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Notice of Preparation of an Environmental Impact Report and Notice of a Public Scoping Meeting

Date:	October 10, 2018
Case No.:	**2018-007883ENV**
Project Title:	**Balboa Reservoir Project**
Zoning:	P (Public) 40-X and 65-A Height and Bulk District
Block/Lot:	Assessor's Block 3180/Lot 190
Lot Size:	17.6 acres (approximately 767,000 square feet)
Project Sponsors:	Joe Kirchofer, AvalonBay Communities, LLC (415) 284-9082 or Joe_Kirchofer@avalonbay.com Kearstin Dischinger, BRIDGE Housing (415) 321-3515 or kdischinger@bridgehousing.com Emily Lesk, Office of Economic and Workforce Development (415) 554-6162 or emily.lesk@sfgov.org Jeremy Shaw, San Francisco Planning Department (415) 575-9135 or jeremy.shaw@sfgov.org
Lead Agency:	San Francisco Planning Department
Staff Contact:	Jeanie Poling (415) 575-9072 or jeanie.poling@sfgov.org

The San Francisco Planning Department has prepared this notice of preparation of an environmental impact report (EIR) in connection with the project listed above. The purpose of the EIR is to provide information about the potential significant physical environmental effects of the proposed project, to identify possible ways to minimize any potentially significant adverse effects, and to describe and analyze possible alternatives to the proposed project. The department is issuing this notice to inform the public and responsible and interested agencies about the proposed project and the intent to prepare an EIR. This notice is also available online at: http://sf-planning.org/environmental-impact-reports-negative-declarations. The department also hereby gives notice of a public scoping meeting on this project.

PROJECT OVERVIEW

The proposed Balboa Reservoir Project is located on an approximately 17-acre site in the West of Twin Peaks area of south central San Francisco (see **Figure 1, Project Location**). The site is north of the Ocean Avenue commercial district, west of the City College of San Francisco Ocean Campus, east of the Westwood Park neighborhood, and south of Archbishop Riordan High School. The project site is owned by the City and County of San Francisco under the jurisdiction of the San Francisco Public Utilities Commission. The City, acting by and through its SFPUC, selected Reservoir Community Partners, LLC, (a joint venture between BRIDGE Housing

Figure 1 Project Location

Corporation [a non-profit affordable housing developer] and Avalon Bay Communities) to act as master developer for the project site.[1] 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 Base Project Option (1,100 dwelling units), proposed by Reservoir Community Partners, LLC. The second is the City Policy Option (1,550 dwelling units), developed by the City to fulfill the objectives of the San Francisco General Plan (the general plan) to maximize affordable housing and housing in transit-rich neighborhoods. Development under each of the two options would entail the same land uses and street configurations, and similar site plans.

Under each option, 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 Base Project Option and up to 88 feet in the City Policy Option.

Overall, the proposed project would construct up to approximately 1.8 million gross square feet (gsf) of uses, including between approximately 1.3 and 1.5 million gsf of residential space (1,100 to 1,550 dwelling units plus residential amenities), approximately 10,000 gsf of community space (childcare and a community room for public use), approximately 7,500 gsf of retail, up to 550 residential parking spaces and 750 public parking spaces in the Base Project Option, and up to 650 residential parking spaces (with no public parking spaces) in the City Policy Option.[2] The buildings would range in height from 25 to 78 feet in the Base Project Option and from 25 to 88 feet in the City Policy Option. Approximately 4 acres would be devoted to publicly accessible open space under each option. Also under each option, the SFPUC would retain ownership of an 80-foot-wide strip of land located along the southern edge of the site where an underground water transmission pipeline is located.

The proposed project (both options) 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 project would design the roadway network to be accessible for people walking, including people with disabilities, bicycling, and driving. The project would also add new utility infrastructure to supply the site with potable water, wastewater collection, stormwater collection and treatment, electricity, natural gas, and communications.

BACKGROUND

Balboa Park Station Area Plan

The City adopted the area plan into the general plan in May 2009. The Balboa Reservoir project site comprises the central portion of the plan area, as shown in Figure 1. The 210-acre plan area is generally bounded by

[1] The build-out of the development would involve additional partner firms, including non-profits Mission Housing and Habitat for Humanity of Greater San Francisco, along with Pacific Union Development Company.

[2] For purposes of this NOP, "gross square feet" includes residential circulation and common area, and is different from the planning code definition.

parcels along the northern edge of Ocean Avenue, the southern boundary of Archbishop Riordan High School, Judson Avenue and Havelock Street to the north; the northeastern edge of City College, and San Jose and Delano avenues to the east; Niagara and Mount Vernon avenues, and parcels along the southern edges of Geneva and Ocean avenues to the south; and Manor Drive to the west.

The area plan's objectives and policies were developed to implement a set of land use and zoning controls; urban design and architectural guidelines; and transportation/infrastructure, streetscape, and open space improvements that would enhance the overall urban environment and encourage new development, particularly housing and neighborhood-serving commercial uses.[3] The area plan EIR estimated that implementation of the area plan would result in a net increase of 1,780 residential units and 104,620 net new gsf of commercial development in the plan area by 2025.[4] As of September 2018, 273 dwelling units and 40,904 gsf of commercial uses have been built in the plan area. Excluding the proposed Balboa Reservoir project, an additional 209 dwelling units and 10,995 gsf of commercial uses are under construction or review in the plan area.[5]

The project site is the western portion of the larger Balboa Reservoir basin. The area plan includes policies to develop the east basin with classroom, administrative, a performing arts center, and other uses in accordance with City College's master plan; and policies to develop the west basin (the project site) with residential and open space uses, and to prioritize affordable housing.[6]

Public Lands for Housing and Proposition K

The City established a Public Land for Housing program in 2014 (formerly the Public Sites Program), wherein City agencies examined underutilized City-owned sites for housing potential. The interagency committee site selection process was informed by the general plan, Planning Code section 101.1(b), the Surplus City Property Ordinance (Administrative Code chapter 23A), San Francisco Charter section 8A.115 (the Transit First Policy), San Francisco Health Care Services Master Plan, San Francisco Municipal Transportation Agency's Real Estate & Facilities Vision for the 21st Century, SFPUC Land Use Framework, and the City & County of San Francisco Consolidated Plan. In 2014, The City, in coordination with a robust public outreach process, selected the Balboa Reservoir as the first site identified for housing through this process.

In April 2015, the San Francisco Board of Supervisors established the Balboa Reservoir Community Advisory Committee to solicit public input for the site. Between August 2015 and September 2016, the committee advised the City and developed the Balboa Reservoir Development Principles & Parameters. The principles and parameters guided the selection process of a developer partner to finance and construct a residential development at the site.

In November 2015, the San Francisco electorate approved Proposition K. The ballot measure expanded allowable uses of surplus public land to include affordable housing. Under Proposition K, surplus property

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3 City and County of San Francisco, *Balboa Park Station Area Plan Final Environmental Impact Report,* December 4, 2008.
4 Ibid.
5 San Francisco Planning Department, *Development Status of Balboa Park Area Plan Land Use Program – Updated September 2018,* September, 2018.
6 In 2010, the former east basin was filled and its grade raised to match surrounding terrain to the east.

developments with 200 or more units would allow mixed-income projects and would also require at least 33 percent of the housing in each such development to be made permanently affordable to low- and moderate-income households.

Competitive Solicitation and Exclusive Negotiation

In November 2016, the City, through the SFPUC, issued a request for qualifications to initiate a developer solicitation and selection process. Out of nine request for qualifications respondents, the City identified three development teams most qualified to develop the project site. In March 2017 the City invited these development teams to submit comprehensive proposals in response to a request for proposals. The RFP panel selected Reservoir Community Partners, LLC, and in August 2017 recommended its selection to the SFPUC General Manager.

The City and Reservoir Community Partners, LLC entered into an exclusive negotiating agreement, as authorized by SFPUC Commission Resolution No. 17-0225 in November 2017. In April 2018, the San Francisco Board of Supervisors adopted Resolution No. 85-18, finding the proposed development of the Balboa Reservoir site to be fiscally feasible under chapter 29 of the administrative code. This resolution authorized the filing of the environmental application and the Planning Department to undertake environmental review as required by Administrative Code, chapter 31 and the California Environmental Quality Act (CEQA).

PROJECT SETTING

Project Site

The project site is a 17.6-acre rectangular parcel and encompasses Assessor's Block 3180/Lot 190. As shown in **Figure 2, Project Site and Adjacent Uses,** the site is bounded by City College to the east, Archbishop Riordan High School to the north, the Westwood Park neighborhood to the west, and multi-family residential development along Ocean Avenue to the south.

The site is less than a quarter mile north of Ocean Avenue, the primary retail corridor in the Ingleside-Westwood Park neighborhood. Major roadways in the vicinity include Ocean Avenue, a major east-west roadway, approximately 0.1 mile to the south, and the north-south running Interstate 280 (I-280) freeway, located about 0.3 mile to the east. The site is less than 0.1 mile from a number of Muni stops at Ocean and Lee avenues, including the KT Ingleside/ Third Street Muni line, and the 29 Sunset, along with overnight service on the 91 Third Street and K Owl. The site is less than 0.2 mile away from the Muni stops at City College Loop, including the 8 Bayshore, 8BX Bayshore Express, and 49 Van Ness/Mission.[7] The site is also approximately 0.5 mile from the Balboa Park BART Station, which also has stops for the KT-Ingleside/Third Street, K Owl, J and M light rail lines along with bus routes 43 Masonic, 54 Felton, 88 BART Shuttle, 8 Bayshore, 8BX Bayshore, 49 Van Ness/Mission, and 91 Third Street.

[7] The City College Loop was formerly known as the Phelan Loop.

Figure 2 Project Site and Adjacent Uses

Balboa Reservoir Background

The project site is the western portion of a once-larger 28-acre Balboa Reservoir site. In 1957, the San Francisco Water Department (now the SFPUC) began excavation with water storage in mind, creating north and south basins separated by an east-west berm. The SFPUC never filled or used the basins for water storage. In 2012, a series of land transfers between various public agencies resulted in the reconfiguration of the SFPUC's original Balboa Reservoir land holdings. The City removed the east-west berm, and the City reconfigured the 28-acre property into western and eastern portions. City College now owns the 10.4-acre east basin and SFPUC owns the 17.6-acre west basin (the project site). City College filled and developed the east basin in 2010 with a surface parking lot and a multi-use building.

Project Site Characteristics

The project site is bounded on three sides by sloping western, northern, and eastern edges that surround a sunken paved surface at the center. An approximately 30-foot-tall earthen berm is located at the western edge of the property. The asphalt-paved surface is relatively level with a slope of 0 to 5 percent, sloping gently up from west to east. There is an approximately 18- and 30-foot increase in elevation between the project site bottom and the top of the eastern and northern slopes, respectively. Along the southern boundary of the site is an 80-foot-wide section of the parcel where a high-pressure underground pipeline maintained by the SFPUC is located. The pipeline runs east-west and delivers water across San Francisco.

The site does not contain any permanent structures and currently contains 1,007-space surface vehicular parking spaces. The lot provides overflow vehicular parking for City College students, faculty, and staff.[8] A cargo storage container is located on the west side of the site, at the foot of the berm slope. The parking lot is entirely paved with no vegetation. The western and northern slopes contain scattered trees and shrubs, with paved pathways along the tops of these slopes. Paved walkways, stairs, vegetation, and lighting are located on the eastern slope, providing pedestrian connections between the project site and adjacent City College property containing parking and the Multi-Use Building.

Direct vehicular access into and out of the site would be provided along the north side of the east basin by an east-west access road immediately south of Archbishop Riordan High School, and accessed from Frida Kahlo Way (formerly Phelan Avenue).

Adjacent Uses

Land uses in the general vicinity of the project site consist primarily of residential, mixed-use, commercial, and educational/institutional uses (see Figure 2). Directly north of the project site is Archbishop Riordan High School, a private Catholic all-male high school for day and boarding students. The 67.4-acre City College Ocean Campus, its main campus, is directly east of the site and includes academic and support buildings, commons, open spaces, walkways and roads, and parking facilities. The Westwood Park residential neighborhood is to the west of the project site and includes approximately 650 bungalow-style homes, generally dating from the 1920s. Directly south of the project site are three multi-family mixed-use

[8] City College uses the site under a revocable license granted by the SFPUC.

commercial and residential buildings that include Whole Foods Market and other neighborhood-serving retail uses along Ocean Avenue and four stories of residential units above.

The Ingleside Branch of the San Francisco Public Library is located on Ocean Avenue less than 100 feet from the project's southwestern border. The library has an outdoor courtyard and garden that is open to the public during library hours, and includes seating areas, a play-to-learn area for children, fencing, gates, and landscaping. Unity Plaza, located at the corner of Ocean Avenue and City College Loop approximately 200 feet from the project site's southeastern border, is a landscaped, publicly accessible open space with features including: benches, pedestrian lighting, artistic pavement, a domed play structure and photography displays depicting the history of the area. The space serves as a pedestrian link between Muni's KT-Ingleside/Third Street stop on Ocean Avenue, the City College campus, and the City College Loop Muni bus terminal. San Francisco Fire Department Station 15 is located on the corner of Ocean Avenue and Frida Kahlo Way approximately 500 feet from the project site's southeastern border.

Zoning and Land Use Designations

Zoning. The project site is within a P (Public) Use District and located in 40-X and 65-A Height and Bulk Districts (see **Figure 3, Existing Zoning on Project Site**). The project site is within the central portion of the Balboa Park Station Plan Area (see Figure 1). The area plan was adopted in 2009, but the site was not rezoned as part of plan adoption.

General Plan Land Use Designation. The project site is currently designated P (Public Use) in the general plan. Objectives for the Balboa Reservoir include: "develop the reservoirs in a manner that will best benefit the neighborhood, the city, and the region as a whole"; "the PUC should…consider facilitating the development of a mixed-use residential neighborhood on part of the site to address the city-wide demand for housing"; "[t]he development on the site should recognize the opportunity to knit the surrounding neighborhoods together through the creation of a community open space and pedestrian connections"; and "consider housing as a primary component to any development on the reservoir."[9]

[9] City and County of San Francisco, *Balboa Park Station, an Area Plan of the General Plan of the City and County of San Francisco,* October, 2008.

Figure 3 Existing Zoning and Height and Bulk District for Project Site

PROJECT DESCRIPTION

The proposed project would rezone the site and establish development controls for the development of mixed-income housing, open space, community facilities, small retail, parking, streets, and other infrastructure. The project would include amendments to the general plan and the planning code, and would create 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 Zoning Map would be amended to show changes from the current use district (P [Public]) to the proposed special use district. The existing height limits of 40 to 65 feet would be modified to varying heights up to 78 feet in the Base Project Option and up to 88 feet in the City Policy Option, as measured by the planning code. (The planning code permits minor rooftop appurtenances, such as elevator and stair penthouses to exceed height limits.) The proposed project would include new public open space, transportation and circulation changes, and new utilities and other infrastructure. Transportation and circulation changes would include the extension of the existing north-south Lee Avenue across the site and a new internal street network. The project would design the roadway network to be accessible for people walking, including people with disabilities, bicycling, and driving. Overall, the proposed project would construct up to approximately 1.6 million gsf of development in the Base Project Option, or 1.8 million gsf of development in the City Policy Option. The Base Project Option includes a 750-space public parking garage, and the City Policy Option does not include a public parking garage.

The EIR will analyze two different options for the site's residential density to capture the full range of possible development on the project site: Reservoir Community Partners, LLC, submitted an application for a base density of 1,100 dwelling units (Base Project Option), and proposed to study a range of between 800 and 1,300 dwelling units.[10] In an effort to fulfill general plan objectives to maximize affordable housing and housing in transit-rich neighborhoods, the City developed a policy assumption consisting of 1,550 dwelling units (the City Policy Option) that envisions more housing for all incomes than the Base Project Option. Development under each of the project options would entail the same land uses and street configurations, and similar site plans. Both project options would include approximately 7,500 gsf of retail space such as a café provided on the ground level of Block C, D, G, or F to help activate the central park open space area. Under both options, the ground floor of Block B would contain approximately 10,000 gsf of childcare and community space.

Table 1, Balboa Reservoir Project Characteristics, summarizes the project characteristics of the two proposed project options, including the types and amounts of land uses, proposed dwelling units, building heights, vehicle and bicycle parking, and other features. In this NOP, the term "proposed project" is used when project features of the Base Project Option and the City Policy Option would be the same.

The EIR will also evaluate three variants that include modifications to a limited feature or aspect of the Base Project Option. Each of the variants is briefly described under "Project Variants", below.

[10] As noted below, a development density of 800 dwelling units may be analyzed in the EIR as a reduced density alternative, depending on the impacts identified in the EIR.

TABLE 1
BALBOA RESERVOIR PROJECT CHARACTERISTICS

	Base Project Option		City Policy Option	
Project Characteristic	**Metric**			
Proposed Land Use Program	***Area (gross square feet)***		***Area (gross square feet)***	
Residential	1,283,000		1,547,000	
Commercial (retail)	7,500		7,500	
Community facilities (childcare and community room for public use)	10,000		10,000	
Parking	339,900 (residential and public)		231,000 (residential only)	
Total Building Area	**1,640,400 gsf**		**1,795,500 gsf**	
Proposed Dwelling Units	***Number***	***Percentage (approximate)***	***Number***	***Percentage (approximate)***
Studio and 1-bedroom	440	40%	620	40%
2- and 3-bedroom	660	60%	930	60%
Total Dwelling Units	**1,100**	**100%**	**1,550**	**100%**
Proposed Parking	***Number***		***Number***	
Vehicle Parking Spaces	**1,300 [550 residential + 750 public garage]**		**650 [residential only]**	
Car share spaces	7 minimum		12 minimum	
Bicycle parking[1] Bicycle parking Class 1	936		1,100	
Bicycle parking Class 2	75		80	
Total Bicycle Parking	**1,011**		**1,180**	
Open Space	***Area (gsf)***		***Area (gsf)***	
Publicly accessible open space	Approximately 4 acres		Approximately 4 acres	
Private open space	36 square feet per unit if located on balcony, or 48 square feet per unit if commonly accessible to residents			
Building Characteristics				
Stories	2 to 7 stories		2 to 8 stories	
Height	25 to 78 feet		25 to 88 feet	
Ground floor	Blocks A through I would include residential units, lobbies, and common space		Blocks A through J would include residential units, lobbies, and common space	
Basements	Blocks A through I would allow but not require one below-grade level of vehicle parking spaces		Blocks A through J would allow but not require one below-grade level of vehicle parking spaces	

SOURCES: Reservoir Community Partners, LLC, 2018, and San Francisco Planning Department, 2018

NOTE:

1. Section 155.1(a) of the planning code defines class 1 bicycle spaces as "spaces in secure, weather-protected facilities intended for use as long-term, overnight, and work-day bicycle storage by dwelling unit residents, nonresidential occupants, and employees" and defines class 2 bicycle spaces as "spaces located in a publicly accessible, highly visible location intended for transient or short-term use by visitors, guests, and patrons to the building or use."

Base Project Option

Development under the Base Project Option would include up to 1.64 million gsf in new construction on 11 blocks (**Figure 4, Proposed Base Project Option Site Plan and Height Ranges**). Construction under this option would provide 1,100 residential units totaling about 1.3 million gsf. Housing would be provided on each block. A total of up to 50 percent of the new units would be designated affordable to persons earning between 55 and 120 percent of the area median income and would be distributed throughout the site. For purposes of this EIR, the unit mix is assumed to be 40 percent studio/one bedroom units and 60 percent two- or more bedroom units.

With the exception of the townhome blocks (TH1 and TH2), the ground floor areas on all blocks would include common spaces, building lobbies, and residential units.

High Density Assumption

Development under the High Density Assumption would include up to 1.8 million gsf in new construction on 16 blocks (**Figure 5, Proposed City Policy Option Site Plan and Height Ranges**). Construction under this assumption would provide 1,550 residential units totaling about 1.5 million gsf. With the exception of the western blocks (TH1, TH2, K, L, M, N), the ground floor areas on all blocks would include residential units, common spaces, and building lobbies. For purposes of this EIR, the unit mix is assumed to be 40 percent studio/one bedroom units and 60 percent two- or more bedroom units.

Height and Bulk

Figures 4 and 5 present the proposed height district plan for the Base Project and City Policy Options. The proposed project would include amendments to the Zoning Map to modify the existing height limits to 78 feet in the Base Project Option and to 88 feet in the City Policy Option. As shown in Figures 4 and 5, the proposed height limits for both options would generally step up from west to east across the project site, with lower permitted heights being adjacent to the Westwood Park neighborhood and greater permitted heights nearer to Lee Avenue, City College, and existing multi-story development along Ocean Avenue. In general, most buildings under the City Policy Option would be one story taller than the Base Project Option. The maximum building heights for the Base Project Option would generally be 35 to 78 feet, and the maximum building heights for the City Policy Option would generally be 35 to 88 feet.

Design Standards and Guidelines

As part of the proposed special use district, the City would adopt design standards and guidelines for building design, land use, streets and circulation, open space and the public realm. Standards would be measurable and include quantitative design specifications that the developer would have to meet. Guidelines would be qualitative that the developer would be required to follow to the maximum extent possible. The design standards and guidelines would establish controls for bulk restriction, articulation and modulation, building materials and treatment, building frontage utilization, design parameters for open space, streets, and parking and loading standards. The proposed planning code amendments included in the special use district and the design standards and guidelines would together guide and control all development at the project site after the project obtains entitlements. The City would evaluate subsequent submittals of proposed building designs for consistency with both the special use district and the design standards and guidelines.

Open Space Improvements

As shown in **Figure 6, Proposed Open Space Plan** and further described below, the proposed project would provide approximately 4 acres of publicly accessible open space. The open spaces and parks would be connected by new internal networks such as pedestrian passages, sidewalks, and roadways. The proposed project would also include balconies, rooftops, and courtyards accessible only to building occupants, as well as privately owned public open spaces. The City and sponsor would detail and finalize the shape and design of open spaces in the design standards and guidelines.

- *Central Park*. This proposed approximately 2-acre park would be located at the center of the project site, generally surrounded by Blocks C, D, F, and G. Potential programming could include a multi-use lawn and terraces, playgrounds, community garden, picnic area, stormwater gardens and a terrace overlooking the park from the community room.

- *SFPUC Open Space*. South of Blocks A and B along the south side of the project site is the 80-foot-wide section of the parcel that contains a large underground water main. SFPUC regulations state that no structures are allowed in this space.[11] Thus, the sponsor proposes to this area to serve as an active flexible urban recreation space. The space could potentially accommodate temporary programming such as a farmers market, sports court, childcare overflow play area, and multiuse lawn.

- *Gateway Park*. The proposed 0.3-acre park would be located east of the project site's Lee Avenue entrance north of Ocean Avenue.

[11] The SFPUC Asset Protection Standards are regulations that provide guidance to projects in the public right-of-way to protect, maintain the intended function, maintain system performance and level of service requirements, and minimize the risk of damage of SFPUC assets while still being accessible for regular and emergency operations and maintenance. The standards prohibit the placement of permanent structures above water and wastewater assets (such as pipelines).

Figure 4 Proposed Base Project Option Site Plan and Height Ranges

Figure 5 Proposed City Policy Option Site Plan and Height Ranges

Figure 6 Proposed Open Space Plan

Vehicle Parking and Loading

Under both project options, all blocks would be allowed, but not required, to provide parking below grade or at ground level wrapped with active uses (e.g., residential, retail, or childcare). As shown in Table 1, the Base Project and City Policy Options include a different number of off-street vehicle parking spaces. Both options would provide approximately 93 on-street vehicle parking spaces within the project site along the internal streets. In addition, the proposed project would include two off-street freight loading spaces, eight truck-loading parking spaces, eight accessible parking spaces, and passenger loading areas. With the exception of the townhomes, all residential parking would be unbundled. The differences between the two project options are as follows:

- *Base Project Option.* The Base Project Option would provide up to 550 off-street parking spaces for project residents. The residential parking would be located in parking garages below grade at Blocks C, D, F, H and I and in the townhomes. In addition to resident parking, the Base Project Option would include a below-grade multi-level public garage of up to 750 spaces located under Blocks A and B and accessed from South Street. The Base Project Option would include a minimum of seven car-share parking spaces located on streets and in buildings.

- *City Policy Option.* The City Policy Option would provide up to 650 off-street parking spaces for the residents. The residential parking for the project would be located in parking garages at or below grade at Blocks A, B, C, D, F, H, I, and J. A public parking garage is not proposed as part of this assumption. The City Policy Option would include a minimum of 12 car-share parking spaces located on streets and in buildings.

Bicycle Parking

Both project options would provide: class 1 bicycle parking spaces located either on the ground floor or in the first below-grade level of each building, and in the locations compliant with the planning code; and class 2 bicycle parking spaces, all of which would be located in the right-of-way adjacent to each building or in the publicly accessible open space.[12] The Base Project Option would provide at least 936 class 1 and 75 class 2 bicycle parking spaces. The City Policy Option would provide at least 1,100 class 1 and 80 class 2 bicycle parking spaces.

Transportation and Circulation Plan

Vehicular access to the project site would be provided via the intersection of Ocean and Lee avenues from the south, the access road that would connect to the north end of the project site via Frida Kahlo Way (formerly Phelan Avenue) from the north. Lee Avenue would be extended, as described below, along the eastern project site border and connect to proposed interior streets (see **Figure 7, Proposed Street Type Plan**).

[12] Section 155.1(a) of the planning code defines class 1 bicycle spaces as "spaces in secure, weather-protected facilities intended for use as long-term, overnight, and work-day bicycle storage by dwelling unit residents, nonresidential occupants, and employees" and defines class 2 bicycle spaces as "spaces located in a publicly accessible, highly visible location intended for transient or short-term use by visitors, guests, and patrons to the building or use."

The proposed interior streets include the extension of Lee Avenue, and new internal streets designated North Street, South Street, and West Street. Streets within the project site would be designed according to the principles of the Better Streets Plan.[13] The design would provide for street trees and other streetscape elements to encourage walking and the use of bicycles to access adjacent public transit. In addition to passenger vehicles and bikes, the street network would also provide access for delivery and emergency vehicles, as well as on-street parking, bike parking, and passenger loading.

- *Lee Avenue*. Lee Avenue currently terminates at the southeast corner of the project site. The proposed project would extend Lee Avenue along the east side of the site.[14] Lee Avenue would include one travel lane in each direction. Bicycle facilities and sidewalks would be provided on both sides of the street, with parking on one or both sides. The Lee Avenue right-of-way would be approximately 71 feet wide.

- *North Street and South Street*. North and South streets would be east-west interior neighborhood residential streets and would provide pedestrian, vehicular, and bike access to the individual buildings. North and South streets would have rights-of-way approximately 64 feet wide and would include a single lane of travel in each direction. Parking and sidewalks would be provided on both sides of the street, except where bike lanes could potentially replace the access road along the north edge of the east basin from Lee Avenue to Frida Kahlo Lane.

- *West Street*. West Street would be a north-south neighborhood residential street, interior to the site. It would provide pedestrian, vehicular, and bike access to individual buildings and to the townhome blocks. West Street would include a single lane of travel in each direction and would have an approximately 54-foot right-of-way. Parking would be provided on the eastern side of the street. Sidewalks would be provided on both sides of the street.

Pedestrian and Bicycle Network

The proposed project would include a new pedestrian and bicycle network. The proposed project would include bicycle facilities on Lee Avenue and on North, South, and West streets. Shared pedestrian and bicycle access to the site would be provided at Brighton and Lee avenues on the south side and San Ramon Way on the west side of the site. The project site would also be accessible via a pedestrian walkway across City College property to the east, via class 3 bicycle facilities on Ocean Avenue, and via class 2 bike lanes on Frida Kahlo Way (formerly Phelan Avenue).[15] As shown in Figure 7, the central park and SFPUC open space areas would be linked by landscaped shared pedestrian and bicycle passages through the site. The proposed buildings and residential lobbies would be accessible from the interior streets, connected directly to public sidewalks. The crossings at North, South and West streets may be raised slightly to emphasize the pedestrian priority of the open space network.

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[13] San Francisco Better Streets Plan, adopted December 2010.

[14] The Lee Avenue right-of-way would travel along what is currently the western boundary of the surface parking lot behind City College's Multi-Use Building; this portion of the existing parking lot is within the project site.

[15] Class 2 bikeways are bike lanes striped within the paved areas of roadways and established for the preferential use of bicycles.
Class 3 bikeways are signed biked routes that allow bicycles to share the travel lane with vehicles.

Figure 7 Proposed Street Type Plan

Transportation Demand Management

The proposed project would include a transportation demand management (TDM) program that would implement measures to reduce vehicle trips and encourage sustainable modes of transportation. TDM measures may include both physical (e.g., bicycle and carshare parking) and programmatic (e.g., incentives).

Infrastructure and Utilities

The proposed project would develop infrastructure and utility systems to support the proposed uses at the site. This would include the following:

- *Potable Water.* The project would include construction of potable water distribution piping located under the planned streets and open spaces. These water distribution pipelines would connect to the existing water lines in Ocean Avenue and Frida Kahlo Way adjacent to the project site. To reduce potable water demand, high-efficiency fixtures and appliances would be installed in new buildings.

- *Wastewater.* The project would include construction of wastewater collection lines throughout the site. These wastewater pipelines would connect to the existing combined sewer system in Ocean Avenue and Frida Kahlo Way. The wastewater from the site would be collected and conveyed to the Westside Pump Station for treatment at the Oceanside Treatment Plant.

- *Stormwater.* The proposed project would include a stormwater management system that would meet the City's stormwater management ordinance. The system would be designed with low-impact design concepts and stormwater management systems, designed to retain and reuse some of the stormwater captured on site.

- *Electricity*. PG&E has both overhead and underground lines along Frida Kahlo Way and underground lines along Ocean Avenue. The proposed project would extend electrical distribution lines to serve the project site.

- *Natural Gas*. There are existing natural gas lines in Ocean Avenue and Frida Kahlo Way. The proposed project would extend natural gas distribution lines throughout the site, connecting to the existing lines.

- *Emergency Generators*. The Base Project and City Policy Options would include two and six backup emergency generators, respectively.

Sustainability Plan

The proposed project would establish a sustainability plan that outlines performance and monitoring criteria for its operation. The project would comply with the state's Title 24 and San Francisco Green Building Code requirements for energy efficiency, renewable energy, and solar and living roofs. The project sponsor would evaluate renewable energy approaches as part of the sustainability plan to be included in the proposed project.

PROJECT CONSTRUCTION

Construction Schedule

Construction of the proposed project is anticipated to occur in three main phases over the course of six years, from 2021 to approximately 2026. The initial phase (Phase 0) would include grading, excavation, and construction of site infrastructure over 12 months. During the initial portion of Phase 0, the site may not be available for public parking due to mass grading activities. Two phases of vertical construction would follow, each lasting approximately 24 to 30 months. During construction of phase 1, unused portions of the site would be paved to allow surface vehicular parking until phase 2 construction begins. During construction of phase 2 and operation of phase 1, no surface vehicular parking areas would be available. Public parking would be accommodated in the public parking garage (under the Base Project Option), when it is completed.

The construction phasing and durations would be similar for both project options. **Table 2, Preliminary Construction Schedule,** presents a conservative approach for the impact analysis and is based on the assumption that the concentration of construction activities would occur within a shorter timeframe.

TABLE 2
PRELIMINARY CONSTRUCTION SCHEDULE[1]

Construction Stage	Start	Finish	Duration
Phase 0 (Grading and Site Infrastructure)	2021	2022	1 year
Phase 1	2022	2024	2 ½ years
Phase 2	2024	2026	2 ½ years

NOTE:
[1] All dates are estimates and is subject to change by market conditions and other factors

SOURCE: Reservoir Community Partners, LLC, 2018

Grading and Soil Excavation

Soil excavation and grading of the site would occur during Phase 0 of construction. The proposed grading plan intends to balance the site and use as much cut soil as fill soil in other areas of the site, minimizing or eliminating the need for either soil import or export. Currently, the grade of the site along the west side is approximately at the same elevation as the adjacent residential area along Plymouth Avenue within Westwood Park; however, the two areas are separated by the 30-foot-tall berm. As described under "Project Site Characteristics", the project site slopes gently upward from west to east. There are also 18- and 30-foot increases in elevation between the project site bottom and the top of the eastern and northern slopes, respectively.

The proposed project would require removal of the west side berm, with the soil redistributed and used as fill to raise the grade of the project site such that once constructed, the ground floor levels of the buildings, pathways, and roadways would match the grades of adjacent areas along each side of the site.

Under the Base Project Option only, the below-grade public parking garage on Blocks A and B would require excavation to a depth of approximately 20 feet and result in a net export of approximately 56,000 cubic yards of soil. Export of the fill from the excavation would occur over the duration of Phase 0 construction activities.

Building Foundations

The proposed buildings are planned as Type III or V wood framed construction[16] over a ground floor of Type I reinforced concrete construction[17] that would accommodate parking, amenity spaces, and in some cases residential units. The foundations for the townhomes, multifamily structures, and parking structures are anticipated to be of conventional spread footings. The project would not require pile driving.

PROJECT VARIANTS

In addition to the specific characteristics of the proposed project described above, there are three proposed variants, each of which modifies limited features or aspects of the Base Project Option.

- *Variant 1: Above-Ground Public Parking.* Variant 1 would be the same land use program and street configuration as the Base Project Option except the 750-space multi-level public parking garage would be constructed above grade instead of below grade on Blocks A and B and would be wrapped by housing. As a result, some building components at Blocks A and B would be taller than the Base Project Option; however, the maximum height (7 stories) would not change between the Base Project Option and Variant 1.

- *Variant 2: South Street Alignment and Below-Ground Public Parking at North End of Site.* Variant 2 would be a similar configuration as the proposed project except the 750-space public parking garage would be constructed below Blocks H and I towards the north end of the site, and South Street would be shifted south and occupy SFPUC's 80-foot-wide portion of the parcel south of Blocks A and B. Variant 2 does not include any changes to the land use programs.

- *Variant 3: Assumes pedestrians and bicycles do not access site via San Ramon Way.* Variant 3 would be the same configuration as the proposed project, except there would be no pedestrian or bicycle facilities connecting the project site to San Ramon Way.

REQUIRED PROJECT APPROVALS

State and Regional Agencies

Regional Water Quality Control Board - San Francisco Bay Region

- Approval of Section 401 water quality certification
- General Construction Stormwater Permit

[16] Type III construction is defined as construction in which the exterior walls are of noncombustible materials and the interior building elements are of any material permitted by the California Building Code. Type V construction is defined as construction in which the structural elements, exterior walls, and interior walls are of any materials permitted by the California Building Code.

[17] Type I construction is defined as construction in which the building primary structural frame, bearing walls, nonbearing walls and partitions, floor construction, and roof construction are of noncombustible materials, except as permitted in the California Building Code.

Bay Area Air Quality Management District

- Approval of any necessary air quality permits (e.g., Authority to Construct and Permit to Operate) for individual air pollution sources, such as emergency diesel generators

Local Agencies

San Francisco Board of Supervisors

- Approval of a purchase and sale agreement
- Approval of a development agreement
- Approval of amendments to the general plan, planning code, and zoning map
- Agreement with City College of San Francisco for roadway access and any joint development of streets, if applicable

San Francisco Planning Commission

- Adoption of CEQA findings
- Recommendation to the Board of Supervisors to approve a development agreement
- Recommendation to the Board of Supervisors to approve amendments to the general plan, planning code, and zoning map

San Francisco Public Utilities Commission or General Manager

- Consent to a purchase and sale agreement and a development agreement
- Approval of a water supply assessment
- Other actions and approvals related to its jurisdictional authority

San Francisco Department of Public Works

- Actions and approvals related to its jurisdictional authority

San Francisco Municipal Transportation Agency

- Approval of transit and public infrastructure improvements, and other actions and approvals related to its jurisdictional authority

San Francisco Fire Department

- Actions and approvals related to its jurisdictional authority

San Francisco Department of Building Inspection

- Approval of demolition, grading, and building permits

San Francisco Department of Public Health

- Approval of a site mitigation plan per San Francisco Health Code Article 22A (Maher Ordinance)
- Approval of a construction dust control plan per San Francisco Health Code article 22B
- Other actions and approvals related to its jurisdictional authority

City College of San Francisco

- Agreement with the City for roadway access and any joint development of streets, if applicable

SUMMARY OF POTENTIAL ENVIRONMENTAL ISSUES

In December 2008, the San Francisco Planning Commission certified the Balboa Park Station Area Plan Final EIR and adopted environmental findings and a statement of overriding considerations. The area plan EIR is a program EIR under CEQA Guidelines section 15168 and analyzed the environmental impacts associated with the development program proposed for the entire plan area, which included the Balboa Reservoir site. It also included project-level analysis for two individual near-term projects named "Phelan Loop Site" and "Kragen Auto Parts Site," which are now built.[18] The land use program for the Balboa Reservoir site (project site) evaluated in the area plan EIR assumed 500 residential units and 100,000 square feet of open space. The current project proposes 1,100 to 1,550 residential units, approximately 4 acres (174,000 square feet) of open space, 7,500 gsf of retail, and a 10,000 gsf childcare center and community room for public use.

The Planning Department will prepare an initial study, consistent with CEQA Guidelines sections 15063(b)(1)(c) and 15168(d)(1), to provide documentation to determine which of the proposed project's effects were adequately examined in the area plan EIR and which topics warrant more detailed environmental analysis. The topics that warrant more detailed environmental analysis are those that meet the criteria listed in CEQA Guidelines section 15162 (e.g., those topics for which implementation of the proposed project could result in either new significant effects or substantially more severe impacts than were previously identified in the area plan FEIR). For these topics, a focused project-level EIR will be prepared; the focused EIR will be a subsequent EIR per CEQA Guidelines Section 15162.

These studies will assess both project-specific and cumulative impacts for all topics. As required by CEQA, the subsequent EIR will further examine those issues identified in the initial study to have potentially significant effects, identify mitigation measures, and analyze whether the proposed mitigation measures would reduce the environmental effects to a less-than-significant level. The initial study will be published at the same time as the draft subsequent EIR as an appendix to it. The subsequent EIR also will evaluate a No Project Alternative, which considers reasonably foreseeable conditions at the project site if the proposed project is not implemented, as well as additional project alternatives (such as a reduced density alternative) that could potentially reduce or avoid any significant environmental impacts associated with the proposed project. Depending on the impacts identified in the EIR, a reduced density alternative could potentially analyze 800 dwelling units, the low end of the range of housing identified by the project sponsor.

The subsequent EIR and initial study will address all environmental issue topics required under CEQA. The subsequent EIR and initial study will evaluate the environmental impacts of the proposed project resulting from construction and operation activities, and will propose mitigation measures for impacts determined to

[18] The "Phelan Loop Site" (1100 Ocean Avenue) is bounded by Lee Avenue to the west, Ocean Avenue to the south, San Francisco Fire Department Station 15 to the east, and Balboa Reservoir to the north. (It is noted that Phelan Loop is now referred to as the City College Loop. The terminology here is from the plan EIR.) This site is a mixed-use development with residential above ground-floor retail and public open space (Unity Plaza). The "Kragen Auto Parts Site" (1150 Ocean Avenue) is bounded by Ingleside Branch Library to the west, Ocean Avenue to the south, Lee Avenue to the east, and the Balboa Reservoir to the north. This site is a mixed-use development with residential above ground-floor retail.

be significant. The subsequent EIR will also identify potential cumulative impacts that consider impacts of the project in combination with impacts of other past, present and reasonably foreseeable projects such as future development at City College. The subsequent EIR and initial study will address all environmental topics in the San Francisco Planning Department's CEQA environmental checklist. The subsequent EIR and initial study will address the following environmental topics:

- Land Use and Planning
- Population and Housing
- Cultural Resources
- Transportation and Circulation
- Noise
- Air Quality
- Greenhouse Gas Emissions
- Wind and Shadow
- Utilities and Service Systems
- Public Services
- Recreation
- Biological Resources
- Geology, Soils, and Paleontological Resources
- Hydrology, Water Quality, and Sea Level Rise
- Hazards and Hazardous Materials
- Mineral and Energy Resources
- Agriculture and Forestry Resources

The subsequent EIR will also include a discussion of topics required by CEQA, including the project's growth-inducing impacts, significant unavoidable impacts, significant irreversible impacts, any known controversy associated with the project and its environmental effects, and issues to be resolved by decision-makers. The subsequent EIR will fully analyze the variants to the proposed project in a separate chapter, at a sufficient level of detail such that one or more would be available for selection by the decision-makers and the project sponsors as part of the project approval actions.

The proposed project and project variants meet all of the requirements of a transit-oriented infill development project under Public Resources Code section 21099; therefore, the subsequent EIR shall not consider aesthetics and parking in determining if the project has the potential to result in significant environmental effects. However, visual renderings will be included within the project description of the subsequent EIR for informational purposes.

FINDING

This project may have a significant effect on the environment and a subsequent environmental impact report is required. This determination is based upon the criteria of the state CEQA Guidelines, sections 15064 (Determining Significant Effects) and 15065 (Mandatory Findings of Significance), and upon the magnitude and nature of proposed project construction and operations as described in the above project description.

PUBLIC SCOPING PROCESS

Pursuant to the State of California Public Resources Code section 21083.9 and California Environmental Quality Act Guidelines section 15206, a public scoping meeting will be held to receive oral comments concerning the scope of the EIR. The meeting will be held on **October 30, 2018** at **[Place TBD]**. To request a language interpreter or to accommodate persons with disabilities at the scoping meeting, please contact the staff contact listed above at least 72 hours in advance of the meeting. Written comments will also be accepted at this meeting and until 5:00 p.m. on **November 12, 2018**. Written comments should be sent to Jeanie Poling,

San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco, California 94103; by fax to 415-558-6409 (Attn: Jeanie Poling); or by email to jeanie.poling@sfgov.org.

If you work for a responsible state agency, we need to know the views of your agency regarding the scope and content of the environmental information that is germane to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project. Please include the name of a contact person in your agency.

Members of the public are not required to provide personal identifying information when they communicate with the Planning Commission or the Planning Department. All written or oral communications, including submitted personal contact information, may be made available to the public for inspection and copying upon request and may appear on the department's website or in other public documents.

Date	Lisa Gibson Environmental Review Officer