

**APPENDIX A: BALBOA PARK STATION AREA PLAN  
INITIAL STUDY**

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# PLANNING DEPARTMENT

City and County of San Francisco • 1660 Mission Street, Suite 500 • San Francisco, California • 94103-2414

MAIN NUMBER  
(415) 558-6378

DIRECTOR'S OFFICE  
PHONE: 558-6411

4TH FLOOR  
FAX: 558-6426

ZONING ADMINISTRATOR  
PHONE: 558-6350

5TH FLOOR  
FAX: 558-6409

PLANNING INFORMATION  
PHONE: 558-6377

MAJOR ENVIRONMENTAL  
FAX: 558-5991

COMMISSION CALENDAR  
INFO: 558-6422

INTERNET WEB SITE  
[WWW.SFGOV.ORG/PLANNING](http://WWW.SFGOV.ORG/PLANNING)

July 29, 2006

To Responsible Agencies, Trustee Agencies, and Interested Parties:

**RE: CASE NO. 2004.1059E – BALBOA PARK STATION AREA PLAN**

## NOTICE OF PREPARATION OF AN ENVIRONMENTAL IMPACT REPORT AND NOTICE OF PUBLIC SCOPING MEETING

A Notice of Preparation (NOP) of an Environmental Impact Report (EIR) and a Notice of Public Scoping Meeting for the above-referenced project, described below, has been issued by the Planning Department. The NOP/Initial Study is either attached or is available upon request from **Tammy Chan**, San Francisco Planning Department, at the above address or at **(415) 558-5982**. The NOP/Initial Study is also available on-line at [www.sfgov.org/site/planning](http://www.sfgov.org/site/planning). This notice is being sent to you because you have been identified as potentially having an interest in the project or the project area.

**Project Description:** The Project Area includes the area surrounding the Balboa Park Station and along Geneva, Ocean, and San Jose Avenues. The proposed Balboa Park Station Area Plan (the proposed project) includes amendments to the San Francisco General Plan and specific Planning Code changes related to zoning districts and height and bulk controls in the Project Area. The proposed project would introduce a new zoning district—NC-T (Neighborhood Commercial Transit)—into the Project Area that would potentially increase transit-oriented mixed-use developments. Improvements to the existing streetscape, transportation system/transit facilities, and open space, as well as new urban design policies, may result from implementation of the Area Plan. The Area Plan also includes proposals for mixed-use, transit-oriented development in the Project Area. In particular, the Area Plan includes proposals for the redevelopment of two specific parcels, the Phelan Loop Site and the Kragen Auto Parts Site. Implementation of the Area Plan would result in a net increase of about 1,780 new residential units and about 104,680 net new gross square feet of commercial development in the Project Area by the year 2025. A net increase of about 90-200 jobs is also expected in the Project Area by the year 2025 as a result of implementation of the Area Plan.

The Planning Department has determined that an EIR must be prepared for the proposed project prior to any final decision regarding whether to approve the project. The purpose of the EIR is to provide information about potential significant physical environmental effects of the proposed project, to identify ways to minimize significant effects, and to describe and analyze alternatives to the proposed project. Preparation of an NOP or EIR does not indicate a decision by the City to approve or to disapprove the project. However, prior to making any decision, the decision makers must review and consider the information contained in the EIR.

The Planning Department will hold a **PUBLIC SCOPING MEETING** on Tuesday, **August 22, 2006**, at the Lick Wilmerding High School, 755 Ocean Avenue, San Francisco, CA 94112, at **6:30 p.m.** to receive comments on the scope and content of the environmental impact report. Written comments will also be accepted until the close of business on **August 28, 2006**, and should be sent to Paul Maltzer, Environmental Review Officer, San Francisco Planning Department, 1660 Mission Street, Suite 500, San Francisco, CA 94103.

If you work for an agency that is a Responsible or a Trustee Agency, we need to know the views of your agency as to the scope and content of the environmental information that is relevant to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project. We will also need the name of the contact person for your agency. If you have questions concerning environmental review of the proposed project, please contact **Tammy Chan** at **(415) 558-5982**. Questions regarding the proposed plan should be directed to **Ken Rich** at **(415) 558-6345**.







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MAJOR ENVIRONMENTAL  
FAX: 558-5991

COMMISSION CALENDAR  
INFO: 558-6422

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## NOTICE OF PREPARATION OF AN ENVIRONMENTAL IMPACT REPORT

**Date of this Notice:** July 29, 2006

**Lead Agency:** San Francisco Planning Department  
1660 Mission Street Street, 5th Floor  
San Francisco, CA 94103-2414

**Agency Contact Person:** Tammy Chan

**Telephone:** (415) 558-5982

**Project Title:** Case No. 2004.1059E - Balboa Park Station Area Plan

**Project Sponsor:** San Francisco Planning Department

**Project Contact Person:** Ken Rich

**Telephone:** (415) 558-6345

**Project Address:** Various

**Assessor's Block(s) and Lot(s):** Various

**City and County:** San Francisco

**Project Description:** The Project Area includes the area surrounding the Balboa Park Station and along Geneva, Ocean, and San Jose Avenues. The proposed Balboa Park Station Area Plan (the proposed project) includes amendments to the San Francisco General Plan and specific Planning Code changes related to zoning districts and height and bulk controls in the Project Area. The proposed project would introduce a new zoning district, NC-T (Neighborhood Commercial Transit), into the Project Area that would potentially increase transit-oriented mixed-use developments. Improvements to the existing streetscape, transportation system/transit facilities, and open space, as well as new urban design policies, may result from implementation of the Area Plan. The Area Plan also includes proposals for mixed-use, transit-oriented development in the Project Area. In particular, the Area Plan includes proposals for the redevelopment of two specific parcels, the Phelan Loop Site and the Kragen Auto Parts Site. Implementation of the Area Plan would result in a net increase of about 1,780 new residential units and about 104,680 net new gross square feet of commercial development in the Project Area by the year 2025. A net increase of about 90-200 jobs is also expected in the Project Area by the year 2025 as a result of implementation of the Area Plan.

**THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED.** This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Section 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Environmental Evaluation (Initial Study) for the project, which is attached.

Written comments will also be accepted until the close of business on **August 28, 2006**, and should be sent to Paul Maltzer, Environmental Review Officer, San Francisco Planning Department, 1660 Mission Street, Suite 500, San Francisco, CA 94103.

**State Agencies.** We need to know the views of your agency as to the scope and content of the environmental information that is relevant to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project. Please include the name of the contact person for your agency. Thank you.

Date

Paul E. Maltzer  
Environmental Review Officer



**BALBOA PARK STATION AREA PLAN**  
**INITIAL STUDY**  
**Planning Department Case No. 2004.1059E**

**I. PROJECT DESCRIPTION**

**Introduction**

The Balboa Park Station area (Project Area) is located in the southern portion of San Francisco and is surrounded by residential neighborhoods (see Figure 1: Project Location). The Station is sited at a confluence of transit facilities, including BART, MUNI Metro light rail and bus lines, and the Interstate 280 freeway (I-280).

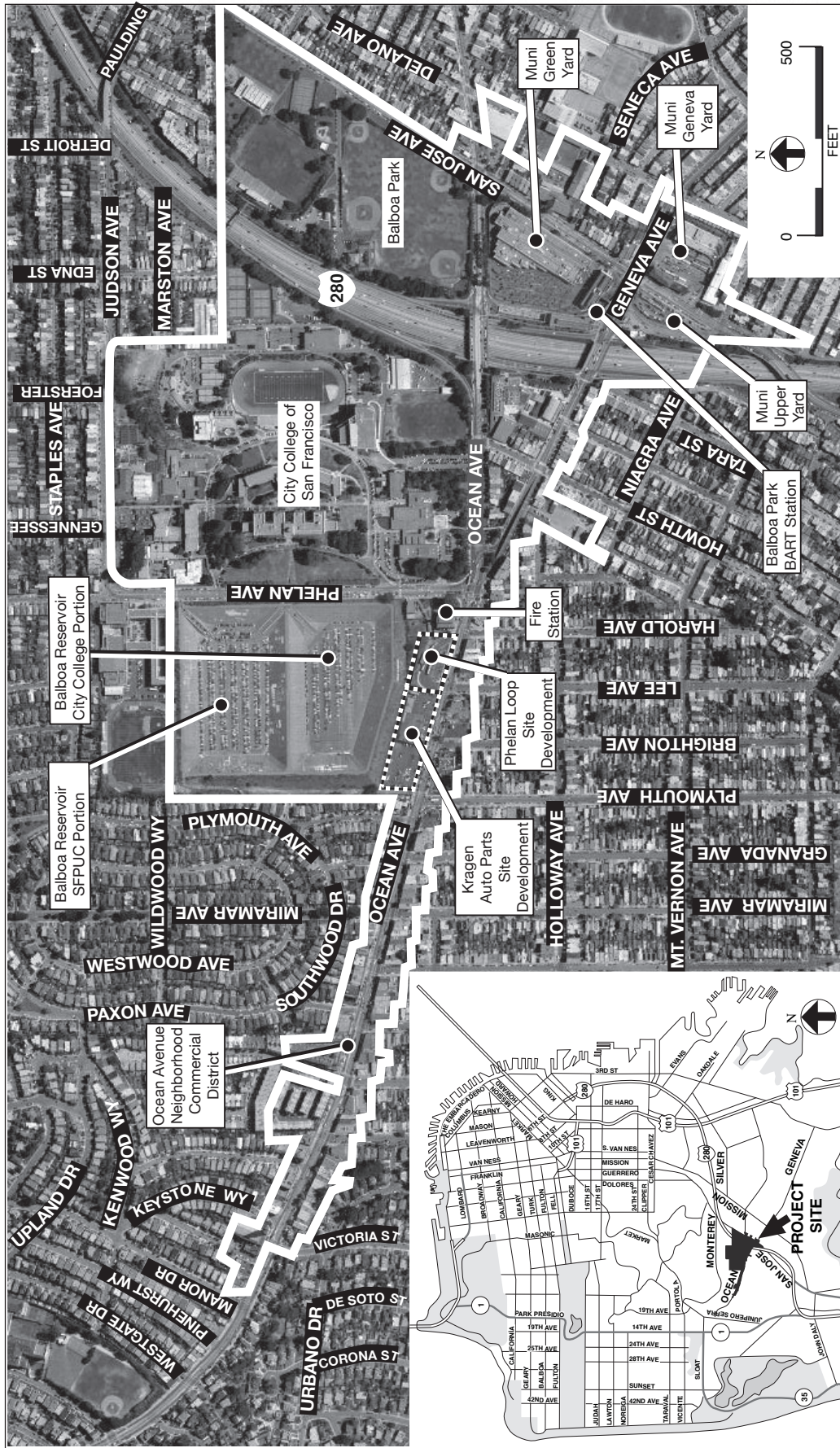
The *Balboa Park Station Area Plan* (Area Plan) is a policy document that presents an overall concept for enhancing the existing neighborhood, as well as encouraging infill development in the area surrounding Balboa Park Station and along Geneva, Ocean, and San Jose Avenues. The Area Plan includes community-centered parking and traffic-calming policies, and street-tree programs to improve the Project Area. It proposes specific Planning Code changes related to zoning districts and height and bulk controls in the Project Area. It also proposes general land use controls, and urban design and architectural standards/guidelines, as well as transportation infrastructure, public streets network, and open space improvements for the Project Area. In addition, the Area Plan includes proposals for limited amounts of mixed-use, transit-oriented development, mostly on vacant or under-utilized<sup>1</sup> parcels in the Project Area. In particular, the Area Plan includes proposals for the redevelopment of two specific parcels, the Phelan Loop Site and the Kragen Auto Parts Site (see Figure 2: Project Area Plan). If approved, these two development projects are expected to be built in the near future (2007-2010).

The transportation/infrastructure and public space improvements and development projects that are proposed in the Area Plan and expected to occur either in the near future (2007-2010) or within the longer-term (2010-2025) timeline have been evaluated in the technical environmental analyses presented below. Improvements and development projects expected to be completed beyond the 20-year time-frame of the environmental analysis (beyond 2025) are considered too speculative in nature and have not been included. 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 104,680 net new gross square feet (gsf) of commercial development in the Project Area by the year 2025. A net increase of about 90-200 jobs is also expected in the Project Area by the year 2025 as a result of implementation of the Area Plan.

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



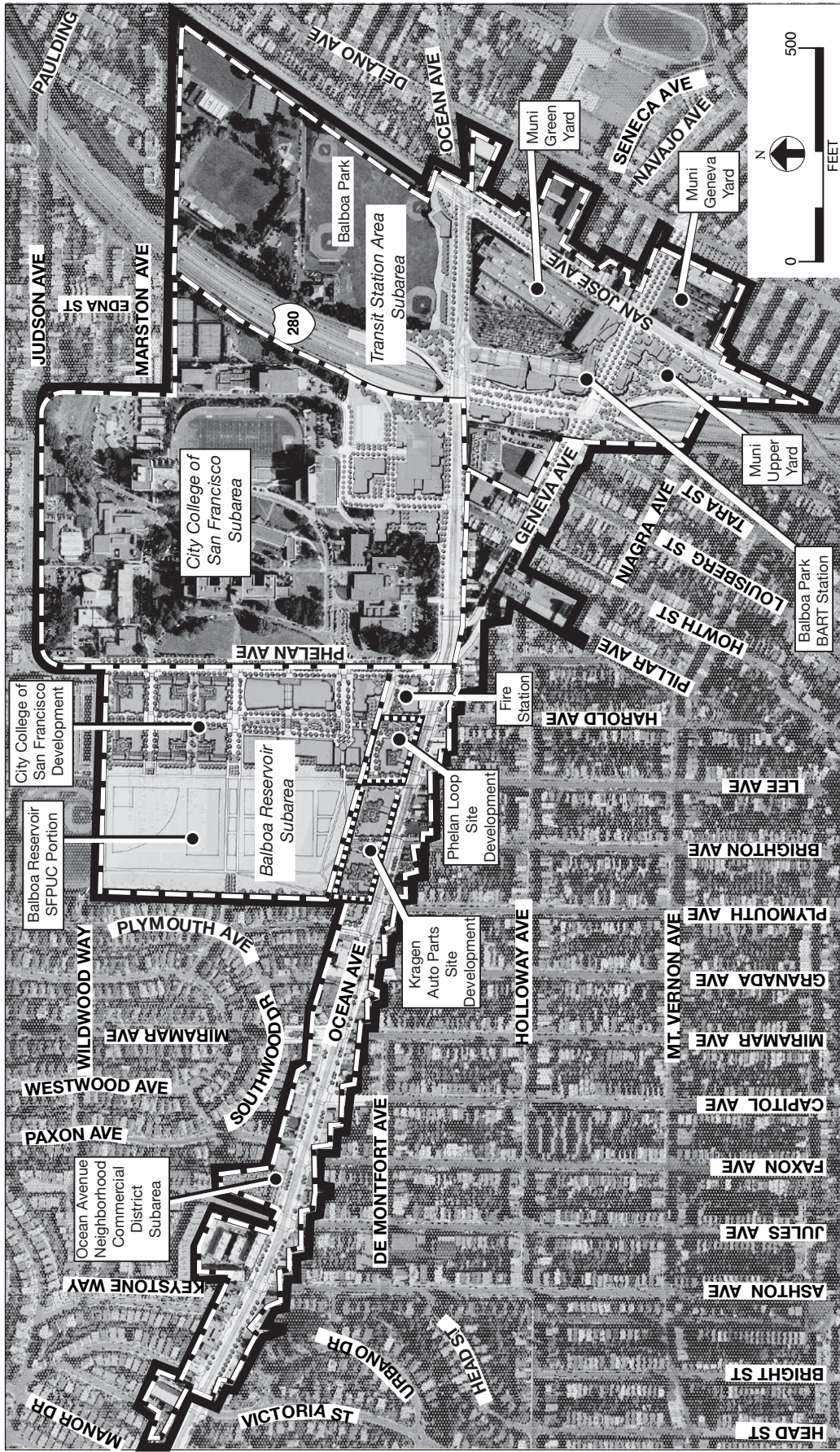
SOURCE: San Francisco Planning Department, EDAP, Turnstone Consulting

# **BALBOA PARK STATION AREA PLAN EIR**

2004.1059E

FIGURE 1: PROJECT LOCATION





SOURCE: San Francisco Planning Department, EDAP, Turnstone Consulting

# **BALBOA PARK STATION AREA PLAN EIR**

2004.1059E

FIGURE 2: PROJECT AREA PLAN



## **Proposed Project**

### Project Location

The Project Area 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 I-280, Manor Drive, parcels along the eastern edge of Plymouth Avenue, and Phelan Avenue to the west. Four main streets traverse the Project Area: Geneva, Ocean, San Jose, and Phelan Avenues.

### Existing Conditions

The Project Area consists primarily of those parcels that front on Geneva, Ocean, and San Jose Avenues. In addition, it includes the Ocean Avenue Neighborhood Commercial District.

As shown in Figure 2, p. 3, the Project Area encompasses the following four subareas:

- The Transit Station Neighborhood, 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 the major regional transit facilities of the Project Area, as well as Balboa Park and Lick-Wilmerding High School.
- The Ocean Avenue Neighborhood Commercial District, which extends along Ocean Avenue from Phelan Avenue west to Manor Drive. Ocean Avenue is the Project Area's commercial spine. MUNI Metro's K-Ingleside light rail line runs along Ocean Avenue and connects the Ocean Avenue corridor to downtown San Francisco.
- The main campus of the City College of San Francisco,<sup>2</sup> which is located east of the Ocean Avenue Neighborhood Commercial District, along the north side of Ocean Avenue.
- The Balboa Reservoir is an approximately 25-acre, empty potential reservoir site located along the west edge of Phelan Avenue across from the City College campus. It is divided into two basins. The two basins were separated by an east-west oriented berm; however, this berm has been removed. The San Francisco Public Utilities Commission (SFPUC) owns the north basin, while City College owns the south basin. Both basins are currently used by City College for parking purposes. A north-south oriented berm may be constructed at the reservoir site to divide it into east and west basins. Under this proposal, the west basin would remain a potential reservoir, while the east basin would be owned and developed by City College. If the SFPUC decides that the west basin is not needed for water storage and declares it to be surplus property, the west basin would be used for residential and open space development in the future.

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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 the Final EIR and approved the CCSF Master Plan in June 2004.

These subareas are discussed in more detail in the Land Use and Visual Quality sections of this Initial Study (see pp. 21-24 and 24-33).

### Development Project Sites

The Project Area includes two project-specific development sites, located along the north side of Ocean Avenue between Phelan and Plymouth Avenues: the Phelan Loop Site and the Kragen Auto Parts Site. As shown in Figure 1, p. 2, these two sites are adjacent to each other in the eastern portion of the Ocean Avenue Neighborhood Commercial District subarea. The Phelan Loop Site is a City-owned property currently used as a MUNI bus turn-around and layover area. The Kragen Auto Parts Site is a privately owned development site that is currently occupied by a one-story auto parts supply store, an attached auto-repair and retail facility, and surface parking.

### Area Plan Components

Implementation of the Area Plan would involve certain physical improvements, including street network changes, transportation and infrastructure changes, and open space improvements. In addition, the Area Plan would also include certain changes to existing land use and zoning controls. These program-level Area Plan components are discussed 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, respectively; 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. Lee Avenue could potentially be further extended in the future to provide access to future reservoir site facilities. Harold Avenue 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.
- Add a transit-only lane to Ocean Avenue.

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 to provide for a new bus turnaround and add a new traffic signal at the new bus exit to Phelan Avenue.

### *Street Network Variant*

If Lee Avenue were extended into the reservoir site in the future, it could serve new buildings on the City College campus. This roadway extension would have one traffic lane in each direction, but no on-street parking would be provided. This configuration is planned to be analyzed as a variant to the proposed street network changes.

### *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 BART Station, until development occurs on the Upper Yard parcel. Upon development of the Upper Yard parcel, the M-line would terminate at a new stop on this parcel.
  - 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 a freeway deck over I-280 between Geneva and Ocean Avenues, MUNI Metro J- and K-lines would terminate at a new stop on the deck west of the BART Station. New entrances to BART would be provided on the west side of the 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 passenger access routes and the 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, widening the existing alley behind the fire station to provide for bus layovers. 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. In addition, smaller publicly accessible neighborhood and transit-oriented parks, plazas, and a children's playground would be created, particularly in the Transit Station Neighborhood and Ocean Avenue Neighborhood Commercial District subareas. Four new open spaces are proposed in the Area Plan: the Geneva Transit Plaza



on the north side of Geneva Avenue between San Jose Avenue and I-280; the Phelan Loop plaza; Balboa Reservoir open space; and Brighton Avenue open space. The Phelan Loop plaza is anticipated to 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. These include:

- Design guidelines for Project Area streets, in accordance with the principles of the City's Better Streets and Transit-First policies.
- Design guidelines for Project Area open spaces and plazas.
- Design standards and guidelines that support the community building process in the Project Area.
- Design standards and guidelines for construction of new development that address two main areas of building design: (1) massing and articulation, and (2) 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.

### *Changes to Land Use Policies*

Existing land use policies for the area would continue to apply, except as specifically enumerated in the Area Plan. Area Plan land use policies are related to:

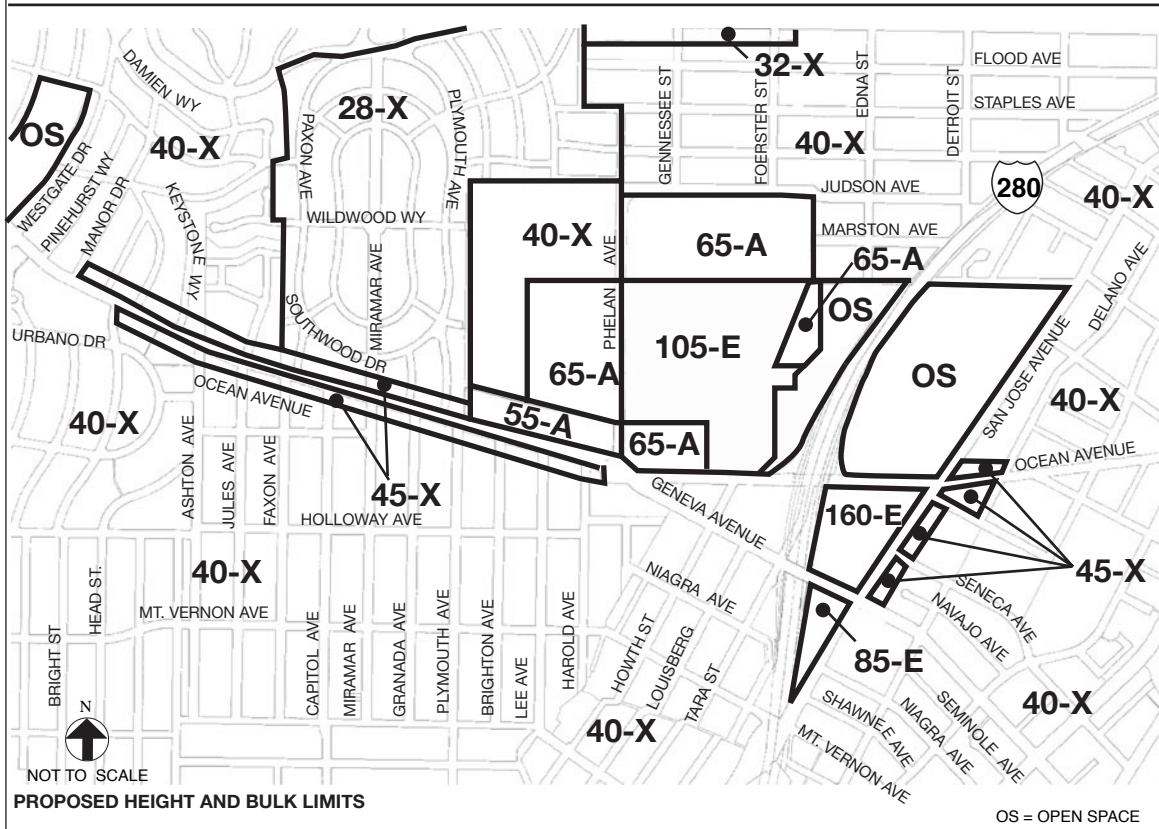
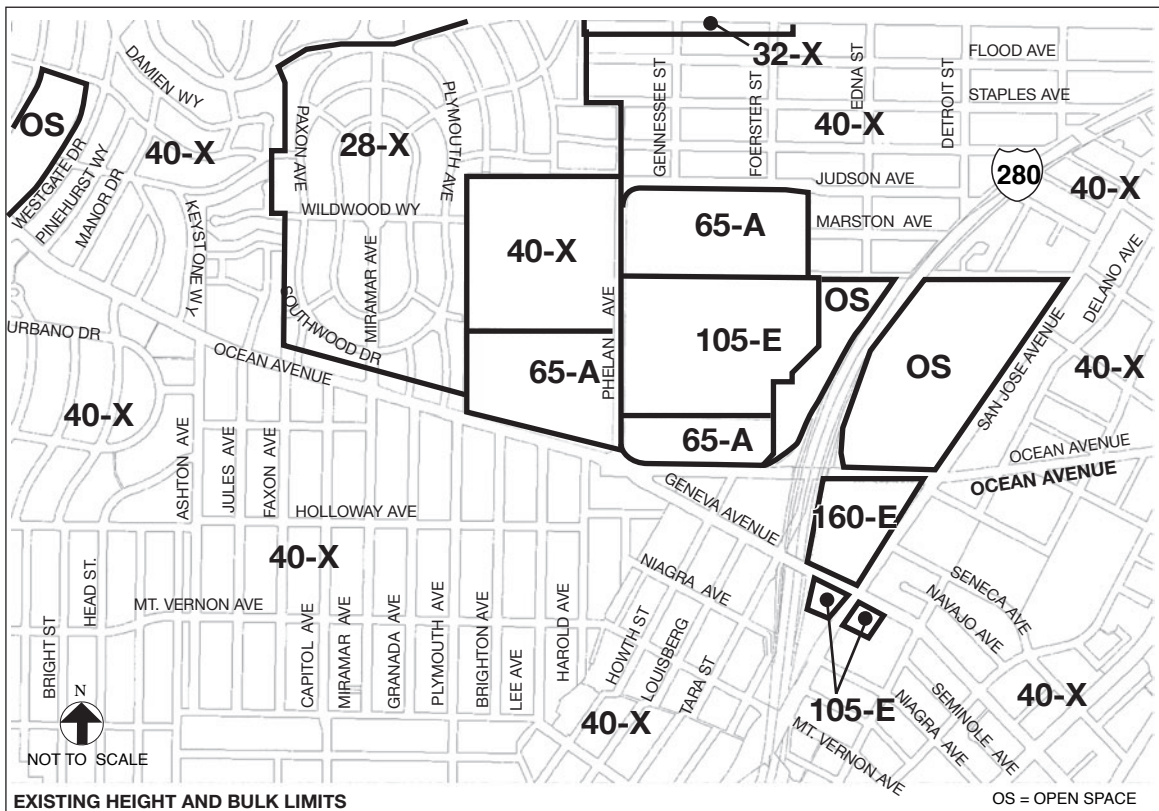
- Encouraging the development of mixed-use infill housing, especially development of affordable housing on publicly owned sites and provision of rental and ownership housing for a variety of household sizes and income levels.
- Encouraging the development of new commercial and residential uses in the Ocean Avenue Neighborhood Commercial District, especially redeveloping the under-utilized parcels around the Phelan Loop area, located along the north side of Ocean Avenue between Phelan and Plymouth Avenues, with a mix of neighborhood uses.
- Creating an active transit-oriented, mixed-use neighborhood around the Transit Station.
- Protecting existing housing stock in the Project Area, and assisting lower-income homeowners in making housing improvements.
- Avoiding off-street parking on mid-block parcels on main streets, such as Ocean, San Jose, and Geneva Avenues, by prohibiting curb-cuts and garages on these streets.

### *Changes to Planning Code*

The following changes to the Planning Code are proposed:

- (i) Zoning district changes would be necessary to implement the Area Plan:

- The Ocean Avenue Neighborhood Commercial District is currently zoned Small-Scale Neighborhood Commercial (NC-2) and Public (P); the area on Ocean Avenue between Phelan Avenue and Manor Drive would be changed to a new Neighborhood Commercial–Transit (NC-T) zoning designation.
  - On the east side of San Jose Avenue between Ocean and Geneva Avenues, the zoning would be changed from Residential House – One Family (RH-1) to NC-T.
  - The Upper Yard parcel, which is currently zoned P, would be changed to NC-T.
- (ii) Changes to height and bulk limits, shown in Figure 3: Existing and Proposed Height and Bulk Limits, would be necessary:
- The height limits for the Ocean Avenue Neighborhood Commercial District would be revised to lower the height limit from 65 feet to 55 feet on the Kragen Auto Parts and Phelan Loop sites and increase the height limit 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 in three locations:
    - 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.
    - The Upper Yard parcel, which is currently zoned 105-E and 40-X, 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 for controls over 65 feet of height.
    - The site of the Geneva Office Building and Powerhouse at the intersection of Geneva and San Jose Avenues, which is currently zoned 105-E, would be changed to 40-X.
  - 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.
- (iii) 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 of 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.



SOURCE: San Francisco Planning Department, EDAW, Turnstone Consulting

### BALBOA PARK STATION AREA PLAN EIR

2004.1059E

FIGURE 3: EXISTING AND PROPOSED HEIGHT AND BULK LIMITS

- The following controls would be applicable to development in the proposed new NC-T district:
  - Development on parcels smaller than 7,500 sq. ft. would be permitted as-of-right, while a CU would be required for parcels larger than 7,500 sq. ft.
  - Commercial uses under 4,000 sq. ft. would be permitted as-of-right, while a CU would be required for development larger than 4,000 sq. ft.
  - 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.
  - A floor area ratio (FAR) of 2.5:1 would be permitted for new development, pursuant to Sections 711.20 and 124(a) and (b).
  - 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. Exceptions to the maximum residential parking permitted would be considered on a case-by-case basis with a CU.
  - The minimum parking requirement for new commercial/institutional uses in Sections 711.22 and 151 would be converted to the maximum amount of parking permitted. This would be a maximum of one parking stall per 500 sq. ft. of space up to 20,000 sq. ft., and one parking stall per 250 sq. ft. of space thereafter. There would be no minimum parking requirement for these uses. Exceptions to the maximum parking permitted would be considered on a case-by-case basis with a CU.
  - The provision of off-street loading, outdoor activity area, hours of operations and signage would continue to be governed by Sections 711.23–32, 152, 161(b), 145.2(a) and (b), and 607.1. The provision of awnings, canopies, marquees, and street trees would be governed by Sections 711.14–17, 136.1(a)-(c), and 143.
  - 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 presents estimates of the amount of development that could occur in the Project Area over short-term, long-term, and potential future time-periods. This three-tier development program is outlined in Table 1, p. 12. In the Area Plan, no new development is proposed for the existing residential neighborhoods surrounding the Project Area. The development proposals that are expected to be implemented either in the near future (Tier 1 – up to 2010) or in the longer-term (Tier 2 – up to 2025) timeline are considered part of the proposed project. Improvements or development that could occur beyond the year 2025 (Tier 3) are considered to be too speculative in nature and will not be part of this analysis.

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

Since publishing the draft Area Plan, City staff have continued to review development potentials in the Balboa Park Station area as well as throughout the City, and have modified the amounts and types of development forecast for the Project Area. Table 1, on the following page, 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.

#### 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 parcel.
- (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 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 area of the station.

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 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 station area.
- (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>3</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.

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<sup>3</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 the 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.

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

Development Site	Residential Units (No. of Units)	Commercial Use (Sq. Ft.)	Cultural/Institutional Use (Sq. Ft.)	Open Space (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 Parts <sup>5</sup>	175	35,000	0	4,300
Sunset Garage	0	0	7,000	TBD
Geneva Office Bldg	0	0	12,000	TBD
Ocean Avenue Infill <sup>6</sup>	135	11,620	0	TBD
San Jose Avenue 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>19,000</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 <sup>9</sup>	330	19,880	0	0
San Jose Avenue Infill in Station Area <sup>9</sup>	80	0	0	0
Reservoir <sup>10</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>11</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. About 30,000 sq. ft. of proposed retail would be a supermarket; the remaining 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. Access to the residential uses would be from Brighton Avenue and access to the supermarket would be from Lee Avenue.

<sup>6</sup> Redevelopment of those parcels that currently have 5% or less of the total permitted square footage on site. 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 only be developed if the fire station were relocated to another site with the approval of the San Francisco Fire Department.

<sup>9</sup> Redevelopment of those parcels that currently have 6-30% of the total permitted square footage on site.

<sup>10</sup> City College controls 40% and SFPUC controls 60% of the reservoir site, respectively.

<sup>11</sup> Tier 3 development would 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

### *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 above.

### **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 of detail, because specific interest has been expressed to Planning Department staff in developing these particular sites.

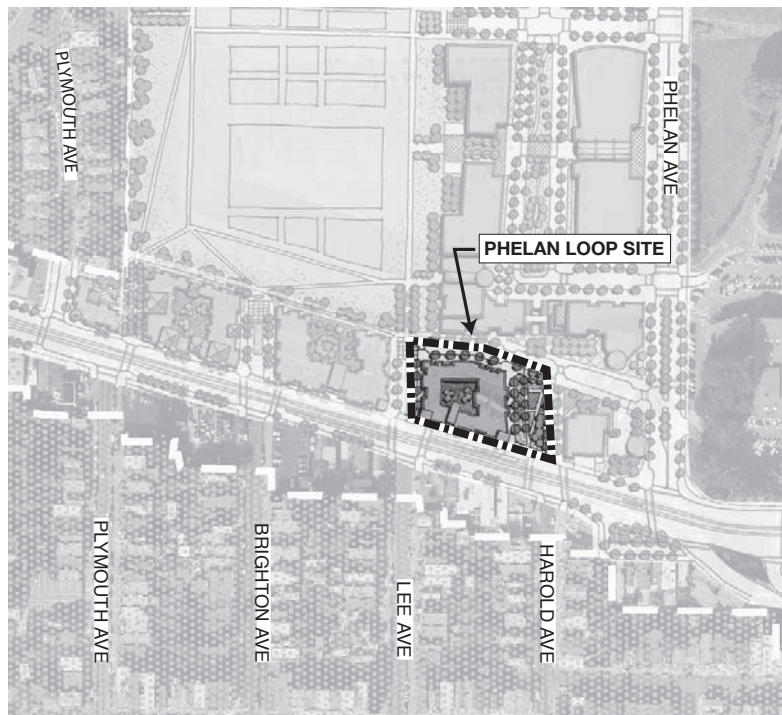
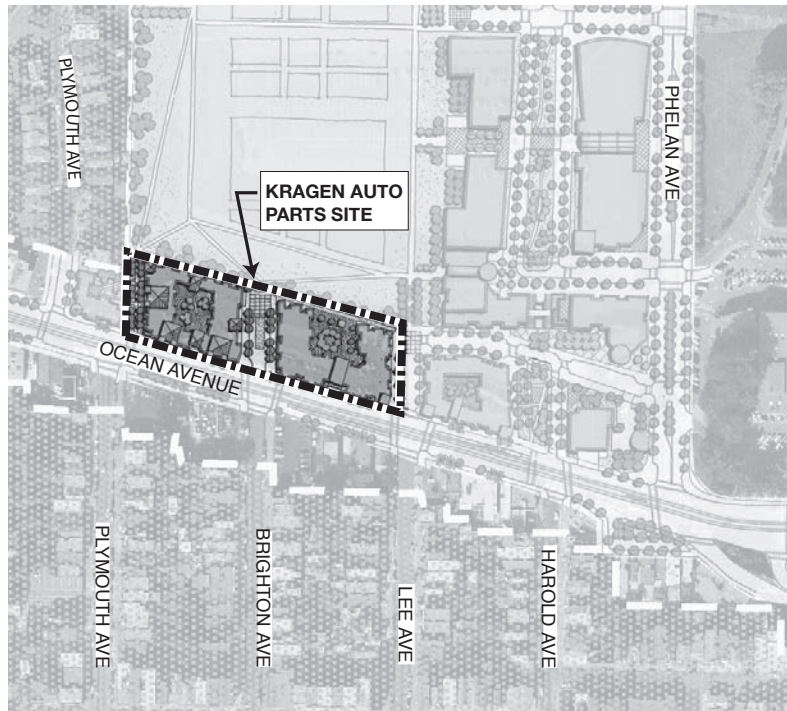
#### Phelan Loop Site

The Phelan Loop Site, currently in an NC-2 Zoning District, would be changed to the new NC-T zoning designation. The Area Plan estimates development of approximately 80 residential units occupying up to four floors above the ground floor with approximately 15,000 sq. ft. of retail uses (shops and cafes) and residential lobbies (see Figure 4: Proposed Development at Phelan Loop Site and Kragen Auto Parts Site). The proposed development would also include about 0.5 acre of public open space adjacent to the proposed new building. 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 residential 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 parking spaces. No parking would be provided 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.

#### Kragen Auto Parts Site

The Kragen Auto Parts Site is the largest individual site in the Ocean Avenue Neighborhood Commercial District subarea. The site, currently in an NC-2 zoning district, would be changed to the new NC-T zoning designation. The Area Plan identifies the development of approximately 175 residential units above approximately 35,000 sq. ft. of ground-floor retail uses. The proposed retail use would include a 30,000-sq.-ft. supermarket and 5,000 sq. ft. of other smaller neighborhood-serving retail spaces. (See Figure 4: 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.





SOURCE: San Francisco Planning Department, EDAW, Turnstone Consulting

# **BALDOA PARK STATION AREA PLAN EIR**

2004.1059E

**FIGURE 4: PROPOSED DEVELOPMENT AT  
PHELAN LOOP SITE AND KRAGEN AUTO PARTS SITE**



Brighton Avenue would be extended through the Kragen Auto Parts 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 this parcel 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. The Area Plan includes policies that encourage the provision of entrances directly into ground-floor residential units from Ocean and Brighton Avenues. The Area Plan also includes policies that would permit buildings with residential uses on the ground floor to be set back up to five feet from the sidewalk, allowing for projections such as individual entry stairs, bay windows, or landscaping.

The Kragen Auto Parts Site 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; therefore, the development would include up to 175 residential parking spaces. The parking standards for retail use would permit a maximum of one space per 500 sq. ft. of new retail space up to 20,000 sq. ft. and one space per 250 sq. ft. of new retail space thereafter. The development could therefore include up to 100 spaces for the retail uses. Overall, the proposed development would include up to 275 parking spaces. In the new NC-T district, no minimum number of parking spaces is required for residential or commercial uses. Exceptions to the maximum parking standards for proposed development in the new NC-T district would be considered on a case-by-case basis with a CU.

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. No curb cuts are proposed on Ocean Avenue. 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 residents for use at certain times during the supermarket's off-peak hours. Spaces for car-share and other innovative parking programs would be included in the proposed development's parking facilities.

The Kragen Auto Parts Site would be redesignated for a maximum building height of 55 feet. The building developed on the west site would be encouraged to step down from 55 feet to 45 feet on its northern side, in order to transition to the existing lower buildings to the northwest and west. Buildings on both the east and west sites would be required to be built to the property lines.

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

The following development sites are listed in Table 1, p. 12, 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. Both “Tier 1”

sites, expected to be developed in the near future (2007-2010), 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>4</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 (Up to 2010)

The following development, listed by subarea, is expected to occur in the next approximately five years:

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. The height of the proposed development is expected to range between 40 and 80 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 units above a small amount of retail and parking on the Donut Shop property.
- The Geneva Office Building and Powerhouse is a vacant landmark building jointly owned by MUNI and BART. The Area Plan includes development of about 12,000 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>5</sup>
- The Area Plan estimates the development of about 200 units and 3,120 sq. ft. of neighborhood-serving commercial uses on various infill sites on San Jose Avenue in the station area.

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<sup>4</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.

<sup>5</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).

Ocean Avenue Neighborhood Commercial District subarea Tier 1 sites:

- The Sunset Garage Parcel is proposed for the new 7,000-sq.-ft. Ingleside Branch Library.<sup>6</sup>

Tier 2: Longer Term Development (Up to 2025)

Transit Station Neighborhood subarea Tier 2 sites:

- The Firehouse site is a City-owned property. The Area Plan anticipates 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 development of about 80 residential units on various infill sites on San Jose Avenue in the Transit Station area.

Ocean Avenue Neighborhood Commercial District subarea Tier 2 sites:

- The Area Plan estimates development of about 330 residential units and 19,880 sq. ft. of commercial uses on various infill sites on Ocean Avenue.

Balboa Reservoir subarea Tier 2 site:

- About 60 percent of the Reservoir site is controlled by SFPUC and 40 percent is controlled by City College. The Area Plan calls for the development of 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.

The Area Plan includes the construction of a deck over the I-280 freeway between Geneva and Ocean Avenues by 2025. Although the deck would be constructed partly or fully on Caltrans property and no funding has been identified, transportation improvements related to the deck have been included in the analysis. The following improvements are associated with 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 placed on 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 freeway and then connect them with a roadway between the two streets and the new freeway deck.

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<sup>6</sup> This project is not included in this analysis, as environmental review for this project has already been completed, and the building would be constructed whether or not the Area Plan is adopted.

### Speculative Development Sites (Tier 3)

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 here, 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.

- The Green Yard parcel, located along the west side of San Jose Avenue between Ocean and Geneva Avenues, 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 rail yard/maintenance facility are expected to take more than 20 years.
- 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.
- Freeway Deck. 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 take more than 20 years.

Further environmental review would be needed at some later time before these potential sites listed under Tier 3 could be developed.

### Approvals Required

#### 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 12 and 12H to change zoning and height and bulk districts in the Project Area. *Planning Commission recommendation; Board of Supervisors approval.*
- Amendment of the Planning Code to incorporate new text related to zoning and height and bulk districts proposed in the Project Area. *Planning Commission recommendation; Board of Supervisors approval.*

### Kragen Auto Parts Site Development

- Conditional Use authorization for provision of parking in excess of the maximum parking standards in the new NC-T district. *Planning Commission approval.*

### Phelan Loop Site Development

- Sale of this City-owned site for affordable housing development. *Board of Supervisors approval of sale.*
- New bus layover facility and new traffic signal. *Municipal Transportation Agency approval.*

## **II. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS**

### **A. EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT**

The Initial Study examines the *Balboa Park Station Area Plan* in order to identify potential significant effects on the environment. On the basis of this study, project-specific effects that have been determined to be potentially significant include population, transportation/circulation, noise, air quality, climate (shadow), wastewater, and cultural resources (historic architectural resources and archaeological resources). These items will be analyzed in the Environmental Impact Report (EIR). Items under these topics noted “TO BE DETERMINED” will be analyzed in the EIR to determine whether or not there would be a significant impact.

### **B. EFFECTS FOUND NOT TO BE POTENTIALLY SIGNIFICANT**

The following potential impacts of the Area Plan have been determined to be either insignificant or to be mitigated to less-than-significant levels through mitigation measures identified herein: land use, visual quality, climate (wind), utilities/public services (except wastewater), biology, geology/topography, water, energy/natural resources, and hazards. These items are discussed below and require no further environmental analysis in the EIR.

## **III. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION**

### **A. COMPATIBILITY WITH EXISTING ZONING AND PLANS**

	<u>Not Applicable</u>	<u>Discussed</u>
1. Discuss any variances, special authorizations, or changes proposed to the City Planning Code or Zoning Map, if applicable.	___	<u>X</u>
2. Discuss any conflicts with any adopted environmental plans and goals of the City or Region, if applicable.	___	<u>X</u>

## San Francisco Planning Code

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

The existing zoning in the Project Area includes a mix of 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).

The Area Plan includes revisions to existing Zoning Districts and Height and Bulk Districts in the Project Area, and the Area Plan would be added to the *San Francisco General Plan* by an amendment to the General Plan, all of which would require review and approval by the Planning Commission and the Board of Supervisors in the context of the *San Francisco General Plan* and other relevant plans. Applicable Elements of the General Plan include the Urban Design Element, Housing Element, and Transportation Element. If the Area Plan, on balance, were to have substantial conflicts with General Plan objectives and policies, it could not be approved.

The proposed Area Plan and rezoning include amendments to the *San Francisco General Plan*, Planning Code and Zoning Maps. The EIR will discuss these issues in some detail.

### B. ENVIRONMENTAL EFFECTS

Except for the categories of population, transportation/circulation, noise, air quality, climate (shadow), wastewater, and cultural resources (historic architectural resources and archaeological resources), all items in the Initial Study Checklist have been checked "No," indicating that, upon evaluation, staff have determined that the proposed project could not have a significant adverse environmental effect. Several of those Checklist items have also been checked "Discussed," indicating that the Initial Study text includes discussion about that particular issue. For all of the items checked "No," without discussion, the conclusions regarding potential significant adverse environmental effects are based upon field observation, staff experience and expertise in similar projects, and/or standard reference materials available within the Department, such as the Department's *Transportation Guidelines for Environmental Review*, or the California Natural Diversity Data Base and maps, published by the California Department of Fish and Game. As discussed above, for Checklist items noted as "TO BE DETERMINED," staff have determined that the proposed project may result in a potentially significant impact. Therefore, these items will be analyzed further in the EIR. For each Checklist item, the evaluation has considered the

impacts of the project both individually and cumulatively. The text following each topic includes discussion of the particular Checklist items.

1.	<b><u>Land Use</u></b> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.	Disrupt or divide the physical arrangement of an established community?	___	<u>X</u>	<u>X</u>
b.	Have any substantial impact upon the existing character of the vicinity?	___	<u>X</u>	<u>X</u>

*Project Area - Existing Conditions and Surrounding Uses*

The Project Area is located in the southern portion of San Francisco and consists primarily of the parcels fronting on Ocean, Geneva, and San Jose Avenues. The Project Area consists of a mix of land uses, including transportation facilities; educational/institutional facilities; neighborhood-serving commercial uses; public open space; and public service facilities, including a reservoir site and a fire station. Residential neighborhoods surround the Project Area on all sides. Most of the residential uses in surrounding neighborhoods consist of low-density, single- and multi-family residential structures. These residential neighborhoods surrounding the Project Area also include some low- to medium-density neighborhood-serving commercial uses, cultural/institutional and educational uses, recreational uses, and open spaces.

The Project Area has four main subareas; each subarea has a distinctive mix of uses. These subareas are described below.

*Transit Station Neighborhood.* This subarea is located in the southeastern portion of the Project Area, along I-280 between Havelock Street and Mount Vernon Avenue. It 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 and its six on- and off-ramps, traverse the subarea. This subarea also includes Balboa Park, which is a Recreation and Park Department property and the largest public open space in the Project Area, as well as Lick-Wilmerding High School, located to the west of I-280 between Ocean and Geneva Avenues. In terms of existing density, the MUNI transit facilities parcels—Green, Upper, and Geneva Yards—appear to be under-utilized and, pursuant to Area Plan policies, could be developed with additional public and private uses. This subarea is surrounded by low-density residential uses on the north, east, south, and southwest sides; the educational/institutional uses of the City College main campus are located to the northwest.

*Ocean Avenue Neighborhood Commercial District.* This subarea is the Project Area's main commercial spine and extends along Ocean Avenue from Phelan Avenue west to Manor Drive. It

is characterized by a mix of low- to medium-density uses—mainly neighborhood-serving commercial uses, some with multi-family residential uses above the ground floor, interspersed with a few cultural/institutional and light industrial/automotive uses and surface parking lots. The relatively medium- to high-density neighborhood commercial nature of the Ocean Avenue corridor changes between Phelan and Plymouth Avenues along the north side of the street. This portion of the subarea is typified by large lots that are either vacant or occupied by public utility and auto-oriented uses, such as a fire station, a bus turn-around and layover area, and an auto-repair shop with surface parking. In terms of density, the large lots on the northeastern side of the Ocean Avenue corridor are not developed to their full zoning potential. This subarea is surrounded by low-density residential uses on the south, west, north and northwest sides; the City College main campus and the vacant reservoir site are located to the east and northeast, respectively.

*City College.* This subarea includes the 67-acre main campus of the City College of San Francisco. It borders the reservoir site and the eastern end of the Ocean Avenue neighborhood commercial district on the west side and I-280 on the east side. This subarea includes medium-density educational/institutional uses interspersed with open spaces and recreational uses and some parking areas.

*Balboa Reservoir.* This is an approximately 25-acre empty reservoir site, currently used for surface parking by City College. It is located along the west edge of Phelan Avenue across from the main campus of City College. City College recently completed its own master plan, which includes a proposal to develop the eastern portion of this vacant site with educational uses and open space that would be contiguous with existing educational/institutional uses on City College's main campus.

### Proposed Area Plan

At the program level, implementation of the Area Plan calls for changes to existing land use controls, zoning designations, and height and bulk limits. Implementation of the Area Plan would result in rezoning of some portions of the Project Area. Specifically, all parcels in the Ocean Avenue neighborhood commercial district between Phelan Avenue and Manor Drive that are currently zoned NC-2 and P, the Upper Yard parcel that is currently zoned P, as well as the area on the east side of San Jose Avenue between Ocean and Geneva Avenues that is currently zoned RH-1, would be changed to the proposed new NC-T designation. This change in zoning designation could result in land use changes for the affected parcels, because the new NC-T district would permit development of a different combination of uses compared to the existing zoning districts. The rezoned parcels are currently occupied by retail commercial uses, as well as public utility services, transit facility uses, and auto-oriented uses, including an auto-repair shop and retail facility, a fire station, light rail storage and maintenance facilities, a bus turn-around and layover area, and surface parking. The new NC-T district would permit transit-oriented mixed-use development on the rezoned parcels, including development of higher-density multi-family residential uses, neighborhood-serving commercial uses, associated residential/commercial



parking, and recreational uses/open spaces. Public utility services and transit facilities uses would also continue to be permitted in the new NC-T districts. There would be no minimum parking requirement for proposed residential or commercial uses in the new NC-T districts, because of the rezoned parcels' proximity to transit lines. Although potential developments in the Project Area proposed to be rezoned to NC-T may be developed at a relatively higher density than existing uses in the surrounding area, they are not expected to conflict with existing and planned uses in the vicinity, including residential, neighborhood commercial, educational/institutional, transit facilities, and public open spaces/recreational uses, because they already exist in the vicinity.

Implementation of the Area Plan would result in increasing the intensity of land uses in the Project Area, as well as introducing a new mix of transit-oriented residential and neighborhood-commercial uses in the Project Area. The Area Plan also anticipates the restoration and reuse of the Geneva Office Building for cultural/institutional uses, including an arts center for youth. These changes are expected to be compatible with existing and planned new uses, and are not expected to result in adverse effects on existing neighborhoods. Overall, the Area Plan envisions that these proposed changes would better connect the Project Area to surrounding communities.

#### *Proposed Development Sites*

The Area Plan includes specific proposals for redevelopment of two parcels within the Project Area—the Phelan Loop Site and the Kragen Auto Parts Site—that are expected to be built in the near future (2007-2010). The Phelan Loop Site currently serves as a bus turn-around and layover area for MUNI. The Kragen Auto Parts Site is currently occupied by a one-story auto-repair and retail use with surface parking.

Development of the Phelan Loop Site would retain the existing transit facilities, in the form of a replacement bus turn-around and layover area; in addition, it would introduce new multi-family residential uses above ground-floor neighborhood-serving commercial uses, associated parking, and open space/recreational uses to this site. Development of the Kragen Auto Parts Site would remove the existing automotive uses and introduce new multi-family residences above ground-floor neighborhood-serving commercial uses and a supermarket, its associated parking, and open space/recreational uses to this site. The proposed new uses would be similar to the existing neighborhood commercial buildings with residential uses on upper floors found along much of Ocean Avenue.

Both development proposals result in increasing the intensity of land uses on these sites. Development of the Phelan Loop Site and the Kragen Auto Parts Site would result in a net increase of about 255 new residential units and about 50,000 net new gross square feet (gsf) of neighborhood-serving commercial uses along the northeastern section of the Ocean Avenue Neighborhood Commercial District subarea by 2010.

Although the proposed development at these two sites would be higher density and larger in scale than existing, predominantly low-density, low-rise development in nearby neighborhoods,

particularly towards the south and west, it would be generally consistent with similar residential and neighborhood commercial uses that predominate in these neighborhoods. Similar, relatively high-density residential development with ground-floor neighborhood commercial uses in the Ocean Avenue corridor include the large four- to five-story residential complex with ground-floor neighborhood commercial uses and parking and the four-story residential building above ground-floor retail uses and parking, both located along the north side of Ocean Avenue between Keystone Way and Faxon Avenue. The two specific development projects would, therefore, fit in the existing context and would not disrupt or divide established neighborhoods.

Overall, the *Balboa Park Station Area Plan* in and of itself would not result in significant effects or contribute to any cumulative effects related to land use. Land use will be discussed in the EIR for informational purposes only.

2.	<b><u>Visual Quality</u></b> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.	Have a substantial, demonstrable negative aesthetic effect?	___	<u>X</u>	<u>X</u>
b.	Substantially degrade or obstruct any scenic view or vista now observed from public areas?	___	<u>X</u>	<u>X</u>
c.	Generate obtrusive light or glare substantially impacting other properties?	___	<u>X</u>	<u>X</u>

### Existing Conditions

The Project Area is generally occupied by predominantly low- to mid-rise, medium density development interspersed with a range of open spaces, transportation/transit facilities, public service facilities, surface parking lots, and large publicly-owned undeveloped lots.

The Project Area has a number of civic amenities, including schools, parks, transit facilities/transportation connections, and street network systems. The transit facilities/transportation connections and the park have limited access points. The scale of major Project Area streets and sidewalks is relatively wide in relation to the abutting built environment. The streets have limited amounts of street furniture, such as benches, street trees, lighting, and wayfinding signage. Existing development on the City College main campus is set far back from the street; in addition, due to topography and intervening streets and the freeway, the campus is not well connected to Balboa Park, the Ocean Avenue commercial corridor, the BART station, or surrounding residential neighborhoods. According to the Area Plan, p. 5, the Project Area's transportation facilities, college, and neighborhood commercial area do not contribute to a sense of place or help tie the Project Area together.

The Project Area skyline shows the typical low- to mid-rise structures against a backdrop of Balboa Park vegetation. Relatively few structures stand out on the Project Area skyline, with the exception of a few City College buildings that are located on a hilltop. Public views into the Project Area are mostly of low- to mid-scale development with dense vegetation in the background. Due to topography, the San Jose Avenue end of Ocean Avenue is not visible from the Manor Drive end, and vice versa.

Residential neighborhoods surround the Project Area on all sides. Small, closely-spaced, mostly low-rise, single- and multi-family residential buildings interspersed with fine-grained neighborhood-scale shopping areas predominate in these neighborhoods. The residential lots in surrounding residential neighborhoods are relatively large with substantial rear yards. Most of the residences in these neighborhoods are two to three stories, with a few one-story residential buildings. This tight-knit urban fabric of the surrounding residential neighborhoods contrasts with the large vacant lots, and lots occupied by transportation facilities at the east end of the Project Area, such as the Green, Upper, and Geneva Yards, the empty reservoir site, the Sunset Garage parcel,<sup>7</sup> and the Phelan Loop and Kragen Auto Parts sites. The lots fronting Ocean Avenue at the west end of the Project Area are more similar to the scale of the surrounding neighborhoods but without the regular streetwall of commercial buildings that characterizes many of the City's commercial areas.

The Project Area includes four main subareas, as described below.

*Transit Station Neighborhood.* This subarea is located along the western edge of I-280; portions of Ocean, Geneva, and San Jose Avenues, and I-280 traverse the subarea. This subarea is dominated by large-scale, tall, one-story, industrial-scale transit facility structures, including the Balboa Park BART Station and three MUNI light rail storage and maintenance facilities or yards. The historic Geneva Office Building and Powerhouse at the intersection of Geneva and San Jose Avenues is a two- to three-story, approximately 40-foot-tall red brick building with a pitched roof. The corner of the building at the street intersection has a rounded turret element. Although restoration and reuse of this building as an arts center for youth are planned, this building is not currently in use and the windows have been boarded up. The MUNI yards generally present blank-wall facades immediately adjacent to the streets, which does not contribute to a pedestrian-friendly scale at the street level. The BART station is set far back from adjacent streets and it does not include design features that highlight its importance in the Transit Station Neighborhood or particularly distinguish it from the three nearby MUNI light rail storage and maintenance facilities.

This subarea includes Balboa Park, which 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 is under the jurisdiction of the Recreation and Park Department and includes four baseball fields, two large multi-use fields, tennis courts, an indoor swimming pool, a children's play area

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<sup>7</sup> The Sunset Garage Parcel is approved for development of a public library.

and other park amenities. Due to topographic differences, the presence of a blank retaining wall, and dense vegetation above the wall along Ocean Avenue, the park is not accessible from Ocean Avenue. The park is cut off from the western portion of the Project Area, including City College, by the I-280 freeway. In addition, due to dense vegetation around the park perimeter, interior views of the park are also screened from parts of San Jose Avenue. Therefore, the park is generally not well connected visually to its immediate surrounding streetscape or adjacent development. This subarea also includes the Lick-Wilmerding High School campus, located to the west of I-280 between Ocean and Geneva Avenues. This high school campus is developed with relatively new, two- to three-story classroom buildings; the school buildings overlook a central landscaped courtyard. Overall, the Transit Station Neighborhood with its various transit facilities and recreational spaces, does not function as an active and vital transit hub for residential communities surrounding the Project Area.

*Ocean Avenue Neighborhood Commercial District.* This subarea is the Project Area's main commercial spine, extending along Ocean Avenue from Phelan Avenue west to Manor Drive. It is characterized by a low- to mid-rise, one- to four-story mix of neighborhood commercial and residential structures, interspersed with a few larger-scale light industrial/automotive structures and cultural/institutional buildings in the form of a movie theater and a church. Some subarea buildings, particularly those at street intersections, are set far back from the street edges and surface parking is provided in front of these buildings. The set back configuration of these low- to mid-rise buildings, with parking lots in front of some of the buildings, does not contribute to the creation of a cohesive streetwall along the Ocean Avenue commercial corridor, and detracts from this street's neighborhood-serving qualities. Visually, the relatively denser, closer-spaced nature of development in the western end of the Ocean Avenue corridor is replaced by larger lots on the east end between Phelan and Plymouth Avenues on the north side of the street. These large lots are either vacant or occupied by public services and auto-oriented uses including a fire station, a bus turn-around and layover area, and an auto-repair shop with surface parking.

*City College.* This subarea includes the main campus of the City College of San Francisco, along the north side of Ocean Avenue east of the reservoir site and the Ocean Avenue Neighborhood Commercial District. This subarea is also immediately west of I-280. One- to four-story, institutional-scale classroom buildings and libraries in a variety of architectural styles are interspersed with a range of landscaped areas and surface parking lots. Two playing fields are located on the east side of the college campus and these, along with other landscaped areas, provide open space to an urban campus. Portions of the campus are steeply sloped. Most on-campus facilities are set far back from public streets and do not contribute to an active, pedestrian-friendly streetscape.

Portions of the City College subarea immediately west of I-280 are zoned OS (Open Space). However, this area is developed similar to the rest of the City College campus with academic buildings interspersed with recreational/open areas and surface parking lots. Thus, the use and appearance of this OS-designated area do not conform to its zoning.

*Balboa Reservoir.* This large-scale empty reservoir site, currently functioning as surface parking, is located along the west edge of Phelan Avenue. It is lined with asphalt and is 35 feet below Phelan Avenue at its northern edge. This site is fenced off and the interiors of the site are not visible from adjacent sidewalks because of the presence of berms around the site perimeter.

### *Proposed Area Plan*

The proposed Area Plan includes features that are intended to enhance the overall urban environment and visual quality of the Project Area and its surroundings, by encouraging development of a well-designed built environment. One of the central visions of the Area Plan is the transformation of the Balboa Park Station area from a disconnected part of the City into an active interesting place, so that it functions as a vital hub for the neighborhoods surrounding it.

The Area Plan emphasizes the development of less-developed sections of the Project Area with new mixed-use infill buildings that would be built to the street edges. This is expected to provide streets within the Area Plan with an active edge. The Area Plan envisions that this infill development would contribute to providing a contiguous built environment in the Project Area that would then be well integrated with the tight-knit built environment of the surrounding neighborhoods. The Plan includes policies and strategies for revitalization of the Project Area's public realm—street and transit networks and open spaces—that would support the growth of a pedestrian-friendly transit-oriented neighborhood. These policies and strategies relate to traffic-calming measures, tree planting and other streetscape/landscape improvements, as well as urban design and architectural standards/guidelines for new buildings. The Area Plan emphasizes the creation of a cohesive system of open spaces throughout the Project Area; it also calls for re-defining Balboa Park edges to make them more visually permeable and to better connect Balboa Park to surrounding residential neighborhoods. In addition, the Area Plan includes revisions to existing height and bulk limits in selected portions of the Project Area. The Area Plan anticipates that these height and bulk changes would help shape an urban form that would maximize housing opportunities, but be mediated by design guidelines/standards that would govern building type, street-level activity, public views, and skyline effects associated with proposed new development. The Area Plan also envisions the enrichment of the Project Area through implementation of a well-coordinated public art program.

### *Architecture and Urban Design Policies*

At the program level, key Architecture and Urban Design-related policies in the Area Plan include:

- *Streets.* Design guidelines for Project Area streets, including guidelines for designing multi-modal streets as civic open space, with adequate sidewalk width, street trees, furniture, and lighting, pedestrian-scaled street lighting, and provision of spaces to sit, rest, and linger.

- *Open Space.* Design guidelines for Project Area open spaces and plazas, including requiring the provision of open space as part of new developments; providing active open space with a sense of scale and distinct entrances/edges; using “found space” such as at the end of proposed Harold, Lee, and Brighton street extensions, as public open space; and creating visual linkages between open space and surrounding streets and adjacent properties.
- *New Development.* Design standards and guidelines that encourage visual/physical links between the Transit Station Neighborhood and the Ocean Avenue Neighborhood Commercial District; emphasize the landmark importance of the transit station within the Project Area’s landscape; call for connecting isolated sections of the Project Area with mixed-use infill buildings; emphasize the creation of an active pedestrian realm; and continue traditions of building massing, articulation, and architectural features prevalent in the Project Area, such as incorporating bay windows, traditional “hard coat” stucco plaster exterior finishes, and tiled roofs in new development.
- *Height and Bulk.* Adopting height and bulk controls that maximize development opportunities, while ensuring new development is appropriately scaled for the surrounding context.

The Area Plan also includes a set of design standards and guidelines for construction of new development that address two main areas of building design: (1) massing and articulation; and (2) treatment of ground floors.

(1) *Massing and Articulation.* Key building standards and guidelines include:

- Extending the city street network and creating human-scaled development blocks; and discouraging parcel consolidation to preserve the fine-grained scale of the neighborhood.
- Requiring all new development to have a maximum horizontal plan dimension of 110 feet and a maximum diagonal of 125 feet; and 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 within new development to be interior to the building and screened by other uses; and requiring public-facing building façades to be articulated with fine-grained incremental elements.
- Requiring building elements, 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; and 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.

(2.a) *Treatment of Ground Floors.* Key standards and guidelines include:

- Encouraging primary building entries to be set back, though no more than five feet from the street-facing façade; and 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; and prohibiting parking within 30 feet of the sidewalk for parcels with over 25 feet of street frontage.
- Limiting garage entries and blank walls at the ground level to no more than 30 percent of the width of the ground level,<sup>8</sup> and no façade may feature garage entries that together total 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 to preserve residential privacy; and requiring lower level residential units to be independently accessible from the sidewalk instead of from common lobbies.

(2.b) *Treatment of Ground Floors Located on Commercial Streets—Ocean, San Jose, and Geneva Avenues.* Key standards and guidelines include:

- 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 11-foot 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 30 feet from any street-facing property line.
- Prohibiting new curb cuts on Ocean Avenue between San Jose Avenue and Manor Drive.

*Height and Bulk Limit Changes.* The Area Plan includes changes to existing height and bulk controls in selected portions of the Project Area; for example, the 40-foot height limit would be changed to 45 feet along most of Ocean Avenue between Phelan Avenue and Manor Drive, as well as for some parcels along the east side of San Jose Avenue. In addition, height limits along the north side of Ocean Avenue between Phelan and Plymouth Avenues would be decreased from 65 to 55 feet, permitting up to five stories of development on these parcels. Existing development in the Ocean Avenue corridor and along the east side of San Jose Avenue and its

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<sup>8</sup> Garage entries could be a minimum of 10 feet wide, even if 30 percent of the width of the ground level is less than 10 feet.

vicinity is generally one to four stories tall; the proposed height limit changes would permit 45- to 55-foot-tall development in these areas, which would be compatible with the scale of existing development.

The Upper Yard parcel is currently zoned for 105-E and 40-X height and bulk limits, which would be changed to 85-E for the entire parcel.<sup>9</sup> The Area Plan indicates high-density mixed-use developments on the Upper Yard parcel; this development could be built up to a maximum height of 85 feet. Existing development on the Upper Yard parcel and its surrounding areas is generally one to four stories and no more than 40 feet tall. Thus, the proposed change in height limits and the development that could occur as a result of it would constitute a visual change in the Transit Station Neighborhood subarea. In order to preserve the historic Geneva Office Building and Powerhouse, the existing height and bulk limit would be changed from 105-E to 40-X, the existing height of the Geneva Office Building. The Area Plan anticipates that this change would eliminate any vertical additions to the existing historic building.

#### Proposed Development Sites

The Area Plan includes specific proposals for development of two Project Area sites, located adjacent to each other along the north side of Ocean Avenue between Phelan and Plymouth Avenues: The Phelan Loop Site is currently used as a MUNI bus turn-around and layover area, and includes no built structure on the site. The Kragen Auto Parts Site is occupied by a one-story auto parts supply store with an attached auto-repair and retail facility that is set back from the street. Surface parking is provided in front of and on both east and west sides of this structure.

*Phelan Loop Site.* Residential development occupying up to four floors above ground-floor retail space, with provision of about 0.5 acres of open space and a replacement bus layover area, is proposed on this site. According to the Area Plan, the proposed Phelan Loop development would include the following design features: open space would be provided adjacent to the proposed building; awnings and canopies would be provided along the Ocean Avenue right-of-way; and the building would have a chamfered corner set diagonally to the intersection of Ocean and Harold Avenues. The extension of Harold Avenue north of Ocean Avenue could possibly include active open space for outdoor dining and informal gathering. Garage entrances would be permitted on Lee Avenue, but not on Ocean or Harold Avenues; blank garage walls would be discouraged. Podium parking would be screened from view to the extent possible.

*Kragen Auto Parts Site.* Brighton Avenue would be extended through the Kragen Auto Parts Site, creating two distinct sub-sites—the west site and east site, which would facilitate the development of two buildings, one on each site. The building developed on the east site would be five stories or 55 feet tall. The building developed on the west site would be four to five stories

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<sup>9</sup> The Green Yard parcel is located along the south side of Ocean Avenue between San Jose Avenue and I-280 and has an existing 160-foot height limit. Since development on the Green Yard parcel is expected to occur beyond 2025, it is considered to be speculative in nature and therefore has not been included in the current environmental analyses.



tall and would be encouraged to step down from 55 feet (five stories) to 45 feet (four stories) on its west end, in order to transition to the existing lower buildings to the northwest and west. Ground-floor commercial uses are proposed in one or both buildings. According to the Area Plan, if an entirely residential building is developed on one site, direct entrances to ground-floor residential units from Ocean and Brighton Avenues would be encouraged to emphasize the residential nature of the building and maintain the neighborhood's fine-grained streetwall. The entirely residential building would also be permitted to be set back up to five feet from the sidewalk to allow for projections such as individual entry stairs, bay windows, or landscaping, which would help reinforce the pedestrian zone and create an active streetscape. The proposed development on the Kragen Auto Parts Site would include the following design features: about 4,300 sq. ft. of open space would be provided adjacent to the proposed buildings; ground-floor commercial uses would front on Ocean Avenue. Either below-grade or podium parking would be provided; podium parking would be screened from view to the extent possible.

The proposed development on the Phelan Loop and Kragen Auto Parts sites would be built to the property lines, up to a maximum height of 55 feet. The Area Plan envisions that redevelopment of these two parcels, the Phelan Loop and Kragen Auto Parts sites, would contribute to the creation of a cohesive streetwall along the north side of Ocean Avenue between Phelan and Plymouth Avenues.

#### *Project-Related Visual Effects*

The Area Plan would result in visual changes to the Project Area, because it would intensify the extent of development in the Project Area. Some existing structures would also be demolished to make way for new development. The proposed new development is intended to enhance the overall urban environment of the Project Area and its vicinity by encouraging development of a well-designed built environment here. New infill development is mainly proposed for under-utilized or vacant sections of the Project Area, in order to better connect these areas with the tight-knit urban fabric of surrounding neighborhoods. The Area Plan includes changes to existing height and bulk controls in selected portions of the Project Area. These height and bulk changes are intended to ensure that potential development opportunities in the Project Area are maximized, but new development would still be appropriately scaled for the surrounding low- to mid-rise context.

As called for in the Area Plan's architectural and urban design guidelines, proposed new development in the Project Area would be expected to be compatible with dominant architectural features of the existing built environment, including massing, articulation, and architectural features prevalent in the Project Area. The Area Plan's architectural guidelines call for incorporating exterior materials such as stone, masonry, wood, pre-cast concrete, and high-grade traditional "hard coat" stucco for all visible façades. Although visual quality is subjective, given that new development in the Area Plan would incorporate features that contribute to and enhance the best characteristics as well as help strengthen the neighborhood character of the existing built environment, and that proposed new development would be appropriately scaled to fit in with

existing development, implementation of the Area Plan is not expected to result in a substantial, demonstrable adverse aesthetic effect. The Area Plan is also not expected to substantially degrade the visual character of the Project Area and its surroundings.

The Project Area includes a major public open space, Balboa Park, which is under the jurisdiction of the Recreation and Park Department. Existing views from the park consist mostly of low- to mid-scale residential development to the north and east of the park; the City College main campus buildings, particularly buildings located on a hilltop, are visible to the west across I-280; and the low- to mid-rise structures in the transit station neighborhood are visible to the south. Dense vegetation along the perimeter of the park partially obstruct existing views from the park. New development in the Project Area may be visible from the park; however, because of intervening buildings—particularly City College buildings—the view from Balboa Park would, at most, include the uppermost portion of proposed buildings. Views to the south from the park would change with development of the proposed freeway deck over I-280 in the long-term (around 2025).

With the exception of 85-foot-tall, transit-oriented mixed-use development that is expected to occur on the Upper Yard parcel, most development that would result from implementation of the Area Plan would not appear substantially taller than existing development in the surrounding area.<sup>10</sup> The substantially taller development planned on the Upper Yard parcel located immediately south and southeast of the BART station would appear against a backdrop of existing and planned low- to mid-rise buildings. According to the Area Plan, the increased scale of development on potential sites in proximity of the BART station would be appropriate, because it would concentrate development around the Project Area's major transportation node and would help highlight its importance as a vital transit hub in relation to the rest of the Project Area. Overall, the Area Plan would not be considered to have substantial adverse skyline effects.

In summary, the development that would result due to implementation of the Area Plan would be constructed within an increasingly dense built urban area. The visibility of this proposed development would be somewhat limited due to a combination of intervening topography, vegetation, and existing development. The proposed development is not expected to be very visible from mid- to long-range vantage points, such as John McLaren Park and Mount Davidson. If improvements and new development resulting from the Area Plan were visible, they would appear among a number of other similarly-scaled buildings forming the surrounding built environment. Overall, although the developments resulting from the Area Plan would be visible from surrounding areas and other viewpoints, the Area Plan would not obstruct existing publicly accessible scenic views nor have a substantial adverse effect on an existing scenic vista.

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<sup>10</sup> Since development on the Green Yard parcel, zoned for up to 160-foot-tall buildings, is expected to occur beyond 2025, it is considered to be speculative in nature. Therefore, it has not been included in this discussion.

Implementation of the Area Plan would include installation of outdoor lighting typical of developed urban areas in the vicinity. New outdoor street lighting is expected on the proposed Lee, Harold, and Brighton Street extensions. Outdoor lighting would be part of new development on various potential sites in the Project Area. Thus, implementation of the Area Plan may increase light sources in the Project Area. The Project Area is in an urban setting that already has numerous lighting sources, and implementation of the Area Plan is not expected to result in a substantial increase from the existing amount of outdoor lighting. The two specific developments at the Phelan Loop Site and Kragen Auto Parts Site would include outdoor lighting typical of multi-unit residential and commercial development in the project vicinity. These developments would be required to comply with all applicable City standards related to lighting. Overall, visual impacts associated with introduction and increase in light sources in the Project Area are considered less than significant.

In light of the above, the Area Plan and its specific development projects would not result in significant impacts related to visual quality and urban design, and this topic requires no further discussion in the EIR.

3.	<b><u>Population</u></b> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.	Induce substantial growth or concentration of population?	<u>TO BE DETERMINED</u>		
b.	Displace a large number of people (involving either housing or employment)?	<u>TO BE DETERMINED</u>		
c.	Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?	<u>TO BE DETERMINED</u>		

In general, a project is considered growth-inducing if implementation would result in substantial population increases. A project is generally also considered growth-inducing if it provides new infrastructure for subsequent developments. The proposed Area Plan, while within an urbanized area, could encourage substantial mixed-use development and therefore alter existing development patterns in the Balboa Park Project Area. The EIR will discuss changes in population and housing. The EIR will also examine anticipated changes in employment, including the nature of employment opportunities. While new employment opportunities may be created as a result of infill development encouraged by the Area Plan, new housing is also encouraged. The amount of housing demand likely to be generated from new jobs in the Project Area is expected to be more than offset by the number of residential units expected to be built and proposed in the Project Area. These items will be discussed further in the EIR.

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|----|---|-------------------------|-----------|------------------|
| 4. | <b><u>Transportation/Circulation</u></b> - Could the project:   | <u>Yes</u>              | <u>No</u> | <u>Discussed</u> |
| a. | Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?     | <u>TO BE DETERMINED</u> |           |                  |
| b. | Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards? | <u>TO BE DETERMINED</u> |           |                  |
| c. | Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?             | <u>TO BE DETERMINED</u> |           |                  |
| d. | Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?                       | <u>TO BE DETERMINED</u> |           |                  |

Increased residential population and increased employment resulting from the Area Plan and its specific development projects would result in increased demand on the local transportation system. The Area Plan, as well as the specific development projects, would also alter existing traffic and transit circulation patterns. Effects on transportation and circulation, including intersection operations, transit demand, and impacts on pedestrian and bicycle circulation, parking, and freight loading, will be analyzed in the EIR, based on a background Transportation Report prepared for this Area Plan.

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|----|--|-------------------------|-----------|------------------|
| 5. | <b><u>Noise</u></b> - Could the project:                             | <u>Yes</u>              | <u>No</u> | <u>Discussed</u> |
| a. | Increase substantially the ambient noise levels for adjoining areas? | <u>TO BE DETERMINED</u> |           |                  |
| b. | Violate Title 24 Noise Insulation Standards, if applicable?          | —                       | <u>X</u>  | <u>X</u>         |
| c. | Be substantially impacted by existing noise levels?                  | <u>TO BE DETERMINED</u> |           |                  |

#### Construction Noise

Construction noise is regulated by the San Francisco Noise Ordinance (Article 29 of the Police Code). The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 dBA at a distance of 100 feet from the source. Impact tools, such as jackhammers and impact wrenches, must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the Ordinance prohibits construction work between 8:00 p.m. and 7:00 a.m., if noise would exceed the ambient

noise level by 5 dBA at the project property line, unless a special permit is authorized by the Director of Public Works. Demolition and construction operations for the two development projects, and for other development that would occur in the Project Area under the Area Plan, would comply with the Noise Ordinance. Compliance with the Noise Ordinance is required by law and would reduce construction noise impacts to a less-than-significant level. Construction noise will not be discussed further in the EIR.

#### Operational Noise

The implementation of the proposed Area Plan would have the potential to increase noise conflicts between planned residential uses and existing noise sources, including vehicular traffic on the I-280 freeway and local streets, BART train operations (above-ground facilities within the Project Area), and BART/MUNI transfer station-related operations. This topic will be included in the EIR. Discussion of existing area noise and the impact of noise on the surrounding neighborhoods, as well as on proposed uses in the Project Area will be included in this EIR subsection.

The EIR noise analysis will focus on evaluating noise impacts on residential areas that are planned in proximity to major noise sources. Up to four long-term and four short-term noise measurements will be taken at key locations within the Project Area to characterize existing noise levels near major noise sources and to assess the potential for noise conflicts between planned uses and existing/future noise sources. Noise increases associated with Area Plan-related traffic increases will be estimated on up to 12 local roadway segments, including at least one near the Kragan Auto Parts and/or Phelan Loop Sites to provide a project-specific analysis for these development projects. Noise impacts on existing sensitive receptors will also be considered in the EIR.

Title 24 of the California Code of Regulations establishes uniform noise insulation standards for residential projects. The Department of Building Inspection would review the final building plans of new development resulting from implementation of the Area Plan to ensure that the building wall and floor/ceiling assemblies meet State standards regarding sound transmission. Overall, the Area Plan and its specific development projects would not violate Title 24 Noise Insulation requirements, and this topic requires no further discussion in the EIR.

6.	<b><u>Air Quality/Climate</u></b> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.	Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?	<u>TO BE DETERMINED</u>		
b.	Expose sensitive receptors to substantial pollutant concentrations?	<u>TO BE DETERMINED</u>		

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
c. Permeate its vicinity with objectionable odors?	<u>TO BE DETERMINED</u>		
d. Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?	<u>TO BE DETERMINED</u>		

### Air Quality

*Construction Emissions.* Demolition, excavation, grading, foundation and other ground-disturbing construction activity would temporarily affect localized air quality for varying periods of time, causing temporary increases in particulate dust and other pollutants. Soil movement for foundation excavation and site grading would create the potential for wind-blown dust to add to the particulate matter in the local atmosphere while open soil is exposed. Excavation and movement of heavy equipment could emit nitrogen oxides, carbon monoxide, sulfur dioxide, reactive organic gases, or hydrocarbons, inhalable particulate matter (diameter less than 10 microns [PM<sub>10</sub>]) and fine particulate matter (diameter of less than 2.5 microns [PM<sub>2.5</sub>]) as a result of diesel fuel combustion.

While construction emissions would occur in short-term, temporary phases, they could cause adverse effects on local air quality. The Bay Area Air Quality Management District (BAAQMD), in its *CEQA Guidelines*, has developed an analytical approach that obviates the need to quantitatively estimate these emissions. The BAAQMD has identified a set of feasible particulate control measures for construction activities. The two development projects would each include these measures to reduce the effects of construction activities to a less-than-significant level. In order to reduce the quantity of dust generated during site preparation and construction, the individual project sponsors for specific development projects in the Area Plan would be required to incorporate Mitigation Measure AQ-1, p. 65, incorporating the BAAQMD particulate control measures that are applicable to all construction sites. With implementation of Mitigation Measure AQ-1, the project would not have significant construction-related air quality impacts.

*Operational Emissions.* The BAAQMD has established thresholds for projects requiring its review for potential air quality impacts. These thresholds are based on the minimum-size projects that the District considers capable of producing air quality problems due to vehicular emissions. One of the applicable thresholds is 2,000 new vehicle trips per day.<sup>11</sup>

Implementation of the Area Plan would increase development in the Project Area and therefore would likely generate more than an additional 2,000 vehicle trips per day, resulting in the need for a quantitative analysis of air emissions.<sup>12</sup> This topic will be included in the EIR, which will

<sup>11</sup> Bay Area Air Quality Management District, *CEQA Guidelines*, 1996, revised 1999, p. 24.

<sup>12</sup> Bay Area Air Quality Management District, *CEQA Guidelines*, 1996, revised 1999, p. 24.

address existing area air quality and the anticipated project-related air quality impacts on the surrounding neighborhoods and on proposed uses in the Project Area.

The EIR will include analyses of short- and long-term changes in regional and local air pollutant emissions associated with Area Plan implementation, and air quality impacts will be evaluated in accordance with Bay Area Air Quality Management District (BAAQMD) *CEQA Guidelines*. The EIR will review consistency of the Balboa Park Station Area Plan with the BAAQMD *Clean Air Plan* using parameters such as population growth rates, vehicle use/trip lengths, use of transportation control measures, and use of buffer zones around sources of odors and toxics.

### Shadows

Planning Code Section 295 (“Proposition K”) restricts net new shadow on public open spaces under the jurisdiction of the Recreation and Park Department by any new structure exceeding 40 feet unless the City Planning Commission, in consultation with the Recreation and Park Department, finds the impact to be insignificant. The Area Plan includes Balboa Park, which is a Recreation and Park Department property. In addition, the approximately 0.5-acre Phelan Loop Plaza proposed as part of the Phelan Loop Site development is expected to be acquired by the Recreation and Park Department. Increased building heights resulting from the Area Plan and its specific development projects could thus potentially increase shadows on public open spaces under the jurisdiction of the Recreation and Park Department, as well as on publicly accessible open spaces that are not under the jurisdiction of the Recreation and Park Department.

Implementation of the Area Plan would result in changes to height and bulk limits. Most of the height limit changes would not substantially increase maximum allowable heights in the Project Area. However, depending on specific designs for buildings proposed at the northeast and southeast corners of San Jose and Ocean Avenue in the new 45-foot height limit, net new shadows might reach the entrance to Balboa Park in the morning during some parts of the year. Analyses of the Area Plan-related potential shadow impacts on Balboa Park and the proposed Phelan Loop Plaza, a potential Recreation and Park Department property, will be presented in the EIR.

### Wind

To provide a comfortable wind environment for people in San Francisco, the City established specific pedestrian comfort and hazard criteria to be used in the evaluation of proposed buildings in areas of the City in and near downtown. These standards do not apply in the Project Area of the City where pedestrian-level winds are less affected by the surrounding cityscape.

Wind impacts are generally caused by large building masses extending substantially above their surroundings, and by buildings oriented such that a large wall catches a prevailing wind, particularly if such a wall includes little or no articulation. In general, new structures less than 80 to 100 feet in height are unlikely to result in substantial adverse effects on ground-level winds

that would exceed the pedestrian comfort level. Existing buildings in the Project Area are less than 80 feet tall and, therefore, do not generally cause substantial changes to the existing wind environment.

*Height and Bulk Limits.* Implementation of the Area Plan would result in changes to height and bulk limits in the Project Area; however, no changes are proposed that would result in new height limits over 85 feet. Since new development resulting from the proposed changes to height and bulk limits in the Area Plan would be limited to a maximum height of 85 feet or less, it would not be expected to cause substantial adverse effects on ground-level winds that would exceed the pedestrian comfort level.

The City College campus is included in the boundaries of the Project Area. Part of the existing campus is in the 105-E height and bulk district, which could potentially allow development of new structures up to a maximum height of 105 feet on the campus. The portion of the campus that is in the 105-foot height district is mainly built out, although new buildings could be proposed to replace existing ones. City College is not under the City's jurisdiction and therefore is not required to comply with local height limits. The college completed its own master plan and EIR in 2004.

Overall, development that would result from the proposed changes to height and bulk limits in the Area Plan are not expected to result in significant impacts on ground-level winds.

*Proposed Development Sites.* The Phelan Loop and Kragen Auto Parts sites are proposed to be developed up to a maximum height of 55 feet, 10 feet lower than the 65-foot maximum height currently allowed by the Planning Code. Since new development on these two sites would be less than 80-100 feet, they are not expected to cause substantial adverse impacts on ground-level winds that would exceed the pedestrian comfort level. Due to the potential height of the two development projects, no wind tunnel testing of project designs for these two sites would be required.

Overall, wind impacts would not be significant and will not be analyzed in the EIR.

7. <u>Utilities/Public Services</u> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Breach published national, state or local standards relating to solid waste or litter control?	___	<u>X</u>	<u>X</u>
b. Extend a sewer trunk line with capacity to serve new development?	___	<u>X</u>	<u>X</u>
c. Substantially increase demand for recreation or other public facilities?	___	<u>X</u>	<u>X</u>
d. Require major expansion of power, water, or communications facilities?	___	<u>X</u>	<u>X</u>



The proposed Area Plan is currently served by fire, police, schools, solid waste collection, recreational facilities, water, gas, electricity, and telecommunications. The Area Plan proposes to increase development in the Project Area, and would add approximately 4,095 new residents and approximately 90-200 new employees to the Project Area by 2025.<sup>13</sup>

#### Solid Waste

The Project Area currently receives solid waste, water, and wastewater services. The Sunset Scavenger Company provides residential and commercial garbage and recycling services to the Project Area, as well as to the rest of San Francisco. Solid waste from San Francisco is disposed of at the Altamont Landfill in Alameda County. New residents in the Project Area resulting from implementation of the Area Plan would be expected to generate approximately 4,450 pounds of solid waste per day, or approximately 1.6 million pounds of solid waste per year.<sup>14</sup> Although the amount of solid waste produced by 4,095 new Project Area residents would be substantial, it would be small in proportion to the total amount of solid waste generated by the City's 739,000 residents. Overall, development resulting from implementation of the Area Plan, including proposed development on the Kragen Auto Parts and Phelan Loop sites, would not be expected to have any substantial effect on solid waste generation; thus this topic will not be discussed further in the EIR. The Area Plan's effects related to wastewater will be discussed in the EIR.

#### Water Supply

Implementation of the proposed Area Plan would increase the intensity of development in the Project Area and consequently increase demand for water, but not in excess of amounts expected and provided for in the Project Area and the City. In Resolution 02-0084, adopted May 14, 2002, the San Francisco Public Utilities Commission determined that there is sufficient water supply to serve expected development projects in San Francisco through the year 2020, including the Project Area. Therefore, implementation of the Area Plan, including proposed development on the Kragen Auto Parts and Phelan Loop sites, would not be expected to have any substantial adverse effect on water supply and this topic will not be discussed further in the EIR.

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<sup>13</sup> Based on the household density factor for San Francisco of 2.3 persons per unit, the proposed 1,780 units envisioned in the Area Plan to be added by 2025 would house up to approximately 4,095 people. The household density factor of 2.30 for the City of San Francisco was taken from the *San Francisco General Plan Housing Element, 2004, Part I, Table 1-2: San Francisco Household Growth, 1980-2020*, p. 8. The sources for this table are cited as U.S. Census Bureau and ABAG Projections 2002. The project sponsor estimated the number of new employees (90-200) expected in the Project Area as a result of implementation of the Area Plan.

<sup>14</sup> San Francisco's residential waste generation rate is 2.5 lbs per residential unit per day. *Solid Waste Generation Study*, October 1992, pp. 4-12 (cited in *Mission Bay Subsequent Environmental Impact Report*, Mission Bay Solid Waste Generation at Build-Out, Table L.2, September 17, 1998, SCH No. 97092068). A copy of this report is available for public review, by appointment, at the Planning Department, 1660 Mission Street, 5th Floor.

### Public Schools

The San Francisco Unified School District (SFUSD) provides public primary and secondary education in San Francisco. The district is comprised of 78 elementary schools, 17 middle schools, and 21 high schools; the total enrollment is approximately 56,000 students.<sup>15</sup> Schools in proximity of the Project Area include the Sunnyside Elementary School at 250 Foerster Street, about 0.5 mile north of the Project Area; the Commodore Sloat Elementary School at 50 Darien Way, about 1.5 mile northwest of the Project Area; the James Denman Middle School at 241 Oneida Avenue, about 0.5 miles east of the Project Area; Aptos Middle School at 105 Aptos Avenue, about 1.0 miles northwest of the Project Area; and Balboa High School at 1000 Cayuga Avenue about 0.5 miles east of the Project Area.<sup>16</sup> The SFUSD is currently not a growth district. According to the *SFUSD Facilities Master Plan* of 2003, the District had excess capacity at most existing school facilities. Excess capacity is expected to increase district-wide as enrollment is projected to decline over the next 10 years.<sup>17</sup> Several schools were closed by the School Board in 2006: Golden Gate Elementary, De Avila Elementary, Franklin Middle School, and Yoey Child Development Center. Despite this excess capacity overall, certain schools were overcrowded in 2003, such as Galileo High School, at 107 percent capacity, Lincoln High School, at 115 percent capacity, and Herbert Hoover Middle School, at 126 percent capacity. No construction of new schools is planned for the City. An increase in students associated with the Area Plan would not substantially change the demand for the schools that are likely to be attended by new residents in the Project Area, nor for the entire school system overall. For the above reasons, significant impacts to school facilities would not occur as a result of implementation of the Area Plan, including proposed development on the Kragen Auto Parts and Phelan Loop sites, and this topic will not be discussed in the EIR.

### Recreation

Four new open spaces are planned for the Project Area: the Geneva Transit Plaza on the north side of Geneva Avenue between San Jose Avenue and I-280; the Phelan Loop plaza; Balboa Reservoir open space; and Brighton Avenue open space. The proposed Area Plan envisions the creation of a system of neighborhood open spaces, including active, passive, and informal gathering areas that would contribute to the overall neighborhood character of the Project Area. In addition, smaller publicly accessible neighborhood and transit-oriented parks, plazas, and a children's playground would be created, particularly in the Transit Station Neighborhood and Ocean Avenue Neighborhood Commercial District subareas.

The Project Area includes Balboa Park, a Recreation and Park Department property. It is located along the entire northern frontage of Ocean Avenue between I-280 and San Jose Avenue and

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<sup>15</sup> San Francisco Unified School District website, <http://orb.sfusd.edu/profile/prfl-100.htm>, accessed July 5, 2006.

<sup>16</sup> San Francisco Unified School District website, <http://portal.sfusd.edu/apps/SCHFIND/showmap.cfm>, accessed June 29, 2006.

<sup>17</sup> San Francisco USD, *SFUSD Facilities Master Plan*, January 2003, Section V, pp. 14-37.

extends to Havelock Street to the north. Balboa Park includes four baseball fields, two large multi-use fields, tennis courts, an indoor swimming pool, a children's play area and other park amenities. It is not accessible from Ocean Avenue and is cut off from the western portion of the Project Area by I-280. According to the Area Plan, Balboa Park edges would be redesigned to provide better physical and visual connections between the park and surrounding neighborhoods. Other parks 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; Aptos Playground 0.7 miles west 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.

An increase of about 4,095 residents over the next 20 years (up to 2025) would not be a substantial increase in the population of San Francisco and therefore would not result in a significant increase in the demand for citywide recreation facilities. Given the number of nearby public open spaces, impacts resulting from an increase in demand for recreation or other public facilities due to implementation of the Area Plan, including proposed development on the Kragen Auto Parts and Phelan Loop sites, would be less than significant, and this topic will not be discussed in the EIR.

#### Police and Fire Protection Services

The Project Area currently receives police and fire protection services. Development that would result from implementation of the Area Plan would add about 4,095 residents and about 90-200 employees to the Project Area over the next 20 years (up to 2025), and would increase demand for fire and police services in the Project Area. Although the Area Plan-related development would increase the number of calls received from the area or the level of oversight that must be provided as a result of the increase in population in the Project Area, the increase in responsibilities would not likely be substantial in light of the existing demand for police and fire protection services. The Area Plan calls for housing and economic development and it includes various physical improvements to the Project Area. According to the Area Plan, the introduction of new residents and employees, a range of neighborhood-serving commercial uses, and an improved pedestrian environment would be expected to increase activity in some less active areas, adding "eyes on the street" and helping to discourage crime. Furthermore, the increase in demand would not require the construction of any new police or fire protection facilities. For these reasons, significant impacts to police and fire protection services would not occur as a result of implementation of the Area Plan, including proposed development on the Kragen Auto Parts and Phelan Loop sites. The EIR will not discuss police or fire protection services.

### Power and Communication Facilities

The Project Area is served by power and communication facilities. Residential and commercial development that would result from implementation of the Area Plan would require typical utility connections and could tap into existing power and communications grids. Therefore, no new power or communications facilities would be necessary as a result of implementation of the Area Plan, including proposed development on the Kragen Auto Parts and Phelan Loop sites.

The Area Plan-generated demand for electricity would be negligible in the context of the overall demand within San Francisco and California, and would not in and of itself require a major expansion of power facilities. Therefore, the energy demand associated with the proposed Area Plan, including proposed development on the Kragen Auto Parts and Phelan Loop sites, would not result in a significant physical environmental effect, and the EIR will not discuss this issue.

### Other Public Utilities

The proposed Area Plan would result in a net increase of approximately 4,095 residents and about 90-200 employees in the Project Area by about 2025. As a result, there would be an incremental increase in the demand for and use of other public utilities, but not in excess of amounts expected and provided for by the existing utility infrastructure. Significant effects on these public utilities are, therefore, not expected, and this topic will not be analyzed in the EIR.

8.	<b><u>Biology</u></b> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.	Substantially affect a rare or endangered species of animal or plant, or the habitat of the species?	<u>—</u>	<u>X</u>	<u>X</u>
b.	Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?	<u>—</u>	<u>X</u>	<u>X</u>
c.	Require removal of substantial numbers of mature, scenic trees?	<u>—</u>	<u>X</u>	<u>X</u>

No rare, threatened or endangered species are known to exist in the Project Area. The Project Area is in a developed urban area and does not support or provide habitat for any rare or endangered plant or wildlife species. Except for the City College campus and Balboa Park, the Project Area is nearly completely covered by impervious surfaces. Implementation of the proposed Area Plan would not result in more impervious area on the campus or in the park. Therefore, implementation of the Area Plan would not substantially affect plant or animal habitats.

Implementation of the Area Plan would not interfere with the movement of any resident or migratory special status species. If trees were to be removed as a result of development pursuant

to the Area Plan, each developer would be required to observe the requirements of the Migratory Bird Act that prohibits disturbing active nests of migratory birds. Removal of a tree containing an active nest is generally not permitted; the developer would need to either consult with the California Department of Fish and Game to obtain permission to relocate the active nest or wait for fledglings to leave the nest.

Development resulting from implementation of the Area Plan would include new landscaping. Development on the proposed Phelan Loop Site would include about 0.5 acre of public open space adjacent to the proposed new building; landscaping for this open space has not yet been designed. Development on the Kragen Auto Parts Site would include about 4,300 sq. ft. of open space. Proposed development on these sites would not require removal of substantial numbers of mature, scenic trees; however, individual development projects within the Project Area would comply with the City's tree ordinance as described below.

The San Francisco Planning Department, Department of Building Inspection (DBI), and Department of Public Works (DPW) have established guidelines to ensure that legislation adopted by the Board of Supervisors governing the protection of trees<sup>18</sup> is implemented. The DPW Code Section 8.02-8.11 requires disclosure and protection of Landmark, Significant, and Street trees, collectively "protected trees, located not only on public property, but anywhere within the territorial limits of the City and County of San Francisco including private properties. Under the legislation, the criteria for designating a landmark tree include consideration such as age, size, shape, species, location, historical association, or visual quality. No tree in the Project Area is currently designated as a landmark tree. However, if one or more trees were to be officially designated "landmark trees" at some point in the future, and was proposed to be removed as part of development resulting from the Area Plan, a Planning Department "Tree Disclosure Statement" would be required to accompany all permit applications.

"Significant" trees are defined by the new legislation as being greater than 12 inches in diameter, or greater than 20 feet tall, or have a canopy greater than 15 feet, and are within 10 feet of a public right-of-way. If, in the future, specific development proposals for individual sites in the Project Area called for removal of "significant trees" as defined by the ordinance, tree removal permits would be required from the Board of Supervisors.

Based on the above discussion, implementation of the Area Plan would not have any significant impacts on biological resources and biology in and of itself, or contribute to any cumulative effects. This topic will not be discussed in the EIR.

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<sup>18</sup> Amendments to the San Francisco Public Works Code, Sections 802-811, File No. 051458, January 17, 2006.

9.	<b><u>Geology/Topography</u></b> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.	Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)?	___	<u>X</u>	<u>X</u>
b.	Change substantially the topography or any unique geologic or physical features of the site?	___	<u>X</u>	<u>X</u>

### Exposure to Geologic Hazards

Most of the Project Area is relatively flat with elevations ranging from approximately 200 feet in the eastern portions to 300 feet in the western portions. The hill within the City College subarea reaches a maximum elevation of approximately 350 feet.

Most of San Francisco is underlain by bedrock of the Franciscan Complex.<sup>19</sup> The bedrock is exposed in steep slopes in many areas of the City, including the hill within the City College subarea and smaller portions of this subarea and locations to the south of the City College subarea, but is buried beneath much of the Project Area. The Franciscan Complex generally consists of weakly to strongly metamorphosed greywacke, argillite, basalt, serpentinite, chert, limestone, and other rocks. Within the City College subarea and in a small area immediately to the south, the mapped bedrock consists primarily of sheared rocks derived mostly from shale and sandstone of the Franciscan Complex and serpentine. There is also a small area of Franciscan sandstone and shale mapped in the southern portion of the Project Area, to the south of Geneva Avenue near Niagara Avenue. Surficial geologic materials within the Project Area are primarily sands of the Colma Formation. Small areas of slope debris and artificial fill are present within the City College subarea.

### Regulatory Framework

#### *Building Codes*

The 1997 Uniform Building Code (UBC) contains national engineering and design code requirements that address seismic safety for new construction. The 2001 California Building Code (CBC), contained in Title 24 of the California Code of Regulations, Part 2, incorporates the UBC requirements with state-specific modifications. The San Francisco Building Code, enforced by the San Francisco Department of Building Inspection (DBI), includes amendments to the CBC and must be used in conjunction with it.

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<sup>19</sup> Wentworth, Carl; Lucks, Marjorie; Schoonover, Heather; Graham, Scott; May, Thomas; 1998. Preliminary Geologic Map of the San Francisco South 7.5' Quadrangle and Parts of Hunters Point 7.5 Quadrangle, San Francisco Bay Area, California.

### *Alquist-Priolo Earthquake Fault Zoning Act*

Surface rupture<sup>20</sup> is the most easily avoided seismic hazard. The Alquist-Priolo Earthquake Fault Zoning Act was passed in 1972 to mitigate the hazard of surface faulting to structures for human occupancy. Buildings for human occupancy cannot be constructed across the surface trace of active faults or within about 200 to 500 feet on either side of the mapped fault trace. No Alquist-Priolo Earthquake Fault Zones are located in San Francisco.

### *Seismic Hazard Mapping Act*

The Seismic Hazard Mapping Act was passed in 1990 following the Loma Prieta earthquake to reduce threats to public health and safety and to minimize the loss of life and property by identifying and mitigating seismic hazards. Under this act, the California Department of Conservation has produced seismic hazard zone maps delineating areas of potential liquefaction and earthquake-induced landslides in much of the Bay Area, including San Francisco (see Map 4 of the *San Francisco General Plan*). Development projects constructed within the Project Area would not be required to prepare site-specific geotechnical investigations for liquefaction hazards because there are no areas of potential liquefaction mapped within the Project Area.

### *Permitting Requirements*

All new construction within the Project Area, including construction at the Kragen Auto Parts and the Phelan Loop sites, would be subject to the permitting requirements of DBI to ensure compliance with applicable laws and regulations. As part of this permitting process, the final building plans would be reviewed by DBI. In reviewing building plans, DBI refers to a variety of information sources to determine existing hazards and assess requirements for mitigation. Sources reviewed include geologic maps of San Francisco as well as the building inspectors' working knowledge of areas of special geologic concern. If the need were indicated by available information, DBI would require that a site-specific geotechnical investigation be conducted and a report be prepared by a California-licensed geotechnical engineer prior to construction. The report would include design and structural requirements to address geologic and seismic hazards identified at the site. Therefore, potential damage to structures from geologic hazards on a development site would be addressed as part of the proposed development project through the DBI requirement for a geotechnical investigation and report and review of the building permit application pursuant to DBI implementation of the Building Code, and the required implementation of the measures recommended in the geotechnical report to address geologic and seismic hazards.

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<sup>20</sup> Surface rupture occurs when the movement of a fault deep within the earth breaks through to the surface. The rupture almost always follows preexisting faults that are zones of weakness. When the rupture occurs suddenly during an earthquake, structures located along the fault trace can be extensively damaged.

### Seismic Concerns

The San Francisco Bay Area is a region of high seismic activity because of faulting within the San Andreas system. Figure 5: San Francisco Bay Area Earthquake Faults, shows the principal faults of this system: the San Gregorio, San Andreas, Hayward-Rodgers Creek, Calaveras, Concord-Green Valley, and Greenville Faults plus the Mt. Diablo Thrust.<sup>21</sup> The U.S. Geological Survey (USGS) estimates that there is a 62 percent probability of at least one magnitude 6.7 or greater earthquake occurring within the San Francisco Bay Area before 2031. While a magnitude 6.7 or greater earthquake would most likely occur on one of the seven principal faults, it could also occur on a different known fault or a previously unidentified fault.

The closest active faults are the San Andreas Fault located approximately four miles southwest of the Project Area and the Hayward-Rodgers Creek Fault located approximately 20 miles northeast of the Project Area. The San Gregorio Fault is located approximately nine miles southwest of the Project Area.

A shear zone formerly known as the City College fault crosses the Project Area through the City College subarea. This feature was historically mapped as a fault but is currently considered a shear zone, therefore, it is not mapped on Figure 5.<sup>22</sup> Because this is not an active fault, the potential for fault displacement to occur along this shear zone is considered low, although minor displacement could occur in response to an earthquake on one of the regional faults.

The following analysis assesses the potential for seismic hazards including fault rupture, ground shaking, liquefaction, lateral spreading and densification, and earthquake-induced landslides to occur within the Project Area and identifies regulatory requirements that would reduce the impacts of these hazards to less than significant.

#### *Fault Rupture*

The potential for surface rupture along a known fault is low because there are no Earthquake Fault Zones or active faults crossing the Project Area or projected towards the area.<sup>23</sup>

#### *Groundshaking, Densification, and Lateral Spreading*

As is true for the entire region, the entire Project Area could be subjected to strong seismic shaking. The Association of Bay Area Governments (ABAG) predicts that the bedrock portions of the Project Area would experience light (MMV) to strong (MMVII) ground shaking in the

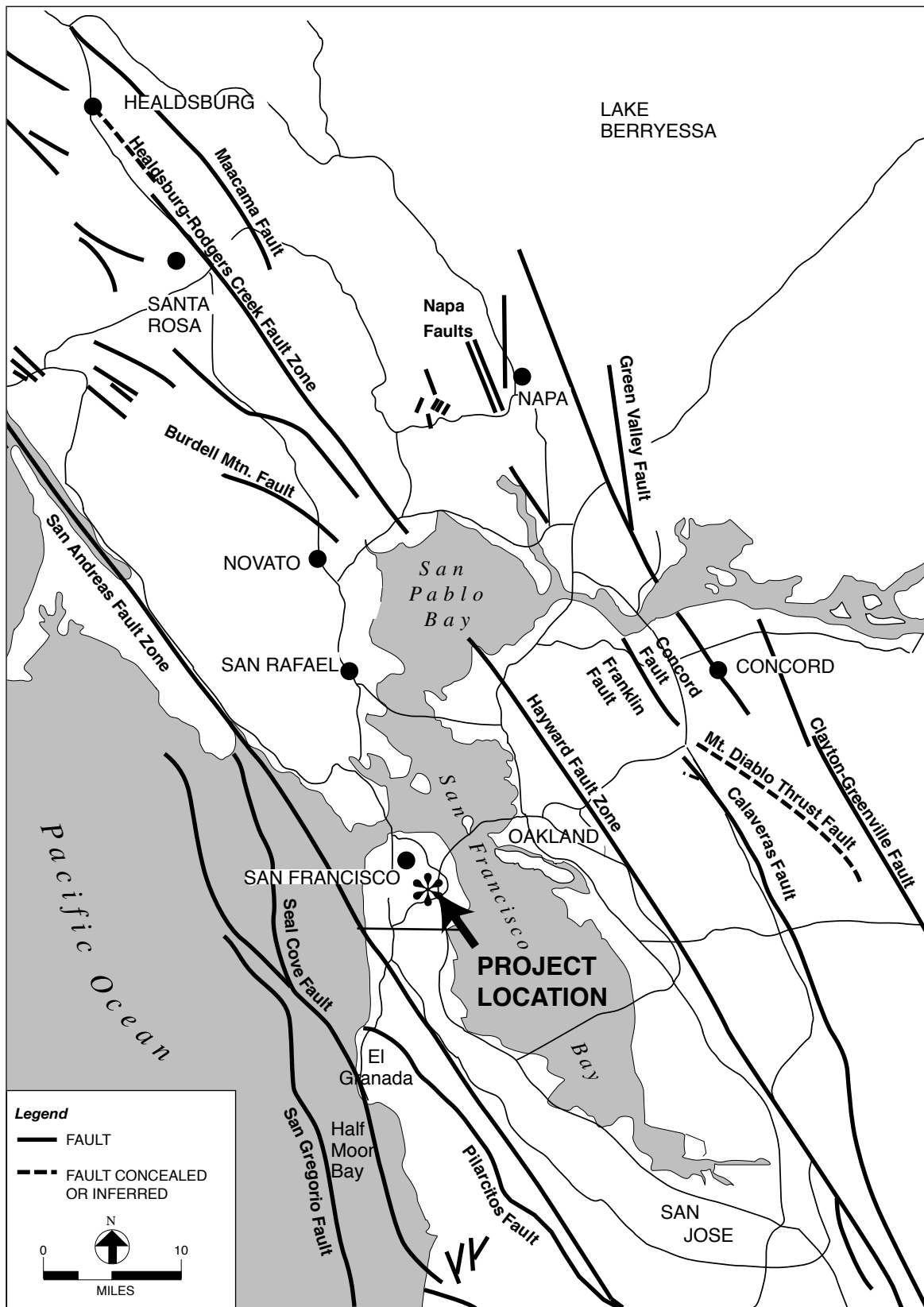
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<sup>21</sup> United States Geological Survey (USGS), 2003. Earthquake Probabilities in the San Francisco Bay Region: 2002 – 2031. By Working Group on California Earthquake Probabilities, Open File Report 03-214, available at <http://pubs.usgs.gov/of/2003/of03-214/>.

<sup>22</sup> Schlocker, Julius, 1974. Geology of the San Francisco North Quadrangle, California. Geological Survey Professional Paper 782, available at <http://pubs.er.usgs.gov/pubs/pp/pp782>.

<sup>23</sup> California Department of Conservation, 1997. *Fault Rupture Hazard Zones in California, Index to Earthquake Fault Zone Maps, Figure 4b*, available at [http://www.consrv.ca.gov/cgs/rghm/ap/Map\\_index/](http://www.consrv.ca.gov/cgs/rghm/ap/Map_index/).





SOURCE: California Division of Mines and Geology, USGS, Turnstone Consulting

# **DALDOA PARK STATION AREA PLAN EIR**

2004.1059E

**FIGURE 5: SAN FRANCISCO BAY AREA-EARTHQUAKE FAULTS**

event of a major earthquake on the San Andreas or Hayward-Rodgers Creek fault systems.<sup>24, 25</sup> The flat-lying areas which are underlain primarily by sands of the Colma Formation would be subject to moderate (MM VI) to violent (MM IX) ground shaking in the event of a major earthquake on one of these faults.

Densification occurs when loose sand above the water table is subjected to a shock. Potential consequences of densification include settlement of the ground surface. Lateral spreading is a ground failure within a nearly horizontal soil zone that causes the overlying soil mass to move toward a free face or down a gentle slope. This phenomenon can occur as a result of liquefaction.

Prior to approval of any structure to be built as a result of the Area Plan, the project sponsors for specific development projects would be required to complete a site-specific geotechnical investigation to determine the appropriate seismic design criteria. Implementation of the design and structural recommendations from the approved geotechnical investigation and compliance with the appropriate CBC and local building code requirements, subject to review by DBI, would reduce the potential impacts related to ground shaking, densification, and lateral spreading to less than significant.

#### *Liquefaction*

Liquefaction occurs when a loose saturated cohesionless soil, such as sand, is subjected to a shock and experiences an increase in pore water pressure. The soil loses a substantial amount of strength and may collapse. Potential consequences of liquefaction include the loss of bearing capacity, differential settlement, and lateral spreading; these can cause serious building foundation failures and naturally buoyant structures such as underground storage tanks that may be raised above the ground. The potential for liquefaction with the Project Area is low because there are no mapped areas of liquefaction potential within the Project Area.<sup>26, 27</sup>

#### *Earthquake-Induced Landslides*

Earthquake-induced landslides occur when hillside deposits become unstable in the event of a seismic event. The potential for earthquake-induced landslides within the Project Area is low

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<sup>24</sup> Association of Bay Area Governments, 2003. *Earthquake Hazard Map for San Francisco, various scenarios*, accessed at <http://www.abag.ca.gov> on September 9, 2005.

<sup>25</sup> MM values refer to Modified Mercalli Intensity Shaking Severity Levels which are commonly used to measure (and to describe in lay terms) earthquake effects due to ground shaking. An MM V earthquake would be felt by nearly everyone, with many awakened. Some dishes and windows would be broken and there would be a few instances of cracked plaster. Unstable objects would be overturned. Disturbances of trees and poles may also be noticed. Pendulum clocks may stop. An MM IX earthquake would result in considerable damage in specially designed structures. Well-designed frame structures would be thrown out of plumb. There would be great damage in substantial buildings, with partial collapse. Buildings would be shifted off foundations. The ground would be cracked conspicuously and underground pipes broken.

<sup>26</sup> *San Francisco General Plan*, Community Safety Element, Map 4, 1997, available at [http://www.sfgov.org/site/planning\\_index.asp?id=24884](http://www.sfgov.org/site/planning_index.asp?id=24884).

<sup>27</sup> California Department of Conservation. *State of California Seismic Hazards Zones, City and County of San Francisco, Official Map*. November 17, 2001, available at [http://gmw.consrv.ca.gov/shmp/html/pdf\\_maps\\_no.html](http://gmw.consrv.ca.gov/shmp/html/pdf_maps_no.html).

because there are no mapped areas of potential landslide hazards<sup>28</sup> or potential earthquake-induced landslides<sup>29</sup> within the Project Area.

### Other Geologic Concerns

#### *Increased Erosion and Loss of Top Soil*

Construction conducted within the Project Area could increase the potential for erosion and loss of top soil unless appropriate precautions are taken during construction. However, measures to control erosion during and after construction would be specified in the Stormwater Pollution and Prevention Plan prepared for the specific development projects, as discussed in Hydrology and Water Quality (Section 10, p. 53). Therefore, this impact would be less than significant.

#### *Expansive Soil*

Expansive soil could be located within the Project Area; thus, without the appropriate measures, differential settlement and other damage could occur as a result of construction on this type of soil. However, the building code specifies standards for determining the expansive characteristics of soil and Table 18-1-B of the building code specifies expansion indexes for the soil. As part of the permitting requirements, DBI would require that the geotechnical investigation conducted for a specific development project determine the expansion index of the soil. Compliance with the building code requirements for construction in expansive soils would reduce potential impacts related to these soils to less-than-significant levels.

#### *Corrosive Soil*

Corrosive soils<sup>30</sup> (including high-sulfate, low pH, and low-resistivity soil) could also be located within the Project Area. High-sulfate soils are corrosive to concrete and may prevent complete curing, reducing its strength considerably. Low pH and/or low-resistivity soils can corrode buried or partially buried metal structures. However, as part of the permitting requirements, DBI would require that the geotechnical investigation conducted for a specific development project determine the corrosivity of the soil and whether sulfate-resistant concrete is needed for foundation construction based on criteria presented in the building code. Compliance with the building code requirements for addressing impacts related to corrosive soil would reduce potential impacts related to corrosive soils to less-than-significant levels.

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<sup>28</sup> *San Francisco General Plan*, Community Safety Element, Map 5, 1997.

<sup>29</sup> California Department of Conservation, *Seismic Hazards Zones*, 2001.

<sup>30</sup> Corrosivity of soils is commonly found to be related to several key parameters including soil resistivity, presence of chlorides and sulfates, oxygen content, and pH. Typically, the most corrosive soils are those with the lowest pH and highest concentration of chlorides and sulfates. Wet/dry conditions can result in a concentration of chlorides and sulfates as well as mechanical action that tends to break down protective corrosion films and coatings on the surface of building materials.

### *Excavation on Slopes*

Grading on or near a steep slope could cause soil to become unstable and induce ground failures. With the exception of the Balboa reservoir site, the slopes within the Project Area are all less than 2:1 and therefore this impact would not apply to most development projects. For development projects located near or on the Balboa Reservoir site, the building code contains provisions which require that grading on slopes of greater than 2:1 must be done in accordance with the recommendations of a soil engineering report. Implementation of the recommendations from the approved geotechnical report and compliance with the appropriate building code requirements, subject to review by DBI, would reduce the potential impacts related to excavation on slopes to less than significant.

Based on the above discussions, impacts related to exposure to geologic and seismic hazards would be less than significant through compliance with legal requirements, and this topic will not be further discussed in the EIR.

### Change in Topography or Unique Geologic or Physical Features

Groundwater beneath the Project Area is encountered at a depth of 10 to 30 feet below ground surface.<sup>31</sup> Should dewatering be necessary for new construction in the Project Area, the final soils report would address the potential settlement and subsidence impacts of this dewatering. Based upon this discussion, the report would contain a determination as to whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, the Department of Public Works would require that a Special Inspector (as defined in Article 3 of the Building Code) be retained by the project sponsors of specific development projects to perform this monitoring.

Groundwater observation wells would be installed to monitor potential settlement and subsidence. If, in the judgment of the Special Inspector, unacceptable movement were to occur during dewatering, groundwater recharge would be used to halt this settlement.

Implementation of the recommendations from the approved geotechnical report and compliance with DBI requirements would reduce the potential impacts related to groundwater dewatering to less-than-significant levels.

Implementation of development under the Area Plan would not substantially alter the topography or change any unique geologic or physical features. Therefore, impacts related to changes in topography would be less than significant.

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<sup>31</sup> California Department of Conservation, *Seismic Hazard Evaluation of the City and County of San Francisco, California*, Open File Report 2000-009, 2000, available at [http://gmw.consrv.ca.gov/shmp/html/eval\\_rpts\\_no.html](http://gmw.consrv.ca.gov/shmp/html/eval_rpts_no.html).

## Kragen Auto Parts Site

This development site is not in a mapped Special Geologic Study Area, as shown in the Community Safety Element of the *San Francisco General Plan*. A site-specific geotechnical investigation was conducted for development of the Kragen Auto Parts Site.<sup>32</sup> The site is mapped within the Colma Formation, which typically consists of friable, well-sorted, fine to medium sand with a few beds of sandy silt, clay, and gravel. Based on the geotechnical investigation, the site is immediately underlain by approximately one to seven feet of fill consisting of silty sand. The fill grades to medium dense clayey sand which generally extends to a depth of eight to ten feet and is underlain by silty, well graded dense sand. The depth to groundwater ranges from 17 to 27 feet below ground surface, although shallower water bearing zones may be present.

As is true for the entire Project Area, the proposed Kragen Auto Parts Site could experience strong ground shaking in the event of an earthquake on one of the regional faults. However, as described above, with implementation of the design and structural recommendations from the geotechnical investigation and compliance with the appropriate building code requirements, subject to review by DBI, impacts related to groundshaking would be less than significant.

Based on the density of the sand identified beneath the site and the depth to groundwater, the potential for liquefaction and densification at this site is considered low. Lateral spreading is not likely because the site is not bound by any slopes, and the dense materials in the reservoir embankment to the north would not be likely to be subjected to lateral spreading.

Groundwater dewatering would likely be required for construction of the below ground parking. However, the final soils report for this project would address the potential settlement and subsidence impacts of this dewatering and impacts related to dewatering would be less than significant with implementation of the recommended measures and compliance with DBI requirements, described above.

The geotechnical report also includes the following recommendations to address site specific conditions:

- Constructing a moisture retarder system directly beneath the slab, appropriate water-cement ratios, inspection to ensure proper water-cement ratios, and appropriate curing of concrete slabs to reduce water vapor migration through the slab and into the building.
- Constructing subdrainage to prevent penetration of shallow groundwater into the structure, depending on the depth of below-ground parking.

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<sup>32</sup> ENGEO, *Geotechnical Investigation, 1150 Ocean Avenue, San Francisco, California. Submitted to Avalon Bay Communities, San Jose, California.* November 14, 2005. This report is on file with the Planning Department and available for public review, by appointment, at 1660 Mission Street as part of the project file.

- Soil testing for corrosivity once grading at the site is completed, but prior to building and utility construction, to determine if sulfate-resistant concrete is needed for foundation construction based on criteria presented in the building code.
- Constructing utility trenches to prevent water movement within the trenches, thereby preventing surface water percolation into the sands under foundations and pavements where it could become trapped.
- Developing shoring and excavation plans for the subgrade excavation adjacent to Balboa Reservoir which has a slope of approximately 2:1 (vertical to horizontal) once the extent of excavation is known and design of the walls of the below-ground parking structure as retaining walls.

During the final design, the geotechnical report recommends that the geotechnical consultant review the final plans and specifications for the proposed development project for conformance with the recommendations of the geotechnical report. In addition, the geotechnical consultant would provide full-time observation, together with field and laboratory testing, during grading. The foundation excavation would also be observed prior to placement of concrete.

Implementation of the recommendations from the geotechnical report, subject to review by the DBI and enforced through issuance of the building permit, would reduce these potential impacts to less-than-significant levels.

#### Phelan Loop Site

All new construction at the Phelan Loop Site would be subject to the permitting requirements of the DBI to ensure compliance with applicable laws and regulations. As part of this permitting process, the final building plans would be reviewed by the DBI. In reviewing building plans, the DBI refers to a variety of information sources to determine existing hazards and assess requirements for mitigation. Sources reviewed include geologic maps of San Francisco as well as the building inspectors' working knowledge of areas of special geologic concern. If the need were indicated by available information, DBI would require that site-specific geotechnical investigation be conducted and a report be prepared by a California-licensed geotechnical engineer prior to construction. The report would include design and structural requirements to address geologic and seismic hazards identified at the site. Therefore, potential damage to structures from geologic hazards on the project site would be addressed as part of the proposed project through the DBI requirement for a geotechnical investigation and report, review of the building permit application pursuant to DBI implementation of the Building Code, and the required implementation of the measures recommended in the geotechnical report to address geologic and seismic hazards. Therefore, the geologic impacts of development of the Phelan Loop Site would be less than significant.

## Conclusion

Based on the analysis and discussion above, compliance with state and local building code requirements, and recommendations of any geotechnical investigations required by DBI would reduce geologic and seismic impacts of development in the Project Area, including the Kragen Auto Parts and Phelan Loop sites, to less-than-significant levels and this topic will not be further discussed in the EIR.

10.	<b><u>Water</u></b> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.	Substantially degrade water quality, or contaminate a public water supply?	<u>   </u>	<u>X</u>	<u>X</u>
b.	Substantially degrade or deplete groundwater resources, or interfere substantially with groundwater recharge?	<u>   </u>	<u>X</u>	<u>X</u>
c.	Cause substantial flooding, erosion or siltation?	<u>   </u>	<u>X</u>	<u>X</u>

Implementation of the Area Plan would not substantially degrade water quality or contaminate a public water supply. All sanitary wastewater from the buildings that would be constructed, and stormwater runoff from the Project Area would flow into the City's combined sewer system, to be treated at either the Southeast or Oceanside Water Pollution Control Plant prior to discharge into San Francisco Bay (from the Southeast Plant) or the Pacific Ocean (from the Oceanside Plant). Treatment would be provided pursuant to the effluent discharge limitations set by the Plants' National Pollutant Discharge Elimination System (NPDES) permits.

Any groundwater encountered during construction of the proposed development project(s) would be subject to requirements of the City's Industrial Waste Ordinance (Ordinance Number 199-77), requiring that groundwater meet specified water quality standards before it may be discharged into the sewer system. The Environmental Regulation and Management Department of the S.F. Public Utilities Commission must be notified of development projects necessitating dewatering, and may require water analysis before discharge.

The portions of the Project Area to be developed are substantially covered with paving and buildings. Implementation of the Area Plan, including development on the Kragen Auto Parts Site, would include demolition of some existing buildings and construction of new buildings; however, construction of new buildings would not substantially change the amount of impervious surface coverage in the Project Area. Thus there would be no change in the rate of infiltration that could interfere with groundwater recharge.

Since implementation of the Area Plan would not substantially change the amount of impervious surface in the Project Area, there would be no change in the rate of runoff that could cause

flooding. During construction at all individual building sites, requirements to reduce erosion would be implemented pursuant to Building Code Chapter 33, Excavation and Grading.

Based on the information above, there would be no significant water quality, groundwater, flooding, or erosion impacts from implementation of the Area Plan or the specific development projects and this topic will not be further discussed in the EIR.

11.	<b><u>Energy/Natural Resources</u></b> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.	Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	___	<u>X</u>	<u>X</u>
b.	Have a substantial effect on the potential use, extraction, or depletion of a natural resource?	___	<u>X</u>	<u>X</u>

Implementation of the Area Plan would include construction and occupancy of residential and commercial buildings. These uses would not result in use of large amounts of fuel, water, or energy. New buildings would meet current State and local standards regarding energy consumption, including Title 24 of the California Code of Regulations enforced by the Department of Building Inspection. For this reason, development carried out pursuant to the Area Plan would not cause energy to be used in a wasteful manner, and would have a less-than-significant impact on energy and natural resources.

San Francisco consumers have recently experienced rising energy costs and uncertainties regarding the supply of electricity. The root causes of these conditions are under investigation and are the subject of much debate. Part of the problem may be that the state does not generate sufficient energy to meet its demand and must import energy from outside sources. Another part of the problem may be the lack of cost controls as a result of deregulation. The California Energy Commission is currently considering applications for the development of new power generating facilities in San Francisco, the Bay Area, and elsewhere in the state. These facilities could supply additional energy to the power supply grid within the next few years. These efforts, together with conservation, will be part of the statewide effort to achieve energy sufficiency. Full buildout of the Project Area as a result of implementation of the Area Plan is anticipated by 2025 or beyond; therefore additional generating facilities may have been completed by the time of buildout of the Project Area.

Development pursuant to the Area Plan, including the development projects on the Kragen Auto Parts and Phelan Loop sites, would use energy produced in regional power plants using hydropower and natural gas, oil, coal, and nuclear fuels.<sup>33</sup> Implementation of the Area Plan

<sup>33</sup> San Francisco receives electric power from the California power grid. Power is supplied to the grid from many power plants, including the Diablo Canyon Power Plant.



would not require substantial quantities of other non-renewable natural resources. Fuel or water would not be used in an atypical or wasteful manner by development projects in the Project Area. Therefore, implementation of the Area Plan and its specific development projects would not have a significant effect on the use, extraction, or depletion of a natural resource and this topic will not be discussed further in the EIR.

12.	<b><u>Hazards</u></b> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.	Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	___	<u>X</u>	<u>X</u>
b.	Interfere with emergency response plans or emergency evacuation plans?	___	<u>X</u>	<u>X</u>
c.	Create a potentially substantial fire hazard?	___	<u>X</u>	<u>X</u>

#### Public Health Hazards and Use of Hazardous Materials

##### Setting

The following are the primary potential sources of hazardous materials in the Project Area:

- historic and existing uses of hazardous materials, including underground storage tanks (USTs), and permitted handling of hazardous wastes;
- identified sites where soil or groundwater has been affected by a chemical release(s) from past or present land uses (referred to as “environmental cases”); and
- hazardous building materials that were historically used in construction.
- Naturally-occurring asbestos in rock and soils.

Information on existing uses of hazardous materials and environmental cases was obtained from a review of federal and state environmental databases within the Project Area and a ¼ mile buffer zone.<sup>34</sup> This information is summarized below.

A number of specific permitted<sup>35</sup> uses were identified by the database review within the Project Area and buffer zone. Two of the permitted uses are Resource Conservation and Recovery Act (RCRA)-permitted large quantity generators,<sup>36</sup> including City College and the MUNI Metro

<sup>34</sup> Environmental Data Resources, EDR DataMap Area Study, Balboa Park Station Area Plan EIR, San Francisco, CA, 94112. Inquiry number 01475698.1r. July 29, 2005. RCRA LQG, EMI, SWF/LF, HAZNET, RCRA SQG, CLEANERS, UST, CA FID UST, and HIST UST databases.

<sup>35</sup> Use of many types of hazardous materials is permitted under state and federal laws. Typically, users must: 1) file periodic reports describing the types and quantities of materials used, and 2) demonstrate that adequate safeguards are in place to prevent releases to the environment.

<sup>36</sup> A large quantity generator produces over 1,000 kilograms per month of non-acutely hazardous waste.

Center at 2200 San Jose Avenue.<sup>37</sup> In 2001, City College generated approximately 14 tons of hazardous wastes. This facility also has a permitted underground storage tank (UST),<sup>38</sup> has reported emissions of toxic or criteria air pollutants to the Bay Area Air Quality Management District (BAAQMD),<sup>39</sup> has a historic solid waste facility that has been closed,<sup>40</sup> and has manifested hazardous wastes<sup>41</sup> for off-site disposal or recycling.<sup>42</sup> In 2001, the MUNI Metro Center generated approximately 50 tons of hazardous waste. This facility also is known to have had USTs<sup>43</sup> (the database review did not indicate whether the USTs are still present) and has manifested hazardous wastes for off-site disposal or recycling.<sup>44</sup> The other permitted use sites have sent hazardous wastes to off-site disposal or recycling facilities,<sup>45</sup> or are RCRA-permitted small quantity<sup>46</sup> hazardous waste generators,<sup>47</sup> dry cleaning facilities,<sup>48</sup> or facilities that have reported emissions of toxic or criteria air pollutants to the BAAQMD.<sup>49</sup>

Ten facilities within the Project Area are known to have had leaking underground storage tanks (USTs).<sup>50</sup> Gasoline was the substance released at each of the sites, and groundwater quality was affected at all but one. Seven of these cases have been closed by the regulatory agencies, remedial action is underway at two, and no action was taken at one.

Ten other leaking UST sites were identified in the buffer zone adjacent to the Project Area, but, because of their distance from the Project Area, these are not likely to affect uses in the Project Area.

#### *Naturally-Occurring Asbestos*

As discussed in Geology/Topography (p. 44), a small area of bedrock to the south of the City College subarea consists primarily of rocks derived mostly from the Franciscan Complex and serpentine. Fill materials historically used in the Project Area could also have been obtained from outcrops of bedrock containing serpentinite. This rock type is known to contain chrysotile, a naturally occurring asbestos<sup>51</sup> mineral that can be a human health hazard if it becomes airborne.

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<sup>37</sup> Environmental Data Resources, 2005, RCRA LQG database.

<sup>38</sup> Environmental Data Resources, 2005, UST database.

<sup>39</sup> Environmental Data Resources, 2005, EMI database.

<sup>40</sup> Environmental Data Resources, 2005, SWF/LF database.

<sup>41</sup> Manifested hazardous wastes means that hazardous waste has been transported under RCRA regulations to a RCRA-permitted hazardous waste disposal or recycling facility.

<sup>42</sup> Environmental Data Resources, 2005, HAZNET database.

<sup>43</sup> Environmental Data Resources, 2005, CA FID UST, and HIST UST databases.

<sup>44</sup> Environmental Data Resources, 2005, HAZNET database.

<sup>45</sup> Environmental Data Resources, 2005, HAZNET database.

<sup>46</sup> A small quantity generator produces more than 100 and less than 1,000 kilograms of non-acutely hazardous waste per month.

<sup>47</sup> Environmental Data Resources, 2005, RCRA SQG database.

<sup>48</sup> Environmental Data Resources, 2005, CLEANERS database.

<sup>49</sup> Environmental Data Resources, 2005, EMI database.

<sup>50</sup> Environmental Data Resources, 2005, UST database.

<sup>51</sup> Asbestos is a term used for several types of naturally occurring fibrous materials found in many parts of California.

Excavation of the bedrock and fill materials obtained from serpentinite bedrock could cause this asbestos to become airborne, exposing on-site workers and the public to airborne asbestos, unless appropriate control measures are implemented.

### Impacts

#### *Hazardous Materials.*

The proposed Area Plan would encourage construction of new development within the Project Area. Changes in the street network would be constructed as well as infrastructure and transportation improvements. During excavation, grading, and dewatering activities, hazardous materials could be encountered in the soil or groundwater, resulting in the potential exposure of workers, the public, and the environment to hazardous materials.

During implementation of the Area Plan, the potential for hazardous materials to be present in the soil and groundwater at a development site would be evaluated and managed in compliance with existing laws and regulations. Any hazardous materials-handling facilities, including USTs, would be closed in accordance with the San Francisco Health Code, which would require investigation and possibly remediation of any identified release as a condition of closure prior to transfer of the site to another party. USTs can typically be remediated using available technologies and would not pose a substantial barrier to development.

The existing permitted users of hazardous materials operate under extensive federal, state and local regulation and the hazardous materials present at these locations are stored and used in an appropriate manner. Under normal operating conditions, implementation of the Area Plan would not create a public health hazard involving the existing users of hazardous materials.

To provide additional information regarding individual parcels where hazardous materials could currently be stored and used in an unregulated manner. Mitigation Measure HM-1, p. 65, requiring that a Phase I Environmental Site Assessment be conducted for each parcel prior to demolition, would be applied to any proposed development project that includes excavation and that is being evaluated with a CEQA document based on the Area Plan EIR.

Implementation of the Area Plan would include construction and occupancy of commercial, and residential space. Commercial and residential uses would include use of limited quantities of typical commercial and household products. No significant impacts would be expected from use of these quantities of hazardous materials.

The known environmental releases that have occurred in the Project Area have been investigated and determined to be of no hazard to the public, or remediated so that any hazards to the public have been reduced to an insignificant level. Therefore, implementation of the Area Plan would not expose the public to hazards from these sites.

Compliance with regulatory requirements for closure of permitted facilities, implementation of Mitigation Measure HM-1, p. 65, requiring a Phase I environmental assessment and legally required follow-up actions for other properties, legal disposal of hazardous wastes, would minimize worker, public, and environmental exposure to hazardous materials in the soil or groundwater during construction. Thus, potential short-term construction impacts associated with hazardous materials in soils or groundwater would be less than significant.

Implementation of the Area Plan would promote new construction within the Project Area, which could include demolition or renovation of existing structures, many of which were constructed prior to the 1970s. Hazardous building materials are likely to be present in older structures within the Project Area and could include asbestos-containing materials, lead-based paint, electrical equipment such as transformers and fluorescent light ballasts that contain polychlorinated biphenyls (PCBs) or di (2) ethylhexyl phthalate (DEHP), and fluorescent lights containing mercury vapors. Demolition or renovation of existing structures could result in potential exposure of workers or the community to hazardous building materials during construction. Soil around a structure could also become contaminated by hazardous building materials if these materials were released to the environment.

Asbestos-containing materials may be found within existing structures in the Project Area that could be demolished. Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable Federal regulations regarding hazardous air pollutants, including asbestos. The BAAQMD is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition or abatement work.

Notification includes the names and addresses of operations and persons responsible; description and location of the structure to be demolished/altered including size, age, and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition or abatement; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The District randomly inspects asbestos removal operations. In addition, the District will inspect any removal operation about which a complaint has been received.

The local office of the State Occupational Safety and Health Administration (OSHA) must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow state regulations contained in 8CCR1529 and 8CCR341.6 through 341.14 where there is asbestos-related work involving 100 square feet or more of asbestos containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material is

required to file a Hazardous Waste Manifest which details the hauling of the material from the site and the disposal of it. Pursuant to California law, the Department of Building Inspection (DBI) would not issue the required permit until the applicant has complied with the notice requirements described above.

These regulations and procedures, already established as a part of the permit review process, would insure that any potential impacts due to asbestos-containing building materials would be reduced to a less-than-significant level.

Lead paint may be found in some of existing buildings that would be demolished as part of implementation of the Area Plan. Demolition must comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint. Where there is any work that may disturb or remove lead paint on the exterior of any building built prior to December 31, 1978, Chapter 36 requires specific notification and work standards, and identifies prohibited work methods and penalties.

Chapter 36 applies to buildings or steel structures on which original construction was completed prior to 1979 (which are assumed to have lead-based paint on their surfaces), where more than ten total square feet of lead-based paint would be disturbed or removed. The ordinance contains performance standards, including establishment of containment barriers, at least as effective at protecting human health and the environment as those in the HUD Guidelines (the most recent Guidelines for Evaluation and Control of Lead-Based Paint Hazards) and identifies prohibited practices that may not be used in disturbance or removal of lead-based paint. Any person performing work subject to the ordinance shall make all reasonable efforts to prevent migration of lead paint contaminants beyond containment barriers during the course of the work, and any person performing regulated work shall make all reasonable efforts to remove all visible lead paint contaminants from all regulated areas of the property prior to completion of the work.

The ordinance also includes notification requirements, contents of notice, and requirements for signs. Notification includes notifying bidders for the work of any paint-inspection reports verifying the presence or absence of lead-based paint. Prior to commencement of work, the responsible party must provide written notice to the Director of the Department of Building Inspection, of the location of the development project; the nature and approximate square footage of the painted surface being disturbed and/or removed; anticipated job start and completion dates for the work; whether the responsible party has reason to know or presume that lead-based paint is present; whether the building is residential or nonresidential, owner-occupied or rental property, approximate number of dwelling units, if any; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and the name, address, telephone number, and pager number of the party who will perform the work. (Further notice requirements include Sign When Containment is Required, Notice by Landlord, Required Notice to Tenants, Availability of Pamphlet related to protection from lead in the home, Notice by Contractor, Early Commencement of Work [by Owner, Requested by Tenant], and Notice of Lead Contaminated Dust or Soil, if applicable.) The ordinance contains provisions regarding

inspection and sampling for compliance by DBI, and enforcement, and describes penalties for noncompliance with the requirements of the ordinance.

These regulations and procedures of the San Francisco Building Code would ensure that potential impacts of demolition, due to lead-based paint, would be reduced to a less-than-significant level.

Structures planned for demolition may also include PCBs in electrical transformers and capacitors, old electrical equipment, and fluorescent light ballasts, where they were used due to their non-flammability, stability, and electrical insulating properties. Electrical equipment may also contain DEHP which was used in place of PCB as a dielectric fluid in some fluorescent light ballasts and other electrical equipment between 1979 and the early 1990s.<sup>52</sup> Fluorescent light tubes may also contain mercury, a highly toxic heavy metal, and commonly contain mercury vapors at levels high enough to be considered a hazardous waste. Mitigation Measure Number HM-2, p. 66, to provide for appropriate disposal of these materials, would be applied to any proposed development project in the Project Area that includes demolition.

#### *Naturally-Occurring Asbestos*

In 2002, the California Air Resources Board adopted an Asbestos Airborne Toxic Control Measure (ATCM) for construction-related activities.<sup>53</sup> The ATCM protects public health and the environment by requiring the use of best available dust mitigation measures to prevent off-site migration of asbestos-containing dust from construction and grading operations in areas of ultramafic rock,<sup>54</sup> serpentine,<sup>55</sup> or asbestos. The Bay Area Air Quality Management District (BAAQMD) implements the ATCM regulation in San Francisco.

For construction activities disturbing less than one acre of asbestos-containing rock, the ATCM specifies certain dust mitigation measures that must be implemented. For construction activities disturbing greater than one acre, construction contractors are required to prepare an asbestos dust mitigation plan specifying measures that will be taken to ensure that no visible dust crosses the property boundary during construction. The asbestos dust mitigation plan must be submitted to and approved by the BAAQMD prior to the beginning of construction, and the site operator must ensure the implementation of all specified dust mitigation measures throughout the construction project. In addition, the BAAQMD may require air monitoring to monitor for off-site migration of asbestos dust during construction activities and may change the plan on the basis of the air monitoring results.

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<sup>52</sup> Green Lights Recycling, *Ballast Facts*. Accessed at <http://www.greenlightsrecycling.com/ballast%20Facts.htm> July 31, 2005.

<sup>53</sup> California Air Resources Board, 2002.

<sup>54</sup> Ultramafic rocks are formed in high temperature environments well below the surface of the earth.

<sup>55</sup> Serpentine is a naturally-occurring group of minerals that can be formed when ultramafic rocks are metamorphosed during uplift to the earth's surface. Serpentinite is a rock consisting of one or more serpentine minerals, formed when ultramafic rocks metamorphose. This rock type is commonly associated with ultramafic rock along faults such as the Hayward fault. Small amounts of chrysotile asbestos, a fibrous form of serpentine minerals, are common in serpentinite.

Because asbestos poses a hazard when it becomes airborne, Mitigation Measure Number HM-3, p. 66, has been included. (It would be applied to any proposed development project in the Project Area.) This mitigation measure would require that each development project contractor assess the potential for the presence of naturally-occurring asbestos in the soil or rock to be excavated. Should naturally-occurring asbestos be identified, the contractor would be required to water the site during excavation activities at least twice daily, or more frequently if necessary to prohibit visible dust emissions (which might indicate emission of non-visible dust), and take other steps to minimize dust generation during excavation, storage, and transport. Excavated materials containing over one percent friable asbestos would be treated as hazardous waste, and would be transported and disposed of in accordance with applicable State and Federal regulations. Compliance with the ATCM, as required by law, would reduce potential impacts related to exposure to naturally-occurring asbestos in soil and rock during construction to less-than-significant levels.

Therefore, as discussed above, implementation of the Area Plan would not create a public health hazard through exposure to existing hazardous materials, and this impact would be less than significant.

#### Interference with Emergency Response Plans or Emergency Evacuation Plans

Compliance with the San Francisco Building Code and Fire Code would ensure that neither construction activities, reconfiguration of the roadways, nor long-term development resulting from implementation of the Area Plan would affect existing emergency response or evacuation plans.

#### Create a Potentially Substantial Fire Hazard

Implementation of the Area Plan would involve construction and renovation of residential and commercial land uses. San Francisco ensures fire safety primarily through provisions of the San Francisco Building Code and Fire Code. The building plans for any new residential project greater than two units are reviewed by the San Francisco Fire Department (as well as DBI) in order to ensure conformance with these provisions. Therefore, a potentially substantial fire hazard would not be created and this impact would not be significant.

#### Kragen Auto Parts Site

A Phase I Environmental Site Assessment was conducted for the Kragen Auto Parts Site in 2005.<sup>56</sup> This assessment evaluated existing and prior land uses and activities at the site and in the vicinity that could have potentially resulted in contamination of soil or groundwater at this proposed development.

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<sup>56</sup> ENGEO, Incorporated, *Phase I Environmental Site Assessment, 1150 Ocean Avenue, San Francisco, California*, November 3, 2005. This report is on file with the Planning Department and available for public review, by appointment, at 1660 Mission Street, as part of the project file.



Prior use of this site was as a racetrack and horse barns, and later as a grocery store. A number of service stations and auto service facilities were noted in the vicinity of the site beginning in the mid 1940s. The site is currently developed with an auto supply store and an attached tire and automobile repair and retail facility. The Kragen Auto Parts Site maintains an inventory of motor oil, lubricants, cleaning solvents, paints, and grease. The Wheel Works tire and repair facility contains waste coolant (antifreeze), spill absorbents, lubricant gear oil, containers for recycling used oil filters, and a rack of automotive batteries. There were no underground or above ground tanks observed at the property.

The Wheel Works facility has four hydraulic lifts. Hydraulic lifts typically contain small quantities of lubricating oil within an underground pressurized container. The concrete slab in the area of the Wheel Works work area was stained and discolored with evidence of past spills and leaks of oils and lubricants. Minor staining and discoloration of small portions of the paved parking lot were also noted as well as staining around storm drainage inlets on the south side of the Kragen Auto Parts Site; a sheen was observed on the water in one inlet. There were no odors or pools of hazardous materials noted at the time of the site inspection. As described above, there are no known leaking USTs on the site or within one-half mile of the site.

Based on the Phase I Environmental Site Assessment, staining was observed on the concrete slab and parking lot and around the storm drainage inlets, there is the potential to encounter hazardous materials in the soil in the vicinity of the existing hydraulic lifts as well as in the vicinity of the storm sewer system. Therefore, the project sponsor has incorporated site-specific Mitigation Measure Number HM-4, p. 66, requiring that an environmental professional be present 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, to collect soil samples if staining is observed, and to carry out further investigation and cleanup activities as necessary.

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.

The Kragen Auto Parts Site is not located within an area of naturally-occurring asbestos; therefore this impact does not apply to this development site and no mitigation is needed.

Based on their age, the Kragen Auto Parts Site and Wheel Works facility could contain hazardous building materials. Required compliance with existing regulations for the survey and abatement of asbestos-containing building materials and lead based paint, and implementation of Mitigation Measure HM-2, impacts related to exposure to hazardous building materials during construction on this site would be less than significant.

Proposed development at the Kragen Auto Parts Site includes construction of residential units above commercial space as well as open space. Use of hazardous materials would be limited to small quantities of typical commercial and household products. No significant impacts would be expected from use of these quantities of hazardous materials.

Based on the discussion above, exposure to hazardous materials at the Kragen Auto Parts Site would be negligible, and with the inclusion of Mitigation Measures HM-2 and HM-4, the impact of development of the Kragen Auto Parts Site would be less than significant.

#### Phelan Loop Site

The Phelan Loop Site is currently used as a MUNI bus turn-around. A Phase I Environmental Site Assessment has not been completed for the site; however, the Phase I Environmental Site Assessment conducted for the Kragen Auto Parts Site provided substantial information about the Phelan Loop Site. The Phase I Environmental Site Assessment for the Kragen Auto Parts Site showed that the Phelan Loop Site has been used as a MUNI bus turn-around prior to 1956. Because the site is adjacent to the Kragen Auto Parts Site, it is in proximity to the same reported underground storage tank sites. As described above, there are no known leaking USTs on the site or within one-half mile of the site.

The Phelan Loop Site is not located within an area of naturally-occurring asbestos; therefore, this impact does not apply to this development project.

The Phelan Loop Site is not developed with any structures other than a bus shelter. No hazardous materials are currently used or stored on this site. Based on its size, demolition of the structure would not likely be subject to the asbestos survey and abatement requirements, but would be subject to Section 3407 of the San Francisco Building Code regarding lead-based paint if constructed prior to 1979. Compliance with this regulatory requirement would reduce impacts related to exposure to hazardous building materials to less than significant.

Proposed development at the Phelan Loop Site includes construction of residential units above commercial space as well as open space. Use of hazardous materials would be limited to small quantities of commercial and household products. Based on the previous discussion, exposure to hazardous materials at the Phelan Loop Site would be negligible and the impact of development of the Phelan Loop Site would be less than significant.

#### Conclusion

Based on the above discussion and implementation of Mitigation Measures HM-1 through HM-4, implementation of the Area Plan and the specific development projects would not create a potential public health hazard or involve the use, production, or disposal of materials which pose a hazard to people, animal, or plant populations.

In light of the above and with implementation of Mitigation Measures HM-1, HM-2, HM-3, and HM-4, impacts related to hazards would not be significant, and this topic requires no further discussion in the EIR.

13. **Cultural Resources** - Could the project:
- |   | <u>Yes</u> | <u>No</u> | <u>Discussed</u>        |
|---|------------|-----------|-------------------------|
| a. Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community, ethnic or social group; or a paleontological site except as a part of a scientific study? |            |           | <u>TO BE DETERMINED</u> |
| b. Conflict with established recreational, educational, religious or scientific uses of the area?   |            | <u>X</u>  | <u>X</u>                |
| c. Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the City Planning Code?   |            |           | <u>TO BE DETERMINED</u> |

The EIR will address the potential for developments within the Project Area to adversely affect archaeological and historic architectural resources.

The policies, standards, and guidelines in the Area Plan do not propose substantial changes in land use or development controls that would affect existing educational, religious, or scientific uses. No religious institutions are proposed to be demolished, and additional recreational opportunities are proposed in the Area Plan, in the form of additional open space and improved access to Balboa Park. The provisions of the proposed Area Plan are not expected to affect existing City College educational, recreational, and scientific uses. Proposed reorientation of ownership and development on the reservoir site would change the existing parking areas to developed college-related uses if the site were released by the SFPUC; this change would not adversely impact the existing uses on the City College campus.

- C. **OTHER** - Could the project:
- |  | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|--|------------|-----------|------------------|
| Require approval and/or permits from City departments other than the Planning Department or the Department of Building Inspection, or from regional, state, or federal agencies? | <u>X</u>   |           |                  |

A discussion of approvals and permits necessary for the Area Plan and the two development projects is provided in Project Description, pp. 18-19.

D.	MITIGATION MEASURES	<u>Yes</u>	<u>No</u>	<u>N/A</u>	<u>Discussed</u>
1.	Could the project have significant effects if mitigation measures are not included in the project?	<u>X</u>	___	___	<u>X</u>
2.	Are all mitigation measures necessary to eliminate significant effects included in the project?	<u>X</u>	___	___	<u>X</u>

### **Mitigation Measures**

The following mitigation measures would be required and relate to items covered in this Initial Study which require no further analysis in the EIR. Additional mitigation measures could be identified for those topics in the EIR.

#### **Air Quality Mitigation Measures**

**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.

#### **Hazards Mitigation Measures**

**HM-1:** Development projects in the Balboa Park Station Area Plan 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:** Project sponsors of development projects 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:** Sponsors of projects in the Balboa Park Station Area Plan 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.

**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.

E.	MANDATORY FINDINGS OF SIGNIFICANCE	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
1.	Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history?	___	<u>X</u>	<u>X</u>
2.	Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?	___	<u>X</u>	<u>X</u>
3.	Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)	<u>X</u>	___	<u>X</u>

4. Would the project cause substantial adverse effects on human beings, either directly or indirectly?

X            X

#### Potential Significant Effects

The Area Plan could have potential significant impacts related to population, transportation / circulation, noise, air quality, climate (shadow), wastewater, and cultural resources (historic architectural resources and archaeological resources). These topics will be analyzed in the EIR.

#### **IV. ALTERNATIVES**

The EIR will discuss alternatives to the proposed Area Plan that would reduce or eliminate significant environmental effects. The alternatives will include the following:

1. *No Project.* The No Project Alternative is required by CEQA to be discussed in the EIR. No changes would be made in the Project Area. Existing development would remain in the Project Area and the existing undeveloped parcels would remain vacant. The Kragen Auto Parts Site would retain the existing one-story building and parking lot, and the MUNI turnaround would continue to operate in its existing location on the Phelan Loop Site.

2. *Alternative With No Proposed Transportation Improvements.* This alternative would not include the transportation improvements proposed in the Area Plan, including the (i) transit-only lane on Ocean Avenue; (ii) construction of a freeway deck; (iii) reconfiguration of I-280 on- and off-ramps to a “Single-Point Urban Interchange;” (iv) reconfiguration of Ocean, Phelan, Geneva Avenues; (v) provision of bicycle lanes on Ocean Avenue; (vi) reconfiguration of MUNI Metro J- and K-lines and relocation of streetcar stops; and (vii) other minor improvements to pedestrian and roadway networks in the Project Area. This alternative would include all the mixed-use and residential development envisioned in the Area Plan by approximately 2025. It would also include the Planning Code changes related to zoning districts and height and bulk controls for the Project Area; proposed land use controls; urban design and architectural standards/guidelines; as well as the open space improvements provided in the Area Plan.

Possible selection of additional alternatives for evaluation will be guided by the EIR’s analysis of potential significant environmental impacts.

**ON THE BASIS OF THIS INITIAL STUDY:**

- ☐ I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.
- ☐ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.
- ☒ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

DATE: \_\_\_\_\_

7/25/06

\_\_\_\_\_  
PAUL E. MALTZER  
Environmental Review Officer  
for Dean E. Macris  
Director of Planning

## **APPENDIX B:   SELECTED TRAFFIC STUDY TABLES**

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## B.1 Intersection Level of Service (LOS) Criteria and Definition

**Table B.1-1: Signalized Intersections**

Level of Service	Stopped Delay (seconds/vehicle)	Typical Traffic Conditions
<b>A</b>	$\leq 10$	<b>Very Low Delays:</b> Progression is extremely favorable, and most vehicles arrive during the green phase. Most vehicles do not stop at all.
<b>B</b>	$> 10 - 20$	<b>Minimal Delays:</b> Generally good progression, short cycle lengths, or both. More vehicles stop than with LOS A, causing higher levels of average delay.
<b>C</b>	$> 20 - 35$	<b>Acceptable Delays:</b> Fair progression, longer cycle lengths, or both. Individual cycle failures may begin to appear, though many still pass through the intersection without stopping. Most drivers feel somewhat restricted.
<b>D</b>	$> 35 - 55$	<b>Tolerable Delays:</b> The influence of congestion becomes more noticeable. Longer delays may result from some combination of unfavorable progression, long cycle lengths, or high volume-to-capacity ratios. Many vehicles stop, and the proportion of vehicles not stopping declines. Individual cycle failures are noticeable. Queues may develop but dissipate rapidly, without excessive delays.
<b>E</b>	$> 55 - 80$	<b>Significant Delays:</b> Considered by many agencies to be the limit of acceptable delay. These high delay values generally indicate poor progression, long cycle lengths, and high v/c ratios. Individual cycle failures are frequent occurrences. Vehicles may wait through several signal cycles and long queues of vehicles for upstream.
<b>F</b>	$> 80$	<b>Excessive Delays:</b> Considered to be unacceptable to most drivers. Often occurs with over saturation, that is, when arrival flow rates exceed the capacity of the intersection. Poor progression and long cycle lengths may also be major contributing causes to such delay levels. Queues may block upstream intersections.

Source: Highway Capacity Manual/2000, Transportation Research Board, 2000.

**Table B.1-2: Two-way STOP and All-Way STOP Controlled Intersections**

Level of Service	Average Control Delay (seconds per vehicle)
A	$\leq 10$
B	$> 10 - 15$
C	$> 15 - 25$
D	$> 25 - 35$
E	$> 35 - 50$
F	$> 50$

Source: Highway Capacity Manual/2000, Transportation Research Board, 2000.

## B.2 Kragen Auto Parts Site Development

**Table B.2-1: Intersection Level of Service – Existing plus Kragen Auto Parts Site Weekday PM Peak Hour**

Intersection	Level of Service (Delay in sec/veh)	
	Existing	Existing plus Kragen
Ocean Ave/Junipero Serra Blvd	D (40.4)	D (43.2)
Ocean Ave/Miramar Ave	B (14.2)	B (14.6)
Ocean Ave/Brighton Ave <sup>1</sup>	C (22.2)	D (45.2)
Ocean Ave/Lee Ave	B (12.5)	B (13.7)
Ocean Ave/Geneva Ave/Phelan Ave	B (19.0)	C (20.4)
Phelan Ave/Balboa Reservoir Lot	B (16.6)	B (16.7)
Ocean Ave/I-280 Northbound On-Ramp	C (23.7)	C (27.1)
Ocean Ave/San Jose Ave	C (22.8)	C (27.8)
Ocean Ave/Alemaný Blvd	B (14.9)	B (15.0)
Geneva Ave/I-280 Southbound Ramps	C (22.3)	C (22.6)
Geneva Ave/I-280 Northbound Ramps	C (29.4)	C (29.9)
Geneva Ave/San Jose Ave	B (15.2)	C (22.9)
Geneva Ave/Alemaný Blvd	D (48.2)	D (48.3)

Source: Korve Engineering.

Note: <sup>1</sup> Assumes that the signal would be enhanced as part of the project.

**Table B.2-2: Freeway Ramp Level of Service – Existing plus Kragen Auto Parts Site Weekday PM Peak Hour**

On-Ramps	Existing		Existing plus Kragen	
	LOS	Density <sup>1</sup>	LOS	Density <sup>1</sup>
SB I-280 on-ramp from Geneva Ave	B	19.8	B	20.0
NB I-280 on-ramp from Ocean Ave	B	14.1	B	14.5
NB I-280 on-ramp from Geneva Ave	C	27.5	C	27.5
Off-Ramps	Existing		Existing plus Kragen	
	LOS (App Delay <sup>2</sup> )	RCU <sup>3</sup>	LOS (App Delay <sup>2</sup> )	RCU <sup>3</sup>
NB I-280 off-ramp to Geneva Avenue	C (20.7)	46%	C (21.7)	50%
SB I-280 off-ramp to Ocean Avenue	A (0.0)	0%	A (0.0)	0%
SB I-280 off-ramp to Geneva Avenue	C (32.3)	20%	C (32.3)	20%

Source: Korve Engineering.

Notes: Freeway counts were taken from Caltrans, 2004 *Traffic Volumes on the California State Highway System*.

<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.

**Table B.2-3: Transit Capacity Utilization – Existing plus Kragen Auto Parts Site  
Weekday PM Peak Hour**

Route	Maximum Load Point	Capacity	Existing		Existing plus Kragen	
			Ridership	Cap Util <sup>1</sup>	Ridership	Cap Util <sup>1</sup>
BART – Peak Hour						
SB Trains	South of Civic Center	10,591	10,476	99%	10,567	100% <sup>2</sup>
MUNI – Peak Hour						
J	Market/Van Ness	744	492	66%	500	67%
K	Market/Van Ness	566	539	95%	545	96%
26	Valencia/16th	221	112	51%	113	51%
49	Mission/16th	776	556	72%	560	72%

Source: Kolve Engineering.

Notes:

<sup>1</sup> Capacity utilization.

<sup>2</sup> BART's capacity standard is 135 percent of seated capacity.

**Table B.2-4: Kragen Auto Parts Site Parking - Planning Code Parking Requirements**

Land Use	Size	Current Code	Proposed Code	
		# of Spaces Required	# of Spaces Required <sup>1</sup>	Maximum # of Spaces Allowed
Residential	175 Units	175	0	175
Retail	5,000 SF	9	0	9
Supermarket	30,000 SF	72	0	108 <sup>2</sup>
<b>Total</b>		<b>256</b>	<b>0</b>	<b>292</b>

Source: City of San Francisco Planning Code Section 151, Kolve Engineering.

Note: Accessory Parking would allow for an additional 35 commercial parking spaces to be provided.

<sup>1</sup> As part of the Area Plan, the Planning Code parking requirements are proposed to be converted from minimums to maximums. No minimum number of parking spaces would be required.

<sup>2</sup> Supermarkets would be allowed to provide one parking space per 250 square feet of occupiable space.

**Table B.2-5: Kragen Auto Parts Site Loading Spaces - Planning Code Requirement**

Land Use	Gross Floor Area	Required Number of Off-Street Loading Spaces	Proposed Number of Off-Street Loading Spaces <sup>1</sup>
Retail	0 – 10,000	0	0
	10,001 – 60,000	1	0
	60,001 – 100,000	2	0
	Over 100,000	3 plus 1 for each additional 80,000 SF	0
Residential	0 – 100,000	0	0
	100,001 – 200,000	1	1
	200,001 – 500,000	2	2
	Over 500,000	3 plus 1 for each additional 400,000 SF	3 plus 1 for each additional 400,000 SF

Source: City of San Francisco Planning Code Section 152.

Note: <sup>1</sup> As part of the potential revision to the *Planning Code* associated with the proposed Area Plan, the requirement of off-street loading spaces for commercial spaces may be eliminated.

## B.3 Phelan Loop Site Development

**Table B.3-1 Intersection Level of Service – Existing plus Phelan Loop Project  
Weekday PM Peak Hour**

Intersection	Level of Service (Delay in sec/veh)	
	Existing	Existing plus Phelan
Ocean Ave/Junipero Serra Blvd	D (40.4)	D (41.3)
Ocean Ave/Miramar Ave	B (14.2)	B (14.3)
Ocean Ave/Brighton Ave	C (22.2)	C (23.8)
Ocean Ave/Lee Ave	B (12.5)	B (13.4)
Ocean Ave/Geneva Ave/Phelan Ave	B (19.0)	B (19.6)
Phelan Ave/Balboa Reservoir Lot	B (16.6)	B (16.6)
Ocean Ave/I-280 Northbound On-Ramp	C (23.7)	C (24.7)
Ocean Ave/San Jose Ave	C (22.8)	C (23.9)
Ocean Ave/Alemaný Blvd	B (14.9)	B (15.0)
Geneva Ave/I-280 Southbound Ramps	C (22.3)	C (22.4)
Geneva Ave/I-280 Northbound Ramps	C (29.4)	C (29.5)
Geneva Ave/San Jose Ave	B (15.2)	C (22.9)
Geneva Ave/Alemaný Blvd	D (48.2)	D (48.2)

Source: Korve Engineering.

**Table B.3-2: Freeway Ramp Level of Service – Existing plus Phelan Loop Project  
Weekday PM Peak Hour**

On-Ramps	Existing		Existing plus Phelan	
	LOS	Density <sup>1</sup>	LOS	Density <sup>1</sup>
SB I-280 on-ramp from Geneva Ave	C	21.5	C	21.6
NB I-280 on-ramp from Ocean Ave	C	26.9	C	26.9
NB I-280 on-ramp from Geneva Ave	D	35.0	D	35.0
Off-Ramps	Existing		Existing plus Phelan	
	LOS (App Delay <sup>2</sup> )	RCU <sup>3</sup>	LOS (App Delay <sup>2</sup> )	RCU <sup>3</sup>
NB I-280 off-ramp to Geneva Avenue	C (20.7)	46%	C (21.0)	46%
SB I-280 off-ramp to Ocean Avenue	A (0.0)	0%	A (0.0)	0%
SB I-280 off-ramp to Geneva Avenue	C (32.3)	20%	C (32.3)	20%

Source: Korve Engineering.

Notes: Freeway counts were taken from Caltrans, 2004 *Traffic Volumes on the California State Highway System*.

<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.

**Table B.3-3: Transit Capacity Utilization – Existing plus Phelan Loop Project  
Weekday PM Peak Hour**

Route	Maximum Load Point	Capacity	Existing		Existing plus Phelan	
			Ridership	Cap Util <sup>1</sup>	Ridership	Cap Util <sup>1</sup>
BART – Peak Hour						
SB Trains	South of Civic Center	10,591	10,476	99%	10,510	99% <sup>2</sup>
MUNI – Peak Hour						
J	Market/Van Ness	744	492	66%	495	67%
K	Market/Van Ness	566	539	95%	541	96%
26	Valencia/16th	221	112	51%	113	51%
49	Mission/16th	776	556	72%	557	72%

Source: Kolve Engineering

Notes:

<sup>1</sup> Capacity utilization.

<sup>2</sup> BART's capacity standard is 135 percent of seated capacity.

**Table B.3-4: Phelan Loop Project Parking –Planning Code Parking Requirement**

Land Use	Size	Current Code	Proposed Code	
		# of Spaces Required	# of Spaces Required <sup>1</sup>	Maximum # of Spaces Allowed
Residential	80 Units	80	0	80
Retail	15,000 SF	27	0	27
<b>Total</b>		<b>107</b>	<b>0</b>	<b>107</b>

Source: City of San Francisco Planning Code Section 151, Kolve Engineering.

Note: Accessory Parking would allow for an additional 35 commercial parking spaces to be provided.

<sup>1</sup> As part of the Proposed Plan, the Planning Code parking requirements are proposed to be converted from minimums to maximums. No minimum number of parking spaces would be required.

**Table B.3-5: Phelan Loop Project Loading Spaces – Planning Code Requirement**

Land Use	Gross Floor Area	Required Number of Off-Street Loading Spaces	Proposed Number of Off-Street Loading Spaces <sup>1</sup>
Retail	0 – 10,000	0	0
	10,001 – 60,000	1	0
	60,001 – 100,000	2	0
	Over 100,000	3 plus 1 for each additional 80,000 SF	0
Residential	0 – 100,000	0	0
	100,001 – 200,000	1	1
	200,001 – 500,000	2	2
	Over 500,000	3 plus 1 for each additional 400,000 SF	3 plus 1 for each additional 400,000 SF

Source: City of San Francisco Planning Code Section 152.

Note: <sup>1</sup> As part of the potential revision to the Planning Code associated with the proposed Area Plan, the requirement of off-street loading spaces for commercial spaces may be eliminated.