneva Ave/Phelan Ave | C (32.8)                            | D (53.5)  | <b>F</b> (>80.0) |
| Phelan Ave/Balboa Reservoir Lot | C (30.7)                            | D (39.9)  | D (42.9)         |
| Ocean Ave/I-280 NB On-Ramp      | D (49.7)                            | <b>F</b> (>80.0)                                | <b>F</b> (>80.0) |
| Ocean Ave/San Jose Ave          | <b>F</b> (>80.0)                    | <b>F</b> (>80.0)                                | <b>F</b> (>80.0) |
| Ocean Ave/Alemanly Blvd         | B (18.0)                            | B (18.6)  | C (25.0)         |
| Geneva Ave/I-280 SB Ramps       | C (23.1)                            | C (28.5)  | <b>F</b> (>80.0) |
| Geneva Ave/I-280 NB Ramps       | D (35.4)                            | D (53.2)  |                  |
| Geneva Ave/San Jose Ave         | C (27.9)                            | <b>E</b> (74.5)                                 | D (47.8)         |
| Geneva Ave/Alemanly Blvd        | D (52.9)                            | D (53.8)  | D (37.5)         |

*Note:*

**Bold** is used to highlight unacceptable Levels of Service, LOS E and LOS F.

The I-280 ramps at Geneva Avenue would be consolidated into one single-point interchange in the Year 2025 with the proposed Area Plan.

*Source:* Korve Engineering, 2006.

The Geneva Avenue/I-280 SB and NB Ramps would not be reconstructed into a single-point interchange under Alternative B, and would not provide the infrastructure for a freeway deck and future development above the deck. With Alternative B, operating delays would increase, but the LOS at these ramps would continue to operate at acceptable levels (LOS D or better) in 2025, even with the increase in vehicle trips generated by new development in Alternative B. In comparison, the Geneva Avenue/I-280 SB and NB Ramps would operate at LOS F with the proposed Area Plan.

Alternative B would degrade operating conditions at the Geneva Avenue/San Jose Avenue intersection from LOS C to LOS E, which is unacceptable. Operating conditions would degrade with the No Transportation Improvements Alternative because of the increase in left-turn movements at this intersection without the proposed single-point interchange proposed by the Area Plan. In comparison, the Geneva Avenue/San Jose intersection would operate at LOS D with the proposed Area Plan. The following mitigation measure was developed to address this significant impact of Alternative B.

**Geneva Avenue/San Jose Avenue:** This intersection would worsen to LOS E conditions in the 2025 with the No Transportation Improvements Alternative. In order to improve operating conditions to acceptable levels, five seconds of green time would need to be shifted from the westbound movement to the eastbound left-turn movement in order to accommodate the increased eastbound left-turn volume. With this change, intersection operations would improve to LOS D. Implementation of the proposed mitigation measure would require an assessment by the Municipal Transportation Agency (MTA) of transit and traffic coordination along Ocean Avenue and San Jose Avenue to ensure that the changes would not substantially affect Muni bus operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals. Since it is not certain at this time if these signal timing changes are feasible and acceptable to MTA, the potential for poor future operating conditions at this intersection remains, and therefore would be considered a potentially significant unavoidable impact that may not be mitigated.

#### Freeway Ramp Operating Conditions

As shown in Table 32, with the No Transportation Improvements Alternative, all on-ramps and off-ramps at I-280 in the Project Area would operate at LOS D or better. Under the proposed Area Plan, the reconfigured freeway on-ramps would be expected to operate at LOS D and LOS C. However, at the off-ramps, the proposed lane configurations under the Area Plan would result in queues that could be expected to spill back onto I-280 causing off-ramps to operate at LOS F; no feasible mitigation has been identified at the program level of analysis.

#### Transit Ridership and Operations

Transit ridership impacts for both the proposed Area Plan and No Transportation Improvements Alternative would be similar. BART and the affected Muni lines (J-Church, 26-Valencia, and 49-Van Ness-Mission) that serve the Project Area during the p.m. commute would remain below their respective service standards, except for conditions on the Muni K-Ingleside line. This alternative and the proposed Area Plan would have a significant contribution and adverse impacts on the K-Ingleside line.

This alternative would not reconfigure the Muni yard. The reconfiguration of the Muni yard would have a minor effect on traffic conditions on surrounding streets under the proposed Area Plan. Similarly, if the proposed reconfiguration of the Muni yard is not constructed, the proposed Area Plan calls for establishing a transit-only lane for a section of northbound San Jose Avenue to improve operation of the J-Church line. To accommodate this change, it would be necessary to retime the traffic signal at the Ocean Avenue/San Jose Avenue intersection. None of these changes, minor conflicts, or inconveniences would occur with the No Transportation Improvements Alternative.

**Table 32: Freeway Ramp Levels of Service – No Transportation Improvements Alternative and Proposed Area Plan (Weekday P.M. Peak Hour)**

| On-Ramps                         | Year 2025                     |                      |   |                      |                               |                      |
|----------------------------------|-------------------------------|----------------------|---|----------------------|-------------------------------|----------------------|
|                                  | Year 2025 without Area Plan   |                      | No Transportation Improvement Alternative |                      | Year 2025 With Area Plan      |                      |
|                                  | LOS                           | Density <sup>1</sup> | LOS                                       | Density <sup>1</sup> | LOS                           | Density <sup>1</sup> |
| SB 280 on-ramp from Geneva Ave.  | C                             | 21.2                 | C   | 22.0                 | D                             | 28.1                 |
| NB 280 on-ramp from Ocean Ave.   | B                             | 15.7                 | B   | 17.4                 | C                             | 25.1                 |
| NB 280 on-ramp from Geneva Ave.  | D                             | 28.6                 | D   | 28.6                 | ----                          | ----                 |
| Off-Ramps                        | LOS (app delay <sup>2</sup> ) | RCU <sup>3</sup>     | LOS                                       | RCU <sup>3</sup>     | LOS (app delay <sup>2</sup> ) | RCU <sup>3</sup>     |
| NB 280 off-ramp to Geneva Avenue | C (32.2)                      | 71%                  | D (54.4)                                  | 88%                  | F (>80)                       | >100%                |
| SB 280 off-ramp to Ocean Avenue  | A (0.0)                       | 0%                   | A (0.0)                                   | 0%                   | F (>80)                       | >100%                |
| SB 280 off-ramp to Geneva Avenue | D (35.4)                      | 25%                  | D (45.3)                                  | 30%                  |                               |                      |

*Notes:*

<sup>1</sup> Density is shown in passenger car per mile per lane.

<sup>2</sup> Approach delay is shown in seconds per vehicle.

<sup>3</sup> RCU: Ramp Capacity Utilization calculates how much of the ramp storage space is used by 95<sup>th</sup> percentile queues.

*Source:* Korve Engineering, 2006

Pedestrian Conditions

Unlike the proposed Area Plan, the No Transportation Improvements Alternative would not include plans to enhance pedestrian safety and access at intersections, or to provide better pedestrian connections to transit stations.

With this alternative, there would be no improvement to pedestrian safety and traffic calming. The No Transportation Improvements Alternative would not include construction of corner sidewalk bulbs to improve pedestrian crossing and provide traffic calming at this Ocean/Phelan/Geneva intersection as called for in the proposed Area Plan. The No Transportation Improvements Alternative would not improve pedestrian safety by reconfiguring the Ocean Avenue/Geneva Avenue/Phelan Avenue by eliminating right-turn pockets for southbound and westbound traffic that create conflicts between pedestrians and traffic.

### Bicycle Conditions

In comparison to the proposed Area Plan, this alternative would not provide improvements to the bicycle network and conditions. The Area Plan includes two bicycle changes within the Project Area:

- Bicycle lanes would be established along Ocean Avenue between San Jose Avenue and Harold Avenue.
- Phelan Avenue would be reconfigured between Judson Avenue and Ocean Avenue to eliminate the center travel lanes and establish bicycle lanes.

As such, the No Transportation Improvements Alternative would not contribute to the City's current bicycle network and would not provide key connections to CCSF and transit nodes in the Project Area.

### Conclusion

Overall, Alternative B, the No Transportation Improvements Alternative, would have fewer impacts on roadways and intersections than the proposed Area Plan. Impacts on transit would be similar for both Alternative B and the Area Plan. This alternative would not provide transit, bicycle, and pedestrian improvements and amenities that would support and enhance the development of a transit-oriented mixed-use neighborhood in the Project Area. With this alternative, the pedestrian environment would remain similar to existing conditions. This alternative would not provide pedestrian access and streetscape improvements that would help rejuvenate the Ocean Avenue Neighborhood Commercial District, and encourage increased walking and use of transit.

Alternative B would not include long-range plans for reconfiguration of the I-280 on- and off-ramps into a single-point interchange as called for in the Area Plan. This interchange would provide the infrastructure for construction of a deck over the freeway by 2025 under the proposed Area Plan. The No Transportation Improvements Alternative would not include a deck above I-280 that would help reconnect neighborhoods separated by the freeway. Under this alternative, the freeway structure would continue to separate the Project Area neighborhoods, generate traffic-related noise, and contribute to a disjointed street, pedestrian and bicycle network. Plans would not be implemented to improve the overall noise environment, and create a more cohesive and safe pedestrian and bicycle network. Since the freeway deck would not be constructed in Alternative B, future construction (beyond 2025) on the deck of a mixed-use residential project, new intermodal terminal, and public open space would not occur.

The No Transportation Improvements Alternative would not support objectives of the Better Neighborhoods Program to create a transit-oriented Balboa Park neighborhood that encourage

alternative modes of travel through land use patterns, urban design, and physical streetscape features that promote transit, pedestrian, and bicycle use.

### **Noise**

As indicated in Table 17, in Section IV.D, Noise, p. 225, future (2025) baseline traffic increases along roadways within the Project Area would increase existing noise levels, but incremental increases are expected to be less than significant (1 dBA or less). Traffic increases associated with the No Transportation Improvements Alternative-related growth would increase future (2025) baseline noise levels along roadways within the Project Area vicinity; however, without the circulation changes and transit improvements proposed in the proposed Area Plan, these increases also are expected to be less than significant (1 dBA or less, as indicated in Table 17). When compared to existing (2006) noise levels, future (2025) noise levels (with this alternative) along roadways within the Project Area would increase slightly, but such increases would not be perceptible and therefore less than significant (less than 3 dBA, as indicated in Table 17).

### **Air Quality**

As indicated in Table 22 in Section IV.E, Air Quality, on p. 264, future (2025) CO levels will decrease from existing CO levels along roadways and at intersections in the Project Area. This decrease is attributable to lower emission rates due to attrition of older, high polluting vehicles, improvements in the overall automobile fleet, and improved fuel mixtures. When future traffic increases related to Alternative B are added to future 2025 Baseline traffic, CO levels would increase by less than 1 ppm along roadways and at intersections in the Project Area, and these increases would be less than significant. Future CO levels would remain well below the state and federal one-hour and eight-hour standards for CO. This alternative would result in increases in residential density and mixed-use development similar to those expected to occur with the Area Plan. Although transit facility improvements would not occur, the Project Area has substantial amounts of transit available, especially when compared with the same population and employment in other parts of the Bay Area region. Therefore, the alternative would help reduce GHG emissions in ways that are similar to the proposed project, and would not result in significant impacts on air quality.

### **Shadow**

The potential for shading Balboa Park under the No Proposed Transportation Improvements Alternative would be the same as with the proposed Area Plan. As with the Area Plan, the proposed Phelan Loop plaza may be acquired by the Recreation and Park Department. No potentially significant shadow impacts on Recreation and Park Department properties and other public open spaces would be expected under this alternative, because compliance with Section

295 and CEQA would ensure that development proposals with this alternative do not adversely affect the active use and enjoyment of existing or proposed open spaces under the jurisdiction of the Recreation and Park Department as well as other public open spaces. As with the proposed Area Plan, new publicly accessible open space (not subject to Section 295), provided in conjunction with development under this alternative, would have ample access to direct and reflected sunlight for urban parks. In addition, imposition of improvement measure SM-1, which requires that buildings over 40 feet be shaped to reduce their shadow impact on public plazas, would minimize shadow on these open spaces, as with the proposed Area Plan.

### **Hydrology and Water Quality**

Since the No Transportation Improvements Alternative would include all the population and housing growth anticipated under the proposed Area Plan, future conditions related to wastewater would be the same as with implementation of the Area Plan. Water quality impacts associated with changes in combined sewer overflow discharges to the Bay would be less than significant for development proposed under the Area Plan; therefore, less-than-significant impacts are also expected for development under the No Transportation Improvements Alternative. As with the proposed Area Plan, further project-level water quality analysis may be required for subsequent development proposals under this alternative, depending on the nature and timing of the development, and more site-specific mitigation measures applicable to individual development proposals may be required. As with the Area Plan, individual development proposals under this alternative would also be reviewed to ensure consistency with existing water quality regulations protecting Bay and Ocean water quality.

### **Historic Architectural Resources and Archaeology**

Under the No Transportation Improvements Alternative, the same amount of development would be expected to occur in the Project Area as under the proposed Area Plan. Therefore, the potential for disruption of existing historical architectural resources would be the same as with the proposed Area Plan. As with the proposed Area Plan, the No Transportation Improvements Alternative could encourage demolition of contributors to the potential Ocean Avenue historic district, new development within that potential historic district, and demolition of ten potential individually significant historical resources. It is not yet known which, if any, of these buildings would be demolished in the future.

The potential for disturbance of significant subsurface archaeological resources is expected to be somewhat less under the No Transportation Improvements Alternative, to the extent that less soils-disturbing activity would occur under this alternative. As with the proposed Area Plan, however, individual development proposals under the No Transportation Improvements Alternative would be subject to existing regulations and review related to potentially significant

subsurface archaeological resources. In addition, implementation of mitigation measures at the approval phase of individual development proposals would be expected to reduce identified impacts to archaeological resources under this alternative to less-than-significant levels.

### **Growth Inducement**

The No Transportation Improvements Alternative would result in development of the same number of residential units (1780 units) in the Project Area as under the proposed Area Plan. As with the proposed Area Plan, a net increase of about 238 jobs is also expected in the Project Area by 2025, with development of this alternative. Since the No Transportation Improvements Alternative would not include the transportation improvements proposed in the Area Plan, it is likely that there would be less emphasis on developing transit-oriented features in the Project Area. This could mean that new residential development around the unimproved transportation facilities in the Project Area may not be as attractive to the City's workforce, and would therefore induce less cumulative growth in the Project Area than under the Area Plan.

The growth inducement impacts under the No Transportation Improvements Alternative would be less than significant, as with the proposed Area Plan.

### **Cumulative**

A separate discussion of cumulative transportation impacts is not provided because this analysis is already included in the future 2025 Baseline scenario that is used as the basis for analyzing the proposed Area Plan's impacts at full buildout in 2025. The San Francisco County Transportation Authority (SFCTA) countywide travel demand forecasting model was used to develop the travel forecasts for future 2025 Baseline conditions for the traffic and transit analysis. The model takes into account the anticipated development expected in the vicinity of the proposed project, plus the expected growth in housing and employment for San Francisco and the region.

### **CONCLUSION**

Based on the analysis presented in this section, the following general conclusions can be made regarding the impacts of the alternatives.

The No Project Alternative would avoid impacts on roadways, intersections, and transit operations that are associated with implementation of the Area Plan. In addition, there would be no potentially significant and unavoidable impacts on historical resources in the Project Area with the No Project Alternative, unlike under the Area Plan. However, the No Project Alternative would not meet most of the Planning Department and neighborhood's objectives for the Project Area; nor the project-specific objectives for the Phelan Loop and Kragen Auto Parts Sites. Some development would occur in the Project Area with this alternative, but at a lower scale and



density than encouraged under the proposed Area Plan. This alternative would not provide the transit, bicycle, and pedestrian improvements and amenities that could support and enhance the development of a transit-oriented mixed-use neighborhood in the Project Area. This alternative would not help rejuvenate the Ocean Avenue Neighborhood Commercial District.

Alternative B, the No Transportation Improvements Alternative, would have fewer impacts on roadways, intersections, and transit operations than the proposed Area Plan. Potentially significant impacts on historical resources with Alternative B would be the same as with implementation of the Area Plan. Under Alternative B, the same scale and density of residential and neighborhood-serving commercial development would be expected to occur in the Project Area as with the proposed Area Plan. However, this alternative would not support objectives of the Better Neighborhoods program to create neighborhoods, including Balboa Park, which encourage alternative modes of travel through land use patterns, urban design, and physical streetscape features that promote transit, pedestrian, and bicycle use. This alternative would not help rejuvenate the Ocean Avenue Neighborhood Commercial District.

As required by CEQA (Guidelines, Section 15126.6(e)(2)), the “environmentally superior” alternative must be identified from among the alternatives to the project. Based on the analysis in this chapter, the No Transportation Improvements Alternative is considered the “environmentally superior” alternative, because it would result in the least significant unavoidable impacts while not eliminating impacts to less-than-significant levels.

This conclusion is based on a comparison of environmental effects only, and does not consider other factors such as compatibility with project objectives or economic feasibility. Those factors will be considered by the Planning Commission and the Board of Supervisors during their consideration of the proposed Area Plan.

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VIII. Draft EIR Distribution List

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24 Ashton Avenue  
San Francisco, CA 94112

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San Francisco, CA 94122

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131 Stewart Street, Ste. 205  
San Francisco, CA 94105

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Port of San Francisco  
Ferry Building, Suite 3100  
San Francisco, CA 94111

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23 Granada  
San Francisco, CA 94112

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San Francisco, CA 94112

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San Francisco, CA 94115

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VIII. Draft EIR Distribution List

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San Francisco, CA 94103

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VIII. Draft EIR Distribution List

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VIII. Draft EIR Distribution List

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San Francisco, CA 94112

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VIII. Draft EIR Distribution List

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VIII. Draft EIR Distribution List

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A & N Market  
1521 Ocean Avenue  
San Francisco, CA 94112

Winton Seafood Restaurant  
1540 Ocean Avenue  
San Francisco, CA 94112

Mary Anne Nails & Hair "R"us  
1549 Ocean Avenue  
San Francisco, CA 94112

Lili Knits  
1556 Ocean Avenue  
San Francisco, CA 94112

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1515 Ocean Avenue  
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1533 Ocean Avenue  
San Francisco, CA 94112

Happy Bakery  
1548 Ocean Avenue  
San Francisco, CA 94112

Thorne Hats  
1552 Ocean Avenue  
San Francisco, CA 94112

Homerun Liquors  
1559 Ocean Avenue  
San Francisco, CA 94112

Knight Roy  
80 Southwood Dr.  
San Francisco, CA 94112

Sam Ho Chung  
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San Francisco, CA 94112

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San Francisco, CA 94112

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San Francisco, CA 94114

VIII. Draft EIR Distribution List

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San Francisco, CA 94112

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1015 Ocean Avenue  
San Francisco, CA 94112

CC Laundry  
1025 Ocean Avenue  
San Francisco, CA 94112  
Wheel Works  
1150 A Ocean Avenue  
San Francisco, CA 94112

Sunset Garage, Inc.  
1298 Ocean Avenue  
San Francisco, CA 94112

Shum's Auto Clinic  
1301 Plymouth Avenue  
San Francisco, CA 94112

Auto 280  
1315 Ocean Avenue  
San Francisco, CA 94112

Las Playas Taqueria  
1338 Ocean Avenue  
San Francisco, CA 94112

J & W HiTech Communications  
1410 Ocean Avenue  
San Francisco, CA 94112

Big C Video  
1418 Ocean Avenue  
San Francisco, CA 94112

Ocean Avenue 76  
1490 Ocean Avenue  
San Francisco, CA 94112

May Flower  
1422 Ocean Avenue  
San Francisco, CA 94112

Ann Melamed  
35 Valdez Avenue  
San Francisco, CA 94112

Ocean Avenue Veterinary Hospital  
1001 Ocean Avenue  
San Francisco, CA 94112

Bay Circle Graphics & Printing  
1019 Ocean Avenue  
San Francisco, CA 94112

Beeps Burgers  
1051 Ocean Avenue  
San Francisco, CA 94112  
Kragen's  
1150 Ocean Avenues  
San Francisco, CA 94112

Viking Subs  
1300 Ocean Avenue  
San Francisco, CA 94112

Caffe Melanio  
1314 Ocean Avenue  
San Francisco, CA 94112

Top Nail  
1326 Ocean Avenue  
San Francisco, CA 94112

Tay Huor Market  
1400 Ocean Avenue  
San Francisco, CA 94112

Golden Years Medical Inc.  
1415 Ocean Avenue  
San Francisco, CA 94112

May Flower  
1422 Ocean Avenue  
San Francisco, CA 94112

Cathy Nail Care  
1437 Ocean Avenue  
San Francisco, CA 94112

Big C Video  
1418 Ocean Avenue  
San Francisco, CA 94112

VIII. Draft EIR Distribution List

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1437 Ocean Avenue  
San Francisco, CA 94112

Ocean Avenue 76  
1490 Ocean Avenue  
San Francisco, CA 94112

Clean X Press  
1500 Ocean Avenue  
San Francisco, CA 94112

Copy Edge  
1508 Ocean Avenue  
San Francisco, CA 94112  
Continental Appliance Co.  
1608 Ocean Avenue  
San Francisco, CA 94112

Star Nails  
1615 Ocean Avenue  
San Francisco, CA 94112

Ocean Hair Design  
1619 Ocean Avenue  
San Francisco, CA 94112

Community Design Center  
1705 Ocean Avenue  
San Francisco, CA 94112

Mahogany  
1712 Ocean Avenue  
San Francisco, CA 94112

Ocean Video  
1720 Ocean Avenue  
San Francisco, CA 94112

Block Buster  
1770 Ocean Avenue  
San Francisco, CA 94112

Rite Aid  
1830 Ocean Avenue  
San Francisco, CA 94112

24 Hour Fitness  
1850 Ocean Avenue  
San Francisco, CA 94112

SF MUNI Federal Credit Union  
1431 Ocean Avenue  
San Francisco, CA 94112

Ocean Pizza  
1443 Ocean Avenue  
San Francisco, CA 94112

Psychic  
1495 Ocean Avenue  
San Francisco, CA 94112

Lucky Ocean Donuts  
1501 Ocean Avenue  
San Francisco, CA 94112  
Ocean Avenue Postal Center  
1601 Ocean Avenue  
San Francisco, CA 94112

Wang Wah Restaurant  
1612 Ocean Avenue  
San Francisco, CA 94112

Fruit Barn  
1616 Ocean Avenue  
San Francisco, CA 94112

Java On Ocean  
1700 Ocean Avenue  
San Francisco, CA 94112

Miracle Cleaner  
1710 Ocean Avenue  
San Francisco, CA 94112

Ocean Avenue Garage  
1719 Ocean Avenue  
San Francisco, CA 94112

A1 Café Bakery  
1731 Ocean Avenue  
San Francisco, CA 94112

O.M.I Family Center  
1760 Ocean Avenue  
San Francisco, CA 94112

Chevron  
1799 Ocean Avenue  
San Francisco, CA 94112



VIII. Draft EIR Distribution List

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1901 Ocean Avenue  
San Francisco, CA 94112

Ocean Cyclery  
1915 Ocean Avenue  
San Francisco, CA 94112

Terrificuts  
1920 B Ocean Avenue  
San Francisco, CA 94112

Time for Nails  
1930 Ocean Avenue  
San Francisco, CA 94112  
Pizza Man  
1936 Ocean Avenue  
San Francisco, CA 94112

Ocean Taqueria  
1941 Ocean Avenue  
San Francisco, CA 94112

Nails by Lisa  
1945 Ocean Avenue  
San Francisco, CA 94112

Dry Clean Express  
1973 Ocean Avenue  
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McCall Design Group  
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1831 Ocean Avenue  
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SamPan Restaurant  
1900 Ocean Avenue  
San Francisco, CA 94112

Linda Ocean Nails  
1910 Ocean Avenue  
San Francisco, CA 94112

Franciscan Hobbies  
1920 A Ocean Avenue  
San Francisco, CA 94112  
Eastern Garden Chinese Restaurant  
1923 Ocean Avenue  
San Francisco, CA 94112

El-Mansoura International Market  
1936 Ocean Avenue  
San Francisco, CA 94112

Albert Ish  
Central Upholstering Co.  
1940 Ocean Avenue  
San Francisco, CA 94112

Aster Travel Agency  
1941 Ocean Avenue  
San Francisco, CA 94112

OMI Senior Center  
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542 San Juan Avenue  
San Francisco, CA 94112

Assemblies of God-Community  
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San Francisco, CA 94112

Ministering Life Ministries  
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San Francisco, CA 94112

Discovery Center School  
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San Francisco, CA 94112

Riordan High School  
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Ingleside Senior Center  
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Iglesia Evangelical Church  
1633 Ocean Avenue  
San Francisco, CA 94112

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San Francisco, CA 94112

Centro Evangelistico Hispano  
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San Francisco, CA 94112

Ingleside United Presbyterian Church  
1345 Ocean Avenue  
San Francisco, CA 94112

OMI Excelsior Neighborhood Beacon Center  
241 Oneida Avenue  
San Francisco, CA 94112

Sunnyside Elementary School  
250 Foerster  
San Francisco, CA 94112

Ann Chamberlain  
250 30th Street  
San Francisco, CA 94131

Myles Leyar  
310 Summit  
San Francisco, CA 94112

VIII. Draft EIR Distribution List

Kasey Asberry  
955 Delano Street  
San Francisco, CA 94112

Sham Eherharder  
314 Foot Avenue  
San Francisco, CA 94112

Russell Reagan  
592 Wildwood Way  
San Francisco, CA 94112

Gloria Alcantara  
41 Ina Court  
San Francisco, CA 94112

Rosalpina Pastora  
236 Niagara Avenue  
San Francisco, CA 94112

Michael & Debbie Lombardo  
33 Arago Street  
San Francisco, CA 94112

Myles Logor  
310 Summit Street  
San Francisco, CA 94111

Veronica Sanchez  
223 Tingley Street  
San Francisco, CA 94112

Amanda Turner  
815 A Grafton  
San Francisco, CA 94112

Richard Allman  
109 Gates Street  
San Francisco, CA 94110

Ronald Henry  
Property Albertson's  
1701 Marina Blvd.  
San Leandro, CA 94577

Fred Kauffman  
493 Diamond Street  
San Francisco, CA 94112

Clara Orlando  
1542 Alemany Blvd.  
San Francisco, CA 94112

Gladys Garay  
467 87th Street, #8  
Daly City, CA 94105

Barbara Tocole  
134 Lee  
San Francisco, CA 94112

Bob Atsra  
143 Judson Avenue  
San Francisco, CA 94112

Eric Archer  
Victorian Alliance  
824 Grove Street  
San Francisco, CA 94117

Tamar Cooper  
SF Beautiful  
504 Market St., #709  
San Francisco, CA 94121

Paula Jones  
A-1 Security Services  
1846 San Jose Avenue  
San Francisco, CA 94112

Gary Ng  
Auto 280  
1375 Ocean Avenue  
San Francisco, CA 94112

Brenda Kearney  
Blockbuster Video  
1770 Ocean Avenue  
San Francisco, CA 94112

Edward Campuzano  
Blockbuster Video  
160 Church Street  
San Francisco, CA 94114

VIII. Draft EIR Distribution List

Anthony Jou  
Bahia Café  
1901 Ocean Avenue  
San Francisco, CA 94112

Banks Restaurant  
850 Holloway Avenue  
San Francisco, CA 94112

Melanio Duarte  
Caffe D'Melanio  
1314 Ocean Avenue  
San Francisco, CA 94112

Don Saunders  
Cameron Jones Realty  
2566 Ocean Avenue  
San Francisco, CA 94132

Julie DiGregorio  
9 B Marion Avenue  
Sausalito, CA 94965

David Gonzalez  
Davco Insurance & Financial Services  
354 Jules Street  
San Francisco, CA 94127

Larry Nolan  
Faxon Auto Garage  
545 Faxon Avenue  
San Francisco, CA 94112

George & Anastasia Zotalis  
The Fruit Barn  
1616 Ocean Avenue  
San Francisco, CA 94112

Khahlil Rafidi  
Holloway Market  
150 Holloway Avenue  
San Francisco, CA 94112

Ingleside Police Station  
1 Sgt. John Young Lane  
San Francisco, CA 94112

Annette Hubbard  
California Federal Bank  
2499 Ocean Avenue  
San Francisco, CA 94132

Gary Christopherson  
Christopherson & Sons  
1735 Ocean Avenue  
San Francisco, CA 94127

Beatrice Duncan  
533 Shields Street  
San Francisco, CA 94132

Dennis Kourumalos  
Continental Appliance Company  
1608 Ocean Avenue  
San Francisco, CA 94112

Fred Hussein  
Family Market  
198 Broad Street  
San Francisco, CA 94132

Shannon & Saad  
Fountain Pizza & Restaurant  
300 Plymouth Street  
San Francisco, CA 94112

Kelly Husbands  
Gateway Realty  
201 Granada Avenue  
San Francisco, CA 94112

Johnny Anguiano  
Housing Conservation & Dev Corp  
301 Junipero Serra Blvd., #240  
San Francisco, CA 94127

Hossam Khaddoura  
Java on Ocean Avenue  
1700 Ocean Avenue  
San Francisco, CA 94112

Al Lewis & Associates  
536 Faxon Street  
San Francisco, CA 94112

VIII. Draft EIR Distribution List

J.R. Tablada  
Kragen Auto Supply  
1150 Ocean Avenue  
San Francisco, CA 94112

Edmund Lai  
McDonald's of Ocean Avenue  
1201 Ocean Avenue  
San Francisco, CA 94112

Ron Chu  
Morey Café  
1901 Ocean Avenue  
San Francisco, CA 94127

Tom Chung  
19 Avenue Cleaners  
4099-19th Avenue  
San Francisco, CA 94132

Hamood Algazzali  
New Victoria Market  
308 Randolph Street  
San Francisco, CA 94132

Robert & Marilyn Katzman  
The Old Firehouse  
117 Broad Street  
San Francisco, CA 94112

Susan Castle  
Randy's Place  
1101 Ocean Avenue  
San Francisco, CA 94112

Pete Tannous  
Roxies Food Center  
1901 San Jose Avenue  
San Francisco, CA 94112

George Yazbek  
Sunset Auto Garage  
1298 Ocean Avenue  
San Francisco, CA 94112

Joseph & Gina Elsinetti  
Union 76  
1490 Ocean Avenue  
San Francisco, CA 94122

Stacey Huey  
Miracle Cleaners  
1708 Ocean Avenue  
San Francisco, CA 94112

Elliott Myles  
333 Louisburg  
San Francisco, CA 94112

Wendy Nelder  
Neighborhood Beautification  
501 Stanyan Street  
San Francisco, CA 94118

Sam Kaileh  
Norman's Deli & Liquors  
733 Randolph Street  
San Francisco, CA 94132

Cleaster Terry  
Pretty Girl Hair Salon/Boutique  
4093-19th Avenue  
San Francisco, CA 94132

Paul Robertson  
1410 Ocean Avenue, #21  
San Francisco, CA 94112

Samir Katout  
Sam's Market  
2598 San Jose Avenue  
San Francisco, CA 94112

Michael Yalon  
Taraval Police Station  
2345 24th Avenue  
San Francisco, CA 94132

Marilyn Gazowski  
Voice of Pentecost & Academy  
1970 Ocean Avenue  
San Francisco, CA 94127

David Wu  
1831 Ocean Avenue  
San Francisco, CA 94112

VIII. Draft EIR Distribution List

Earl Edwards  
Walgreens Drugstore  
1630 Ocean Avenue  
San Francisco, CA 94112

Manuel & Maria Torres  
Pico de Gallo Restaurant  
701 Randolph Street  
San Francisco, CA 94132

Dan Davidson  
2375 Ocean Avenue  
San Francisco, CA 94112

Seven Eleven  
2000 Ocean Avenue  
San Francisco, CA 94127

Giovanni F. & Maria Abundo  
80 Keystone Way  
San Francisco, CA 94127

Willie Ambrose, Jr.  
273 Sadowa Street  
San Francisco, CA 94112

Miriam Aquino  
3743 Alemany Blvd.  
San Francisco, CA 94132

Eloise Banks  
486 Ralston Street  
San Francisco, CA 94132

Eva Barnett  
P.O. Box 292  
Daly City, CA 94016

Jewel Mae Bell  
125 Josiah Avenue  
San Francisco, CA 94112

Dock F. Black  
53 Miramar Avenue  
San Francisco, CA 94112

Pinkie L. Bolden  
511 Sargent Street  
San Francisco, CA 94132

Heriverto Rico  
Ocean Taqueria  
1941 Ocean Avenue  
San Francisco, CA 94127

Arthur Muncheryan  
2411 Ocean Avenue, #102  
San Francisco, CA 94127

Joseph Caputo  
HC&M Commercial Properties, Inc.  
1234 Mariposa Street  
San Francisco, CA 94107

Mrs. Beulah F. Adams  
1010 Capitol Avenue  
San Francisco, CA 94112

Inez M. Anderson & Family  
158 Louisburg Street  
San Francisco, CA 94112

Mabel E. Bailey  
339 Vernon Street  
San Francisco, CA 94132

Aaron & Jean Barnes  
375 Vernon Street  
San Francisco, CA 94132

Alvan H. & Corinne Beall, Jr.  
305 Moncada Way  
San Francisco, CA 94127

Odile Berry  
523 Orizaba Avenue  
San Francisco, CA 94132-2817

Timothy M. Blake  
418 Ramsell Street  
San Francisco, CA 94132

Mrs. Eddie S. Booker & Family  
376 Capitol Avenue  
San Francisco, CA 94112-2933

Michael Brown  
53 Minerva Street  
San Francisco, CA 94112

VIII. Draft EIR Distribution List

Joyce R. Brown  
218 Faxon Avenue  
San Francisco, CA 94112

Mamie L. Burgess  
137 Jules Avenue  
San Francisco, CA 94112

Fred & Tillie Butler  
324 Howth Street  
San Francisco, CA 94112

Eleanor Cadosi  
171 Lobos Street  
San Francisco, CA 94112  
Octavia Carter  
194 Ralston Street  
San Francisco, CA 94132

Christopher Choy & Carol Eng  
521 Capitol Avenue  
San Francisco, CA 94112

William D. & Carol J. Clark  
170 Arch Street  
San Francisco, CA 94132

Mr. and Mrs. Tommie E. Collie  
581 Arch Street  
San Francisco, CA 94132

Alma R. Collins  
31 Grafton Avenue  
San Francisco, CA 94112-2325

Rudolph R. Cook  
5 Lunado Way  
San Francisco, CA 94127-2852

C. C. Cox  
621 Lakeview Avenue  
San Francisco, CA 94112

Delores Davis  
708 Shields Street  
San Francisco, CA 94132

Lynn DeSmet  
142 Garfield Street  
San Francisco, CA 94132

Maurice W. Burrell Jr.  
256 Farallones Street  
San Francisco, CA 94112

Gertrude Byrd  
151 Vernon Street  
San Francisco, CA 94132

Douglas Moran & Maria-Elena Camposeco  
137 Majestic Avenue  
San Francisco, CA 94112

Olivet W. Casey  
231 Howth Street  
San Francisco, CA 94112-2415  
Ard Christian  
Box 190621  
San Francisco, CA 94119

Lawrence Clark  
463 Ramsell Street  
San Francisco, CA 94132

Annie & Harry Collins  
369 Louisburg Street  
San Francisco, CA 94112

Etoil A. Cook  
283 Ramsell Street  
San Francisco, CA 94132

Pauline Copes  
159 Monticello Street  
San Francisco, CA 94132

Rosemary Crawford  
377 Capitol Avenue  
San Francisco, CA 94112

Mr. & Mrs. Raymond Davis  
38 Beverly Street  
San Francisco, CA 94132

Alice Lindstrom Davis  
160 Ralston Street  
San Francisco, CA 94132

Blanche Dilworth  
370 Ralston Street  
San Francisco, CA 94132

VIII. Draft EIR Distribution List

Douglas K. Doran  
171 Ralston Street  
San Francisco, CA 94112

Ann L. Dunn  
44 Lunado Way  
San Francisco, CA 94127-2852

Ella Durham  
548 Plymouth Avenue  
San Francisco, CA 94112

Edger Family  
219 Farallones Street  
San Francisco, CA 94112  
John and Kathy Engstrom  
631 Orizaba Avenue  
San Francisco, CA 94132

Mary Frances Everhart  
191 Caine Avenue  
San Francisco, CA 94112

James Fallon  
495 Faxon Avenue  
San Francisco, CA 94112

Hazel Fermon  
34 Beverly Street  
San Francisco, CA 94112

Maude J. Furlough  
479 Orizaba Avenue  
San Francisco, CA 94132

Wilma V. Gardner  
830 Shields Street  
San Francisco, CA 94132-2610

Cornell & Mairee Gatewood  
39 Jules Avenue  
San Francisco, CA 94112

Dorris W. Gibson  
222 Minerva Street  
San Francisco, CA 94112-2913

William C. & Dawn Gordon  
261 Montana Street  
San Francisco, CA 94112

Ruby Draper  
426 Shields Street  
San Francisco, CA 94132

Richard O. Durban  
157 Miramar Avenue  
San Francisco, CA 94112

Doris B. Easley  
267 Minerva Street  
San Francisco, CA 94112-2912

Vera Lee Ellis  
482 Head Street  
San Francisco, CA 94132  
Claude & Zenobia Everhart  
350 Tara Street  
San Francisco, CA 94112-3115

Ron & Carolyn Excell  
226 Ramsell Street  
San Francisco, CA 94132

Ronald Whitten & Eleanor Ferguson  
64 Ralston Street  
San Francisco, CA 94132

Charlie & Jessie Flewellen  
208 Thrift Street  
San Francisco, CA 94112

Lawrence V. Galla  
920 Garfield Street  
San Francisco, CA 94132

Christine Gardner  
171 Bright Street  
San Francisco, CA 94132

Claudie & Jackie George  
354 Faxon Avenue  
San Francisco, CA 94112

Gertha Curtis Gillette  
250 Monticello Street  
San Francisco, CA 94132

Evelyn Gray  
237 Lobos Street  
San Francisco, CA 94112



VIII. Draft EIR Distribution List

Pan Gu  
4045 19th Avenue  
San Francisco, CA 94132

Rosa D. Hammork  
311 Orizaba Avenue  
San Francisco, CA 94132

Lillie M. Hargrove  
111 Monticello Street  
San Francisco, CA 94132

Al, Mary & Julie Harris  
127 Granada Avenue  
San Francisco, CA 94112-2241  
Charles & Hazel Harris  
220 Sagamore Street  
San Francisco, CA 94112-2948

Mrs. Willie Hector  
242 Lobos Street  
San Francisco, CA 94112

Cesar B. & Fannie L. Henry  
173 Broad Street  
San Francisco, CA 94112

Marie Hollins  
131 Sadowa Street  
San Francisco, CA 94112

Lois A. Hoyer  
135 Summit Street  
San Francisco, CA 94112

Beverly Hubbard  
277 Sagamore Street  
San Francisco, CA 94112

Adelia E. Ingram  
774 Lakeview Avenue  
San Francisco, CA 94112

Agnes Jetson  
269 Victoria Street  
San Francisco, CA 94132

Sarah F. Jones  
809 Capitol Avenue  
San Francisco, CA 94112

William D. Gunther Jr.  
1920-A Ocean Avenue  
San Francisco, CA 94132

Spencer & Jessie Hampton  
342 Tara Street  
San Francisco, CA 94132-3115

Ara Jean Harper  
252 Farallones Street  
San Francisco, CA 94112

Mercedes D. Harris  
557 Orizaba Avenue  
San Francisco, CA 94132  
Lillian Harrison  
918 Plymouth Avenue  
San Francisco, CA 94112

Mr. & Mrs. L. J. Henderson  
240 Lobos Street  
San Francisco, CA 94112

Mrs. Beverly J. Henry  
119 Byxbee Street  
San Francisco, CA 94132-2602

Harry & Henrietta Horace  
240 Lobos Street  
San Francisco, CA 94112

Ming X. Huang  
334 Orizaba Avenue  
San Francisco, CA 94132

Roger W. Hurlburt  
558 Bright Street  
San Francisco, CA 94132

Norma L. Jerry  
135 Summit Street  
San Francisco, CA 94112

Barnard & Betty Johnson  
415 Monticello Street  
San Francisco, CA 94132

Zelma L. Jordan  
171 Lee Avenue  
San Francisco, CA 94112

VIII. Draft EIR Distribution List

Mark & Uon Kastl  
24 Ashton Avenue  
San Francisco, CA 94112

Albert & Ida Krause  
74 Farallones Street  
San Francisco, CA 94112

Edith Lawrence  
227 Randolph Street  
San Francisco, CA 94132

Sarah Lester, Librarian  
345 Randolph Street  
San Francisco, CA 94132  
Susie Lucas  
228 Lobos Street  
San Francisco, CA 94112-2911

Mr. and Mrs. R. Lyons  
935 Capitol Avenue  
San Francisco, CA 94112-2209

Missouri Mack  
279 Lobos Street  
San Francisco, CA 94112

Alton & Dorothy Major  
342 Vernon Street  
San Francisco, CA 94132

Grace M. Markham  
255 Farallones Street  
San Francisco, CA 94112

David Marvin  
467 Urbano Drive  
San Francisco, CA 94127

Elnora Maybon  
269 Thrift Street  
San Francisco, CA 94112

Peggy J. McDaniels  
242 Monticello Street  
San Francisco, CA 94132

Samuel Mehr  
28 Josiah Avenue  
San Francisco, CA 94112

Mary R. Keeling  
331 Vernon Street  
San Francisco, CA 94132

Bob & Bette Landis  
1400 Geary Blvd, #2406  
San Francisco, CA 94109

Jim & Alice Lawrie  
138 Beverly Street  
San Francisco, CA 94132

Ruth E. Lewis  
330 Vernon Street  
San Francisco, CA 94132  
Edmond A. Lowe  
39 Faxon Avenue  
San Francisco, CA 94112

Jane Luk  
37 Edgar Place  
San Francisco, CA 94112

Hok Leung Ma  
266 Arch Street  
San Francisco, CA 94132

Juanita L. Maguire  
21 Sargent Street  
San Francisco, CA 94132

Karen Y. Malm  
247 Lobos Street  
San Francisco, CA 94112

Larry Martin and Family  
401 Garfield Street  
San Francisco, CA 94132

Wallace C. Mattie  
174 Vernon Street  
San Francisco, CA 94132

Levell & Martha McClain  
400 San Miguel Street  
San Francisco, CA 94112

Mr. & Mrs. Ted McKeithan  
256 Farallones Street  
San Francisco, CA 94112

VIII. Draft EIR Distribution List

Derek Millard  
308 Shields Street  
San Francisco, CA 94132

Barbara Monie  
1494 Plymouth Avenue  
San Francisco, CA 94112-1260

Tom & Vivian Mullaney  
855 Head Street  
San Francisco, CA 94112

Nora's Market  
454 Capitol Avenue  
San Francisco, CA 94112

Alice O'Connell  
50 Beverly Street  
San Francisco, CA 94132-2601

Roy Overton  
729 Lakeview Avenue  
San Francisco, CA 94112

Cass Petersen, Sr.  
286 Ramsell Street  
San Francisco, CA 94112

Clyde & Hazel Petty  
175 Caine Avenue  
San Francisco, CA 94132

Price Family  
253 Farallones Street  
San Francisco, CA 94112

Rabaino/Beard Family  
534 Head Street  
San Francisco, CA 94132

SGT Joe Reilly  
2345 24th Avenue  
San Francisco, CA 94116

Clarence L. Rhodes  
218 Sagamore Street  
San Francisco, CA 94112

June & Waters Miles  
227 Sargent Street  
San Francisco, CA 94112

Dante P. Misenas  
230 Brighton Avenue  
San Francisco, CA 94112-2320

Richard & Bennie Moore  
143 Orizaba Avenue  
San Francisco, CA 94132

New Providence Baptist Church  
218 Granada Avenue  
San Francisco, CA 94112

Mary Ann O'Brien  
329 Molimo  
San Francisco, CA 94127

Don Odgers  
446 Ralston Street  
San Francisco, CA 94132

Artrena Owens  
222 Vernon Street  
San Francisco, CA 94132

Martha Ann Pettus  
238 Byxbee Street  
San Francisco, CA 94132

G. D. Price  
219 Farallones Street  
San Francisco, CA 94112

Rev. Bruce Reyes-Chow & Robin Pugh  
503 Capitol Avenue  
San Francisco, CA 94112-2949

Espanola P. Reed  
516 Arch Street  
San Francisco, CA 94132

Willie C. & Dorothea Revell  
250 Victoria Street  
San Francisco, CA 94132

VIII. Draft EIR Distribution List

Delores T. Robinson  
355 Serrano Drive #1F  
San Francisco, CA 94132

Diane Rosen  
67 Granada Avenue  
San Francisco, CA 94112

James & Ella Sallier  
401 Ramsell Street  
San Francisco, CA 94132

John & Joyce Sanders  
234 Orizaba Avenue  
San Francisco, CA 94132

Gary Schwantes  
9 Shields Street  
San Francisco, CA 94132

Mildred Scott  
187 Victoria Street  
San Francisco, CA 94132

Bonnie Chung & Brian Sebastian & Bonnie  
Chung  
14 Capitol Avenue  
San Francisco, CA 94112

Rebecca Silverberg  
Excelsior District Improvement Assn.  
154 Lisbon Street  
San Francisco, CA 94112

Helen Simon  
267 Sadowa Street  
San Francisco, CA 94112

Ann & Alvin Smith  
82 Byxbee Street  
San Francisco, CA 94132

Rose E. Snell  
22 Sargent Street  
San Francisco, CA 94132

Martha Sprandel  
128 Caine Avenue  
San Francisco, CA 94112

Annye P. Roberson  
259 Ralston Street  
San Francisco, CA 94132

Katherine Robinson  
239 Farallones Street  
San Francisco, CA 94112

George Saddler  
451 Bright Street  
San Francisco, CA 94132

Joseph P. Sanders  
4 Lee Avenue  
San Francisco, CA 94112

Schneider Family  
125 De Soto Street  
San Francisco, CA 94127

Jacqueline Scott  
244 Sadowa Street  
San Francisco, CA 94112

Harold Scott  
546 Head Street  
San Francisco, CA 94132

Ora Lee Shepard  
99 Farallones Street  
San Francisco, CA 94112-3005

Marion & Lillie Simms  
422 Ralston Street  
San Francisco, CA 94132

Ella Dee Simpson  
167 Caine Avenue  
San Francisco, CA 94112

Albert Smith, Jr.  
482 Head Street  
San Francisco, CA 94112

James N. Speros  
749 Lakeview Avenue  
San Francisco, CA 94112

VIII. Draft EIR Distribution List

Mary L. Stubblefield  
200 Shields Street  
San Francisco, CA 94132

Dorothy Strickland  
836 Shields Street  
San Francisco, CA 94132

Marie Ry Tatman  
209 Broad Street  
San Francisco, CA 94112

Marna Tanaka  
737 Lakeview Avenue  
San Francisco, CA 94112

Temple United Methodist Church  
1111 Junipero Serra Blvd.  
San Francisco, CA 94132

James M. Taylor  
109 Shields Street  
San Francisco, CA 94132

Effie & Kimberly Thomas  
300 Victoria Street  
San Francisco, CA 94132

Kermit M. Thomas  
839 Capitol Avenue  
San Francisco, CA 94112

Lorraine Thompson  
18 Miramar Avenue  
San Francisco, CA 94112

Darcus G. Thomas  
15 Grafton Avenue  
San Francisco, CA 94112-2325

Mrs. Barbara L. Thompson  
209 Sagamore Street  
San Francisco, CA 94112

William & Robin Thompson  
1245 Holloway Avenue  
San Francisco, CA 94132

Chris Tweedie  
24 Sargent Street  
San Francisco, CA 94132

Dave & Eva Toler  
661 Lakeview Avenue  
San Francisco, CA 94112

Albert Veal Jr.  
151 Orizaba Avenue  
San Francisco, CA 94132

Frank Uranich  
257 Minerva Street  
San Francisco, CA 94112

Mattie Wallace  
174 Vernon Street  
San Francisco, CA 94132

David Waldron  
124 Randolph Street  
San Francisco, CA 94112

Gertrude M. Wayne  
22 Beverly Street  
San Francisco, CA 94132

Lovie & Minnie Ward  
221 Farallones Street  
San Francisco, CA 94112

Rosie P. West  
427 Randolph Street  
San Francisco, CA 94132

Maxine Weaver  
75 Thrift Street  
San Francisco, CA 94112

Eleanor White-Ferguson  
64 Ralston Street  
San Francisco, CA 94132

Blanche White  
124 Capitol Avenue  
San Francisco, CA 94112

VIII. Draft EIR Distribution List

Louise Williams  
760 Lakeview Avenue  
San Francisco, CA 94112

Helen C. & Sherman Williams  
250 Bright Street  
San Francisco, CA 94132

Velma A. Wills  
422 Orizaba Avenue  
San Francisco, CA 94132

Margaret Wiltner  
215 Capitol Avenue  
San Francisco, CA 94112-2930

Barclay Yee  
701 Santa Ysabel  
San Francisco, CA 94112

Steven Jin Lee  
Parking and Traffic Commission  
25 Van Ness Avenue  
San Francisco, CA 94102

Congresswoman Nancy Pelosi  
450 Golden Gate Avenue, 14<sup>th</sup> Floor  
San Francisco, CA 94102

Senator Carole Migden  
455 Golden Gate Avenue, Ste. 14300  
San Francisco, CA 94102

John King  
San Francisco Chronicle  
901 Mission Street  
San Francisco, CA 94103

Dee Dee Workman  
San Francisco Beautiful  
41 Sutter Street  
San Francisco, CA 94104

Darin Smith  
EPS  
2501 9th Street  
Berkeley, CA 94710

Ted Wildennadt & Family  
209 Moncado Way  
San Francisco, CA 94127

Myrtle & Zoa Williams  
767 Head Street  
San Francisco, CA 94132

SGT Mike Williams, and TNT  
2345 24th Avenue  
San Francisco, CA 94116

Annie B. Wilridge  
700 Shields Street  
San Francisco, CA 94132

Myrtie Wise  
701 Head Street  
San Francisco, CA 94112

Cesar Azcarrunz  
Parking and Traffic Commission  
25 Van Ness Avenue  
San Francisco, CA 94102

Senator Barbara Boxer  
1700 Montgomery Street, Ste. 240  
San Francisco, CA 94111

Senator Jackie Speier  
400 S. El Camino Real, Ste. 630  
San Mateo, CA 94402

Jose Luis Moscovich  
San Francisco County Transportation Authority  
100 Van Ness Ave., 25th Floor  
San Francisco, CA 94102

Jeffrey Tumlin  
Nelson Nygaard  
275 Roosevelt  
San Francisco, CA 94114

Frank Lau  
780 Delano Avenue  
San Francisco, CA 94112

VIII. Draft EIR Distribution List

Matthew Ridgway  
Fehr and Peers  
332 Pine Street, 4<sup>th</sup> floor  
San Francisco, CA 94104

Allan Jacobs  
Cityworks  
200 Beacon Street  
San Francisco, CA 94131

David Baker  
San Francisco Chronicle  
337 Shotwell Street  
San Francisco, CA 94102

Ellen Callas  
52 Navajo Street  
San Francisco, CA 94112

Aquiles Aranda  
1 Navajo Avenue  
San Francisco, CA 94112

Mel Flores  
713 London Street  
San Francisco, CA 94112

Eugene Moggia  
835 Madrid Street  
San Francisco, CA 94112

Gail Kuwamoto  
73 Eastwood Street  
San Francisco, CA 94112

Tarja Varis  
174 Santa Ynez  
San Francisco, CA 94112

Kathy Heftman  
671 Edinburgh Street  
San Francisco, CA 94112

Elisia Jackson  
1230 Capitol Avenue  
San Francisco, CA 94112

Irene Cryes  
883 Urbano Street  
San Francisco, CA 94112

Adrenne Sciutto  
883 Urbano Street  
San Francisco, CA 94112

Julie Hagelshaw  
60 Hazelwood  
San Francisco, CA 94112

Sam Thal  
268 Goldmine  
San Francisco, CA 94134

Cindy Mejia  
48 Meda Avenue  
San Francisco, CA 94112

Robert Dartm  
234 Staples  
San Francisco, CA 94112

Vicky Guzman  
436 Excelsior Street  
San Francisco, CA 94112

Rita Santacruz  
22 Presita Avenue, #4  
San Francisco, CA 94112

Michelle Coulter  
73 Lobos Street  
San Francisco, CA 94112

Juauete Garcia  
255 Madrid Street  
San Francisco, CA 94112

Kennith Armstrong  
160 Marston Avenue  
San Francisco, CA 94112

Danae A. Manus  
1250 Plymouth Avenue  
San Francisco, CA 94112

David Fridlund  
2217 San Jose Avenue  
San Francisco, CA 94112

VIII. Draft EIR Distribution List

Anna K. Cooper  
592 Wildwood Way  
San Francisco, CA 94112

Anthony & Laurie Haroian  
1444 Plymouth Street  
San Francisco, CA 94112

Denise Collazo  
S.F.O.P.  
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