SAN FRANCISCO
PLANNING DEPARTMENT

Eligibility Checklist: CEQA Section 21099 – Modernization of Transportation Analysis

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Date of Preparation:	November 15, 2018
Case No.:	2018-007883ENV
Project Title:	Balboa Reservoir Project
Zoning:	P (Public) District 40-X and 65-A Height and Bulk District
Block/Lot:	3180/190
Lot Size:	767,000 square feet [17.6 acres]
Project Sponsor:	Joel Roos, Pacific Union Development Company (415) 929-6708
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This checklist is in response to California Environmental Quality Act (CEQA) Section 21099 – Modernization of Transportation Analysis for Transit Oriented Projects and Planning Commission Resolution 19579. CEQA Section 21099 allows for a determination that aesthetic and parking effects of a project need not be considered significant environmental effects. Planning Commission Resolution 19579 replaces automobile delay with vehicle miles traveled analysis. This checklist provides screening criteria for determining when detailed VMT analysis is required for a project.

Aesthetics and Parking

In accordance with California Environmental Quality Act (CEQA) Section 21099 – Modernization of Transportation Analysis for Transit Oriented Projects – aesthetics and parking shall not be considered in determining if a project has the potential to result in significant environmental effects, provided the project meets all of the following three criteria (Attachment A sets forth the definitions of the terms below):

a) The project is residential, mixed-use residential, or an employment center; and
b) The project is on an infill site; and
c) The project is in a transit priority area.

As demonstrated by Table 1 on page 3, the proposed project described below satisfies each of the above criteria and therefore qualifies as a transit-oriented infill project subject to CEQA Section 21099.

Automobile Delay and Vehicle Miles Traveled

In addition, CEQA Section 21099(b)(1) requires that the State Office of Planning and Research (OPR) develop revisions to the CEQA Guidelines establishing criteria for determining the significance of transportation impacts of projects that "promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses." CEQA Section 21099(b)(2) states that upon certification of the revised guidelines for determining transportation impacts pursuant to Section 21099(b)(1), automobile delay, as described solely by level of service or similar measures of vehicular capacity or traffic congestion shall not be considered a significant impact on the environment under CEQA.

In January 2016, OPR published for public review and comment a *Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA* recommending that transportation impacts for projects be measured using a vehicle miles traveled (VMT) metric. On March 3, 2016, in anticipation of the future certification of the revised CEQA Guidelines, the San Francisco Planning Commission adopted OPR's recommendation to use the VMT metric instead of automobile delay to evaluate the transportation impacts of projects. (Note: the VMT metric does not apply to the analysis of project impacts on non-automobile modes of travel such as riding transit, walking, and bicycling.)

The Planning Department has identified screening criteria to identify types, characteristics, or locations of projects and a list of transportation project types that would not result in significant transportation impacts under the VMT metric. These screening criteria are consistent with CEQA Section 21099 and the screening criteria recommended by OPR. If a project would generate VMT, but meets the screening criteria in Table 2a or 2b or falls within the types of transportation projects listed in Table 3, then a detailed VMT analysis is not required for a project. As demonstrated by Table 2a and 3 below, the proposed project described below meets one or more of the screening criteria.

Project Description:

The proposed project would develop the site with mixed-income housing, open space, childcare facilities, a community room available for public use, retail space, on- and off-street parking, and new streets, utilities, and other infrastructure. The EIR will analyze two different sets of options for the site's residential density to capture the range of possible development on the project site: The first is the Developer's Proposed Option (1,100 dwelling units), and the second is the Additional Housing Option (1,550 dwelling units).

The proposed project would construct up to approximately 1.8 million gross square feet of uses, including between approximately 1.3 and 1.5 million gross square feet of residential space (1,100 to 1,550 dwelling units plus residential amenities), approximately 10,000 gross square feet of community space (childcare and a community room for public use), approximately 7,500 gross square feet of retail, up to 550 residential parking spaces and 750 public parking spaces in the Developer's Proposed Option, and up to 650 residential parking spaces in the Additional Housing Option. The buildings would range in height from 25 to 78 feet in the Developer's Proposed Option and from 25 to 88 feet in the Additional Housing Option. Approximately 4 acres would be devoted to publicly accessible open space. The proposed project would include transportation and circulation changes, including the extension of existing north-south Lee Avenue across the site, and a new internal street network.

The proposed project would amend the general plan, including the Balboa Park Station Area Plan (the area plan), and the planning code, adding a new Balboa Reservoir Special Use District. The special use district would establish land use zoning controls and incorporate design standards and guidelines for the site. The San Francisco Zoning Map would be amended to show changes from the current zoning (P [Public]) to the proposed zoning and would modify the existing height limits of 40 to 65 feet to heights of up to 78 feet in the Developer's Proposed Option and up to 88 feet in the Additional Housing Option.

Table 1: Transit-Oriented Infill Project Eligibility Checklist The project must meet all three criteria below for aesthetics and parking to be excluded from CEQA review. See Attachment A for definitions and other terms.	
☒	**Criterion 1. Does the project meet the definition of a residential, mixed-use residential, or *"employment center"*[1] and** Yes. The project would include 1,100 to 1,550 dwelling units, 7,500 gross square feet of retail, and a 10,000-square foot childcare and community center. Therefore, the project meets the second criterion as a mixed use residential project.
☒	**Criterion 2. Is the proposed project located on an *"infill site"* and** Yes. The project site is located within an urban area that has been previously developed, or on a vacant site where at least 75 percent of the perimeter of the site adjoins, or is separated only by an improved public right-of-way from, parcels that are developed with qualified urban uses.
☒	**Criterion 3. Is the proposed project site located within a *"transit priority area?"*** **Map:** See Attachments B and C. Yes. Within one-half mile of the project site are stops for six Muni transit lines that operate at a frequency of at least every 15 minutes during the a.m. and p.m. peak periods (the K Ingleside/T Third Street, 8 Bayshore, 8BX Bayshore B Express, 29 Sunset, 43 Masonic, and 49 Van Ness/Mission lines). The project site is also within a half mile of the Balboa Park BART station entrance.

Table 2a: Vehicle Miles Traveled Analysis – Screening Criterion If a project meets the screening criterion listed below, then a detailed VMT analysis is not required.[2] See Attachment A for definitions and other terms.	
☒	**Criterion 1. Is the proposed project site located within the *"map-based screening"* area?** Yes. The project site is located in transportation analysis zone (TAZ) 915. In TAZ 915, existing average daily household VMT is 11.7; this is more than 15 percent below the existing regional average daily household VMT of 14.6. In TAZ 915, future 2040 average daily household VMT is 10.8; this is more than 15 percent below the future 2040 regional daily household VMT of 13.7. In TAZ 915, existing VMT per retail employee is 1.9; this is more than 15 percent below the existing regional VMT per retail employee of 12.6. In TAZ 915, future 2040 VMT per retail employee is 2.2; this is more than 15 percent below the future 2040 regional VMT per retail employee of 12.4.

[1] See **Attachment A** for definitions.

[2] For projects that propose multiple land use types (e.g, residential, office, retail, etc.), each land use type must qualify under the three screening criterion in Table 2a.

Table 2b: Vehicle Miles Traveled Analysis – Additional Screening Criteria Identify whether a projects meets any of the additional screening criteria. See Attachment A for definitions and other terms.	
☐	**Criterion 1. Does the proposed project qualify as a "*small project*"? or** No, the project would result in over 100 vehicle trips per day, and thus does not qualify as a small project.
☐	**Criterion 2. Proximity to Transit Stations (must meet all four sub-criteria)**
	Is the proposed project site located within a half mile of an existing major transit stop; and Yes. See Attachments B and C. A major transit stop is defined the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods. Major bus routes (the K/T, 8, 8BX, 29, 43, and 49 Muni lines) intersect at City College Loop (Ocean Avenue and Frida Kahlo Way), adjacent to the project site.
	Would the proposed project have a floor area ratio of greater than or equal to 0.75, and Yes. The project would have a floor area ratio of at least 1.7 to 1 (1,283,000 gross square feet of residential floor area in a 767,000 square-foot project area).
	Would the project result in an amount of parking that is less than or equal to that required or allowed by the Planning Code without a conditional use authorization, and No. The project site is currently zoned P for public use and would require rezoning to allow for residential accessory parking (up to 0.5 spaces per residential unit) and for a 750-space public parking garage.
	Is the proposed project consistent with the Sustainable Communities Strategy?[3] Yes. The project site is located in the Balboa Park Priority Development Area (see Attachment 1 of 2013 staff report for San Francisco's priority development areas: http://www.sf-planning.org/ftp/files/plans-and-programs/emerging_issues/scs/Plan-Bay-Area-Memo-5_02_13.pdf.)

[3] A project is considered to be inconsistent with the Sustainable Communities Strategy if development is located outside of areas contemplated for development in the Sustainable Communities Strategy.

Table 3: Induce Automobile Travel Analysis If a project contains transportation elements and fits within the general types of projects described below, then a detailed VMT analysis is not required. See Attachment A for definitions and other terms.	
☐	**Project Type 1. Does the proposed project qualify as an "*active transportation, rightsizing (aka Road Diet) and Transit Project*"? or** No.
☒	**Project Type 2. Does the proposed project qualify as an "*other minor transportation project*"?** Yes. The project proposes new streets, curb cuts, loading zones, sidewalks, and other infrastructure within the 17-acre project site.

ATTACHMENT A
DEFINITIONS

Active transportation, rightsizing (aka road diet) and transit project means any of the following:

- Reduction in number of through lanes
- Infrastructure projects, including safety and accessibility improvements, for people walking or bicycling
- Installation or reconfiguration of traffic calming devices
- Creation of new or expansion of existing transit service
- Creation of new or conversion of existing general purpose lanes (including vehicle ramps) to transit lanes
- Creation of new or addition of roadway capacity on local or collector streets, provided the project also substantially improves conditions for people walking, bicycling, and, if applicable, riding transit (e.g., by improving neighborhood connectivity or improving safety)

Employment center project means a project located on property zoned for commercial uses with a floor area ratio of no less than 0.75 and that is located within a transit priority area. If the underlying zoning for the project site allows for commercial uses and the project meets the rest of the criteria in this definition, then the project may be considered an employment center.

Floor area ratio means the ratio of gross building area of the development, excluding structured parking areas, proposed for the project divided by the net lot area.

Gross building area means the sum of all finished areas of all floors of a building included within the outside faces of its exterior walls.

Infill opportunity zone means a specific area designated by a city or county, pursuant to subdivision (c) of Section 65088.4, that is within one-half mile of a major transit stop or high-quality transit corridor included in a regional transportation plan. A major transit stop is as defined in Section 21064.3 of the Public Resources Code, except that, for purposes of this section, it also includes major transit stops that are included in the applicable regional transportation plan. For purposes of this section, a high-quality transit corridor means a corridor with fixed route bus service with service intervals no longer than 15 minutes during peak commute hours.

Infill site means a lot located within an urban area that has been previously developed, or on a vacant site where at least 75 percent of the perimeter of the site adjoins, or is separated only by an improved public right-of-way from, parcels that are developed with qualified urban uses.

Lot means all parcels utilized by the project.

Major transit stop is defined in CEQA Section 21064.3 as a rail transit station, a ferry terminal served by either a bus or rail transit service, or the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods.

Map-based screening means the proposed project site is located within a transportation analysis zone that exhibits low levels of VMT.

Net lot area means the area of a lot, excluding publicly dedicated land and private streets that meet local standards, and other public use areas as determined by the local land use authority.

Other land use projects mean a land use other than residential, retail, and office. OPR has not provided proposed screening criteria or thresholds of significance for other types of land uses, other than those that meet the definition of a small project.

- Tourist hotels, student housing, single room occupancy hotels, and group housing land uses should be treated as residential for screening and analysis.
- Childcare, K-12 schools, post-secondary institutional (non-student housing), Medical, and production, distribution, and repair (PDR) land uses should be treated as office for screening and analysis.
- Grocery stores, local-serving entertainment venues, religious institutions, parks, and athletic clubs land uses should be treated as retail for screening and analysis.
- Public services (e.g., police, fire stations, public utilities) and do not generally generate VMT. Instead, these land uses are often built in response to development from other land uses (e.g., office and residential). Therefore, these land uses can be presumed to have less-than-significant impacts on VMT. However, this presumption would not apply if the project is sited in a location that would require employees or visitors to travel substantial distances and the project is not located within ½ mile of a major transit stop or does not meet the small project screening criterion.
- Event centers and regional-serving entertainment venues would most likely require a detailed VMT analysis. Therefore, no screening criterion is applicable.

Other minor transportation project means any of the following:

- Rehabilitation, maintenance, replacement and repair projects designed to improve the condition of existing transportation assets (e.g., highways, roadways, bridges, culverts, tunnels, transit systems, and bicycle and pedestrian facilities) and that do not add additional motor vehicle capacity
- Installation, removal, or reconfiguration of traffic lanes that are not for through traffic, such as left, right, and U-turn pockets, or emergency breakdown lanes that are not used as through lanes
- Conversion of existing general purpose lanes (including vehicle ramps) to managed lanes (e.g., HOV, HOT, or trucks) or transit lanes
- Grade separation to separate vehicles from rail, transit, pedestrians or bicycles, or to replace a lane in order to separate preferential vehicles (e.g. HOV, HOT, or trucks) from general vehicles
- Installation, removal, or reconfiguration of traffic control devices, including Transit Signal Priority (TSP) features
- Traffic metering systems
- Timing of signals to optimize vehicle, bicycle or pedestrian flow on local or collector streets
- Installation of roundabouts
- Adoption of or increase in tolls
- Conversion of streets from one-way to two-way operation with no net increase in number of traffic lanes
- Addition of transportation wayfinding signage
- Removal of off- or on-street parking spaces

- Adoption, removal, or modification of on-street parking or loading restrictions (including meters, time limits, accessible spaces, and preferential/reserved parking permit programs)

Small project means the project would not result in over 100 vehicle trips per day.

Transit priority area means an area within one-half mile of a major transit stop that is existing or planned, if the planned stop is scheduled to be completed within the planning horizon included in a Transportation Improvement Program adopted pursuant to Section 450.216 or 450.322 of Title 23 of the Code of Federal Regulations.

Vehicle miles traveled measures the amount and distance that a project might cause people to drive and accounts for the number of passengers per vehicle.

Attachment B: Transit Stops within One Half Mile of the Balboa Reservoir Project Site

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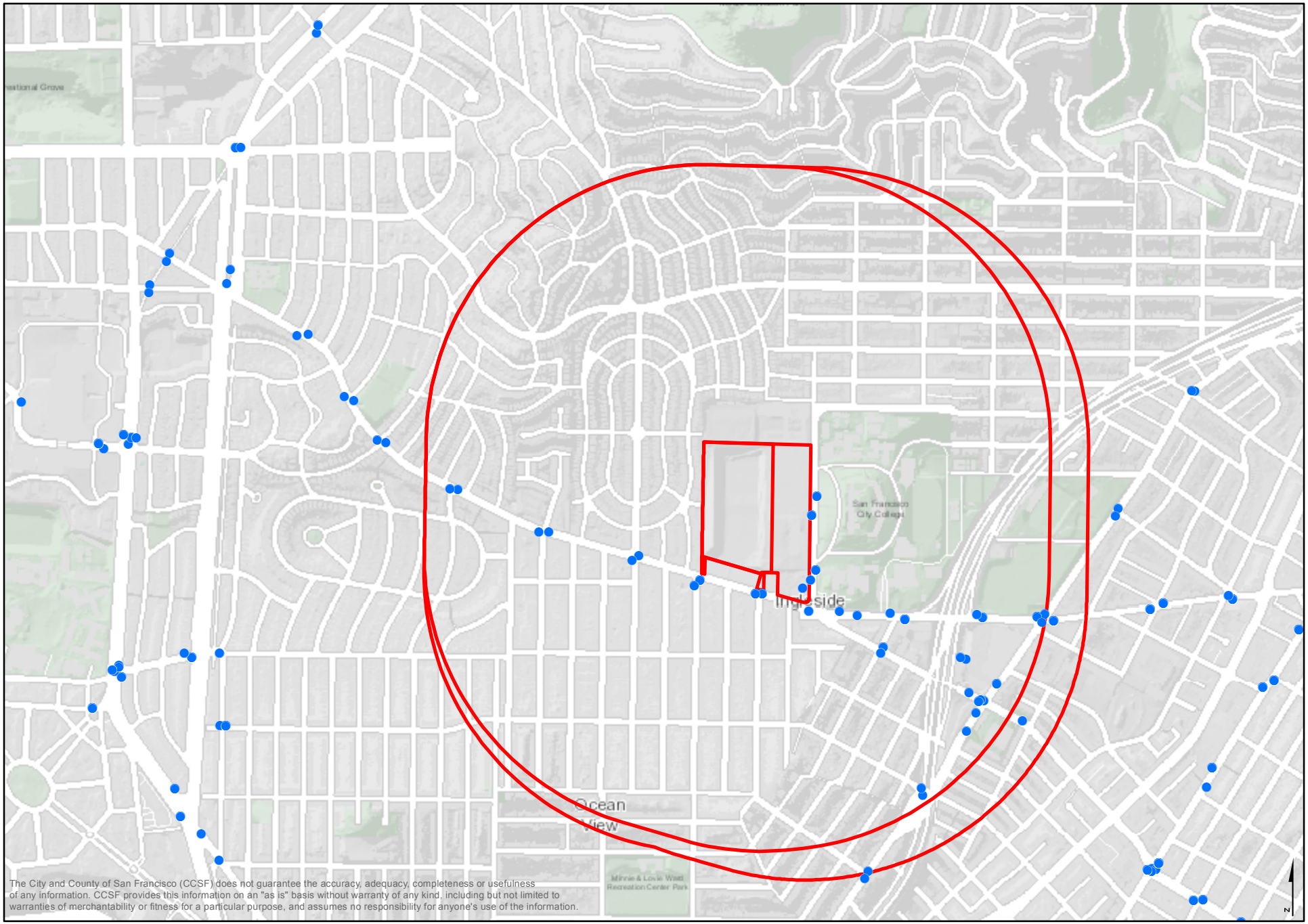

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0 500 1,000 2,000 Feet

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ATTACHMENT C

Muni transit lines within a half mile of the project site that operate at a frequency of at least every 15 minutes during the a.m. and p.m. peak periods. Screenshots from SFMTA website, November 13, 2018.

MUNI METRO RAIL

KT: K Ingleside/T Third Street

Twin Peaks Tunnel Weekend Overnight Closures: November 16-18, 2018
Friday, November 16, 2018 - 11:00pm, to Sunday, November 18, 2018 - 8:00am

Civic Center Station Changes: November 1, 2018
Thursday, November 1, 2018 - 4:00am

Muni Metro Elevator Status
Wednesday, October 17, 2018 - 12:00pm, to Friday, December 31, 2021 - 11:59pm

Service Frequencies
Wait time between vehicles

Schedule

	Before 10 am	10 am - 3 pm	3 pm - 7 pm	After 7 pm
WEEKDAY	8 min	9 min	9 min	15-20 min
WEEKEND	12 min	12 min	12 min	15 min

On weekdays, the first trip is at 4:40 AM; the last trip is at 12:20 AM. On weekends, the first trip is at 5:20 AM; the last trip is at 12:10 AM.

8 Bayshore

Temporary Stop Relocations Map
Monday, January 1, 2018 - 12:00am

Service Frequencies
Wait time between vehicles

Schedule

	Before 10 am	10 am - 3 pm	3 pm - 7 pm	After 7 pm
WEEKDAY	8 min	8 min	8 min	15 min
WEEKEND	8 min	8 min	8 min	15 min

On weekdays, the first trip is at 5:30 AM; the last trip is at 12:10 AM. On weekends, the first trip is at 5:30 AM; the last trip is at 12:10 AM.

8BX Bayshore B Express

Temporary Stop Relocations Map

Monday, January 1, 2018 - 12:00am

Service Frequencies

Wait time between vehicles

Schedul

	Before 10 am	10 am - 3 pm	3 pm - 7 pm	After 7 pm
WEEKDAY	7 min	7 min	7 min	No Service
WEEKEND	No Service	No Service	No Service	No Service

Service to Downtown and North Beach operates weekdays from 6:30 AM to 9:30 AM. Service to Visitaction Valley operates weekdays from 3:30 PM to 6:40 PM. There is no weekend service.

29 Sunset

Temporary Stop Relocations Map

Monday, January 1, 2018 - 12:00am

Service Frequencies

Wait time between vehicles

Schedule

	Before 10 am	10 am - 3 pm	3 pm - 7 pm	After 7 pm
WEEKDAY	10 min	11 min	12 min	20 min
WEEKEND	15 min	15 min	15 min	20 min

On weekdays, the first trip is at 5:55 AM; the last trip is at 12:10 AM. On weekends, the first trip is at 5:50 AM; the last trip is at 12:10 AM.

43 Masonic

Temporary Stop Relocations Map

Monday, January 1, 2018 - 12:00am

Service Frequencies

Wait time between vehicles

Schedule

	Before 10 am	10 am - 3 pm	3 pm - 7 pm	After 7 pm
WEEKDAY	9 min	11 min	11 min	20 min
WEEKEND	15 min	15 min	15 min	20 min

On weekdays, the first trip is at 5:15 AM; the last trip is at 12:30 AM. On weekends, the first trip is at 5:40 AM; the last trip is at 12:30 AM.

49 Van Ness/Mission

Van Ness Avenue Construction Forecast: November 12 - November 21, 2018

Friday, November 9, 2018 - 5:45pm

Temporary Stop Relocations Map

Monday, January 1, 2018 - 12:00am

Service Frequencies

Wait time between vehicles

Schedule

	Before 10 am	10 am - 3 pm	3 pm - 7 pm	After 7 pm
WEEKDAY	8 min	9 min	9 min	12-20 min
WEEKEND	12 min	11 min	10 min	12 min

On weekdays, the first trip is at 5:40 AM; the last trip is at 12:10 AM. On weekends, the first trip is at 5:50 AM; the last trip is at 12:10 AM.