



# SAN FRANCISCO PLANNING DEPARTMENT

## Certificate of Determination EXEMPTION FROM ENVIRONMENTAL REVIEW

Case No.: 2012.0262E  
 Project Title: Geneva Car Barn and Powerhouse - 2301 San Jose Avenue  
 Zoning/Plan Area: Public (P) District  
 40-X Height and Bulk District  
 Balboa Park Station Plan Area  
 Block/Lot: 6972/036  
 Lot Size: 117,804 square feet  
 Project Sponsor: Nicole Avril, San Francisco Recreation and Park Department  
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### PROJECT DESCRIPTION:

The proposed project involves adaptive reuse of two contiguous structures on the site: the Geneva Office Building (12,916 square feet) and Power House (3,735 square feet), collectively referred to as the "Geneva Complex." The project sponsor would construct a 40-foot-tall, 19,892 square-foot (sf) youth arts education center, theater and community assembly space. The Geneva Office Building is a two-story-plus-basement, utilitarian building, and the Geneva Power House is a one-story (with mezzanine), industrial building.

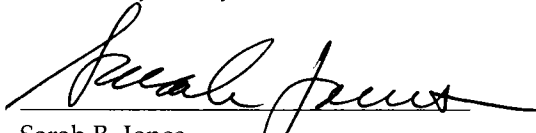
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### EXEMPT STATUS:

Exempt per Section 15183 of the California Environmental Quality Act (CEQA) Guidelines California Public Resources Code Section 21083.3

### DETERMINATION:

I do hereby certify that the above determination has been made pursuant to State and Local requirements.

  
 Sarah B. Jones  
 Environmental Review Officer

November 14, 2013  
 Date

cc: Nicole Avril, Project Sponsor  
 Michael Smith, Current Planning Division  
 Dan Weaver, Friends of the Geneva Car Barn

Supervisor John Avalos, District 11  
 Virna Byrd, M.D.F.  
 Historic Preservation Distribution List

**PROJECT DESCRIPTION (CONTINUED):****Project Location and Existing Conditions**

The project site (Assessor Block 6972, Lot 036) is located at 2301 San Jose Avenue on a 117,804 sf lot at the southeast corner of San Jose Avenue and Geneva Avenue on the block bounded by Geneva Avenue to the north, Delano Avenue to the east, Niagara Avenue to the south and San Jose Avenue to the west (Figure 1). Historically, the Geneva Complex served as both the administrative center of the San Francisco rail system (Office Building) and as the power source for all the rail cars (Powerhouse). The project site is also known or referred to as "The Geneva Car Barn and Powerhouse" and will be referred to as such here after.

The project site is on a lot that is 329 feet wide by 373 feet long and has two, contiguous, two-story buildings on the project site: a 40-foot-tall, 50-foot-wide, 12,916-square-foot office building that extends 129 feet along San Jose Avenue and a 30-foot-tall, 37-foot-wide, 3,735 -square-foot powerhouse (historical use) building that extends 92 feet along San Jose Avenue. The Geneva Office Building was constructed in 1901 and the Powerhouse was constructed between 1901 and 1903. At the north and south ends of the two buildings are two sets of train tracks that are used by Muni street cars to access the site. There are no curb cuts but automobile access to the site is provided through the train tracks on the south side of the two buildings. An eight-foot-tall metal fence exists along the perimeter of the project site. Trees are adjacent to the project site along Geneva Avenue in the public right of way. The project site is vacant and is owned by the San Francisco Recreation and Park Department. Based on United States Geological Survey data, the project site elevation is between 215 feet above mean sea level, with a gentle slope to the east. The project site is within a Public (P) Use District and 40-X Height and Bulk District.

Zoning districts in the project vicinity vary (Figure 2). Zoning near and around the project site consists of RH-1, NCT-1, NCT-2 and Public Use Districts. To the west, approximately 338 feet from the project site, is Interstate-280 (I-280) and the land adjacent to I-280 is zoned for Small-Scale Neighborhood Commercial Transit (NCT-2). Abutting the project site to the south and east are Residential-House One Family (RH-1) Use Districts. To the north and across San Jose Avenue from the site is a block consisting of Public (P), Neighborhood Commercial Transit Cluster (NCT-1) and Residential-House One Family (RH-1) Use Districts.

The Balboa Park BART Station, situated in a P Use District, is located at the northwest corner of San Jose and Geneva Avenues across the street from the project site. Other P Use Districts are located north of the project site, and include James Denman Middle School, and the Geneva Avenue Strip public open space. The RH-1 Use District (east, southeast and northeast of the project site) is made up of primarily single-family, one-story over garage houses. The NCT-1 Use District (north of the project site) is made up of primarily single-family, one-story over garage houses except for the corner of Geneva Avenue and San Jose Avenue where a three-story residential over commercial building is situated next to a single-story commercial building. Across the street, west of the project site, is a NCT-2 Use District that is currently a parking lot but would be developed to include residential/commercial uses in the future.

Figure 1

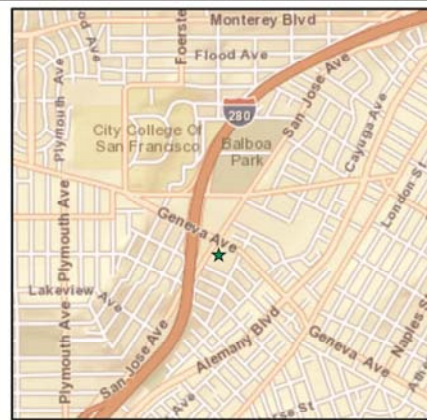
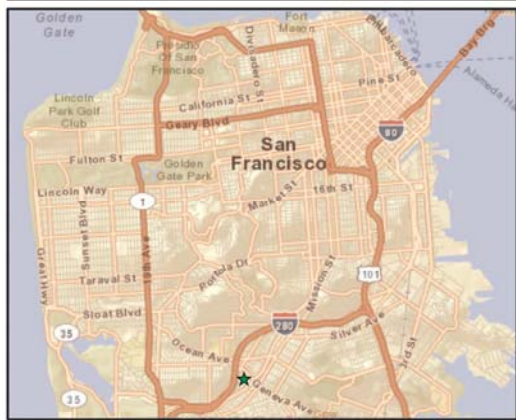




Figure 2



**Zoning Districts**


**Public**

 P Public

**Residential, House**

 RH-1 One Family

**Neighborhood Commercial Transit**

 NCT-1 Neighborhood Commercial Transit Cluster District

 NCT-2 Small-scale Neighborhood Commercial Transit District

### Project Characteristics

The Geneva Office Building would contain the youth arts-related training facilities, a movie theater, administrative offices, training kitchen, restaurant and retail space on the ground floor. The Powerhouse would contain a community space and performing arts theater. Within the Office Building a third floor including two mezzanines would be constructed and add 2,400 sf. Within the Powerhouse a 550 sf would be added to serve the movie theater lobby. The basement would add 250sf for ancillary uses, i.e. bathrooms. These additional structures would add 3,200 sf and increase the overall square footage from 16,650 sf to 19,900 sf (Figures 3 and 4).

Significant historic features and finishes of the Geneva Office Building would be restored, an elevator and staircase would be added and all building systems would be brought up to code. This facility would be restored and the exterior massing and envelope will remain. All exterior work will be in accordance with the Secretary of the Interior's Standards.

Construction would last approximately 14-15 months with an anticipated date of occupancy in winter, 2015. Construction phases would occur simultaneously and include soil remediation, excavation, below-grade construction, exterior renovations and glazing, and interior renovations, construction and finishes. The estimated construction cost is \$21,000,000.

### Project Approvals

The proposed project would require the following approvals, with the Recreation and Park Commission approval of the conceptual design as the Approval Action for the proposed project:

#### Recreation and Park Commission

- The project would require approval of the conceptual and schematic design.
- The project would require the approval of the Lease Disposition and Development Agreement between the Rec and Park Department and the Friends of the Geneva Car Barn.
- The project would require the approval of the lease.
- The Memorandum of Understanding (MOU) between the Rec and Park Department and San Francisco Municipal Transportation Authority would require approval.

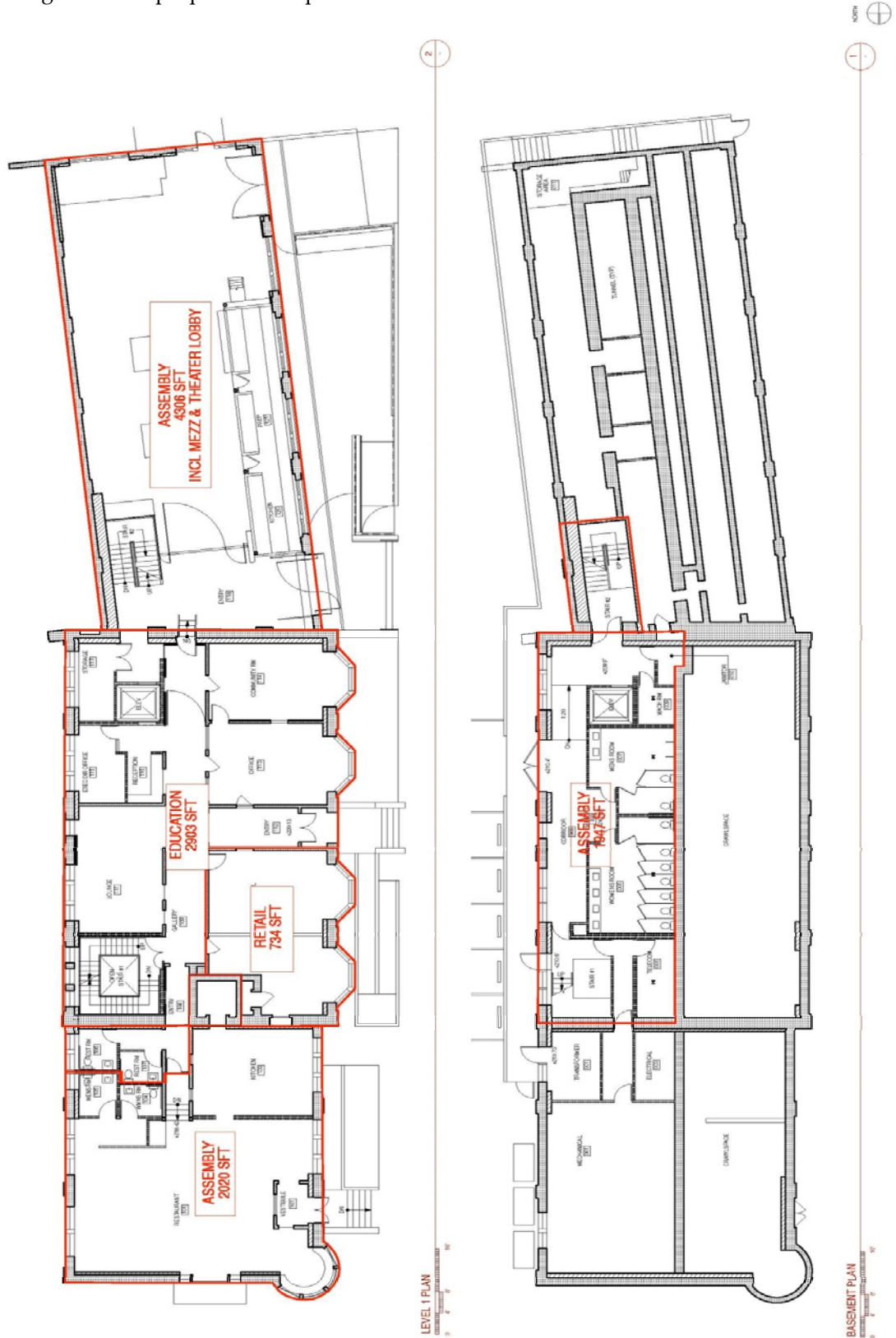
#### Planning Commission

- The project would require a Conditional Use authorization for the proposed restaurant pursuant to Section 234.2 of the Planning Code.
- A parking variance would be required to eliminate the parking requirement pursuant to Section 151 of the Planning Code.

#### Historic Preservation Commission

- Certificate of Appropriateness pursuant to Section 1006 of the Planning Code.

Figure 3. The proposed floor plans for the basement and first floor.



Created by: Aidlin Darling Design  
10/30/13





**REMARKS:**

The California Environmental Quality Act (CEQA) State Guidelines Section 15183 provides an exemption from environmental review for projects that are consistent with the development density established by existing zoning, community plan or general plan policies for which an Environmental Impact Report (EIR) was certified, except as might be necessary to examine whether there are project-specific effects which are peculiar to the project or its site. Section 15183 specifies that examination of environmental effects shall be limited to those effects that: a) are peculiar to the project or parcel on which the project would be located; (b) were not analyzed as significant effects in a prior EIR on the zoning action, general plan or community plan with which the project is consistent; c) are potentially significant off-site and cumulative impacts which were not discussed in the underlying EIR; and d) are previously identified in the EIR, but are determined to have a more severe adverse impact than that discussed in the underlying EIR. Section 15183(c) specifies that if an impact is not peculiar to the parcel or to the proposed project, then an EIR need not be prepared for that project solely on the basis of that impact.

This Certificate of Determination (determination) evaluates the topics for which a significant impact is identified in the final programmatic EIR, the *Balboa Park Station Area Plan Final EIR*<sup>1</sup> (FEIR), and evaluates whether the proposed project would result in impacts that would contribute to the impact identified in the FEIR. Mitigation measures identified in the FEIR applicable to the proposed project are identified in the text of the determination under each topic area. The Community Plan Exemption Checklist (Attachment A) identifies the potential environmental impacts of the proposed project and indicates whether such impacts are addressed in the *Balboa Park Station FEIR*.

This determination assesses the proposed project's potential to cause environmental impacts and concludes that the proposed project would not result in new, peculiar environmental effects, or effects of greater severity than were already analyzed and disclosed in the *Balboa Park Station Area Plan FEIR*. This determination does not identify new or additional information that would alter the conclusions of the *Balboa Park Station Area Plan FEIR*. This determination also identifies mitigation measures contained in the *Balboa Park Station Area Plan FEIR* that would be applicable to the proposed Geneva Car Barn and Powerhouse project. Relevant information pertaining to prior environmental review conducted for the *Balboa Park Station Area Plan* (Area Plan) is included below, along with an evaluation of potential environmental effects.

**Background**

After several years of analysis, community outreach, and public review, the *Balboa Park Station Area Plan* was adopted in April 7, 2009. The *Balboa Park Station Area Plan* was adopted in part to encourage and intensify mixed-use housing and neighborhood-serving retail development near transit. The *Balboa Park Station Area Plan* also included changes to existing height and bulk districts in some areas, including the project site.

During the *Balboa Park Station Area Plan* adoption phase, the Planning Commission held public hearings to consider the various aspects of the proposed area plans, and Planning Code and Zoning Map amendments. On December 4, 2008, the Planning Commission certified the *Balboa Park Station Area Plan FEIR* by Motion 17774 and adopted the Preferred Project for final recommendation to the Board of Supervisors.

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<sup>1</sup> *Balboa Park Station Area Plan Final Environmental Impact Report*, Planning Department Case No. 2004.1059E, certified December 4, 2008. The FEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400 as part of Case No. 2004.1059E, or at: [http://www.sf-planning.org/ftp/files/MEA/2004.1059E\\_Balboa\\_FEIR\\_Pt1.pdf](http://www.sf-planning.org/ftp/files/MEA/2004.1059E_Balboa_FEIR_Pt1.pdf).



On April 7, 2009 the Board of Supervisors approved the *Balboa Park Station Area Plan*, and the Mayor signed the legislation for the *Balboa Park Station Area Plan*. It was enacted on May 18, 2009. New zoning districts would encourage residential infill, maintain existing commercial uses, encourage new commercial uses and increase public transportation use.

The *Balboa Park Station Area Plan* FEIR is a comprehensive programmatic document that presents an analysis of the environmental effects of implementing the Balboa Park Station Rezoning and Area Plans, as well as the potential impacts of the proposed alternative scenarios. The *Balboa Park Station Area Plan* Draft EIR evaluated three alternatives, the Area Plan with Transportation Improvements, the Area Plan with No Transportation Improvements, and No Project. The Planning Commission adopted the Area Plan with Transportation Improvements as the Preferred Project after fully considering the environmental effects of the Preferred Project and the various scenarios discussed in the FEIR.

The *Balboa Park Station Area Plan* FEIR identified a significant and unavoidable impact to cultural architectural resources and transportation and circulation. The *Balboa Park Station Area Plan* FEIR included analyses of environmental issues including: land use; population, housing and employment (growth inducement); transportation and circulation; noise; air quality; shadow; archeological resources; historic architectural resources; greenhouse gas emissions; and water quality and hydrology. The Initial Study included analyses of visual resources; utilities and public resources; biological resources; geology; energy and natural resources and hazardous materials.

The Geneva Car Barn and Powerhouse are located in the Transit Station Area Subarea of the *Balboa Park Station Area Plan*, which retains the project site's P (Public) Use District zoning but changed the height district of the site from 105 feet to 40 feet. The Area Plan rezoned other areas of the Transit Station Area Subarea from a RH-1 (One-Family) and NC-2 (Small-Scale Neighborhood Commercial) Use District to a NCT (Neighborhood Commercial Transit) Use District.

Individual projects that could occur in the future under the *Balboa Park Station Area Plan* will undergo project-level environmental evaluation to determine if they would result in further impacts specific to the development proposal, the site, and the time of development and to assess whether additional environmental review would be required. This determination concludes that the proposed project is consistent with and was partially analyzed in the *Balboa Park Station Area Plan* FEIR. Further, this determination finds that the *Balboa Park Station Area Plan* FEIR adequately anticipated and described the impacts of the proposed project, and identified the applicable mitigation measures. Planning Department staff has determined that the proposed project is consistent with the *Balboa Park Station Area Plan* FEIR Plan and satisfies the requirements of the General Plan and the Planning Code.<sup>2,3</sup> Therefore, no further CEQA evaluation for the Geneva Car Barn and Powerhouse project is necessary.

### Potential Environmental Effects

The following discussion demonstrates that the Geneva Car Barn and Powerhouse project would not result in significant impacts beyond those analyzed and disclosed in the *Balboa Park Station Area Plan* FEIR, including project-specific impacts related to cultural resources, transportation and circulation, noise, air quality, and hazardous materials.

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<sup>2</sup> Adam Varat, San Francisco Planning Department, Community Plan Exemption Eligibility Determination, Citywide Planning and Policy Analysis, 2301 San Jose Avenue - Geneva Car Barn. This document is on file and available for review as part of Case File No. 2012.0262E at the San Francisco Planning Department, 1650 Mission Street, Suite 400

<sup>3</sup> Jeff Joslin, San Francisco Planning Department, Community Plan Exemption Eligibility Determination, Neighborhood Analysis, 2301 San Jose Avenue - Geneva Car Barn. This document is on file and available for review as part of Case File No. 2012.0262E at the San Francisco Planning Department, 1650 Mission Street, Suite 400

## **Cultural Resources**

### *Archeological Resources*

The *Balboa Park Station FEIR* identified potential archeological impacts due to the lack of survey and data collection required to identify the location of specific pre-historic and historic archaeological resources within the entire project area. Two archeological mitigation measures were proposed that would reduce impacts to archeological resources to a less-than-significant level. *Balboa Park Station Area Plan FEIR* Mitigation Measure AM-1 - Accidental Discovery: applies to projects involving activities including excavation, construction of foundations, soils improvement/densification, and installation of utilities or soils remediation resulting in soils disturbance/modification to a depth of 4 feet or greater below ground surface. Mitigation Measure AM-2 - Accidental Discovery: applies to any project involving any soils-disturbing activities greater than 10 feet in depth, including excavation, installation of foundations or utilities or soils remediation, and to any soils-disturbing project of any depth within the Phelan Loop and Kragen Auto Parts Sites, the east side of San Jose between Ocean and Geneva Avenues, and the Upper Yard Parcel.

The proposed project would require approximately four feet to ten feet of excavation and soil remediation. Therefore, Mitigation Measure AM-1 would apply to the proposed project.

The project would not require ten feet or more of excavation. Therefore, the project would not be subject to Mitigation Measure AM-2.

Finally, review by the San Francisco Planning Department Staff Archaeologist determined the proposed project would have “no effect to archaeological resources”.

With Project Mitigation Measures 1, the proposed project would not result in significant impacts that were not identified in the *Balboa Park Station Area Plan FEIR* related to archeological resources.

**Project Mitigation Measure 1 – Accidental Discovery (Mitigation Measure AM-1 of the Balboa Park Station Area Plan FEIR).** The following mitigation measure is required to avoid any potential adverse effect from the proposed project on accidentally discovered buried historical resources as defined in CEQA Guidelines Section 15064.5(a)(c). The project sponsor shall distribute the Planning Department archeological resource “ALERT” sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc. firms); or utilities contractor involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the “ALERT” sheet is circulated to all field personnel, including machine operators, field crew, pile drivers, supervisory personnel, etc. The project sponsor shall provide the Environmental Review Officer (ERO) with a signed affidavit from the responsible parties (prime contractor, subcontractor(s), and utilities firm) to the ERO confirming that all field personnel have received copies of the Alert Sheet.

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

If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archeological consultant. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains

sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.

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

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

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

### *Historical Architecture*

The *Balboa Park Station Area Plan FEIR* anticipated that implementation of the Area Plan may result in the demolition of buildings identified as contributors to a historic district. The FEIR determined that a cumulative significant impact to historic resources would occur due to the loss of contributing buildings and the construction of considerably taller infill buildings in their place and on other sites within the potential district. The loss of specific buildings could eliminate the integrity of the potential district (i.e., its ability to convey its historic significance through survival of original features) such that potential the Ocean Avenue Neighborhood Commercial District could no longer be justified. The FEIR did not recommend any mitigation measures to address this impact. This unavoidable impact was addressed in a Statement of Overriding Considerations with Findings and adopted as part of the *Balboa Park Station Area Plan* approval on December 4, 2008.

The *Balboa Park Station Area Plan FEIR* identified the Geneva Office Building as a historic resource due to its inclusion in Article 10 of the San Francisco Planning Code, the City's landmarks preservation ordinance. The Geneva Office Building is San Francisco Designated Landmark no. 180.<sup>4</sup> Accordingly, as part of the environmental review for the proposed Geneva Car Barn and Powerhouse project, San

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<sup>4</sup> The Geneva Office Building and not the Geneva Powerhouse is presumed to be a historical resource under CEQA as a locally designated resource under Article 10 of the Planning Code (City Landmark #180). The San Francisco Board of Supervisors made this designation with Ordinance Number 555-85.

Francisco Planning Department historical preservation staff evaluated the project's impact on historical resources. The following is a summary of the staff's analysis.<sup>5</sup>

The Geneva Car Barn and Powerhouse are not located within the potential Ocean Avenue Neighborhood Commercial Historic District or the potential Balboa Park Historic District. As such, the proposed project would not have a significant impact on the potential historic districts.

The FEIR analyzed the impact of the Area Plan on the Geneva Office Building. The FEIR indicated that the Area Plan does not include any specific development proposal for the project site. However, the Area Plan envisions rehabilitation and reuse of the landmark Geneva Office Building as a "primary activity generator for the station area." The Area Plan reduced the existing 105-foot height limit to 40 feet, which maintains the existing height of the Geneva Office Building and further ensures the building is preserved. This downzoning would reduce development pressures on the site by reducing the likelihood that the site would be redeveloped with a new building or addition that would be out of scale and character with the existing building. Any proposal for exterior alteration or demolition of the resource would require review under Article 10 of the Planning Code, and project-level analysis under CEQA to evaluate the significance of impacts on the historical resource.

The project site contains several structures including a metal building for train maintenance, constructed in 2009, a parking lot and a Muni car storage yard. The Geneva Office Building and Power House historically served as both the administrative center of the San Francisco rail system and as the power source for all the rail cars, respectively.

The first structure, the Geneva Office Building, is a two-story (plus basement), 12,916-sf utilitarian building, designed by the Reid Brothers Architects, and constructed in 1901. The building is reinforced concrete and brick, with a brick and wood trim exterior, built in the Roman-Renaissance Revival style. This building was also historically known as the S.F. & San Mateo Railroad Company Office Building. The S.F. & San Mateo Railroad Co., the first tenant of the building, is historically significant as a component of the electrical railway system in San Francisco at the turn of the century.

The second structure is the Geneva Power House, a two-story, 3,735-sf industrial building which was constructed sometime between 1901 and 1903. It is thought that the Reid Brothers Architects may have executed the design for this building; however, this is unconfirmed. The Geneva Power House contained the electrical transformers that powered San Francisco's electric rail cars. The Power House was significantly damaged in the earthquake of 1906, including collapse of the entire second story. The repairs to the Power House resulted in significant alterations to the building's original appearance. For this reason, the Geneva Office Building was designated by the Board of Supervisors as San Francisco Landmark No. 180, and the Power House was not included.

San Francisco Planning Department Historical Preservation staff determined that the proposed project would not have a significant adverse impact upon the Geneva Office Building such that the significance of the building would be materially impaired, nor would the proposed project cause a significant adverse impact to a California Register-eligible historic district. The proposed project would adaptively reuse the Geneva Office Building and the Geneva Power House. The exterior massing and building envelope would remain. The significant historic exterior features and finishes would be restored. Any additions to the historic building would not impair nor encroach upon the structural significance of the building.

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<sup>5</sup> Michael Smith, San Francisco Planning Department, Historic Resource Evaluation Response, January 11, 2013. This evaluation is available for review as part of Case file No. 2012.0262E at the San Francisco Planning Department, 1650 Mission Street, Suite 400.



Rehabilitation rather than replacement would be incorporated when possible. All rehabilitation and cleaning techniques would not damage the historical characteristics of the building. The project sponsor would conduct all work in accordance with the Secretary of the Interior's Standards.

In light of the above, the proposed project would not significantly impact San Francisco Designated Landmark no. 180.

### **Transportation and Circulation**

The *Balboa Station Area Plan FEIR* anticipated that growth resulting from the zoning changes and transportation improvements could result in significant transportation and circulation impacts and identified mitigation measures. These impacts were found to be significant and unavoidable because cumulative traffic impacts at certain local intersections and the cumulative impacts on Muni K-Ingleside transit line could not be fully mitigated to less-than-significant levels. These impacts were addressed in a Statement of Overriding Considerations with Findings and adopted as part of the *Balboa Park Station Area Plan* approval on December 4, 2008.

The Balboa Park Station Area Plan FEIR proposed a mitigation measure to alter traffic signal timing for the Ocean Avenue/San Jose Avenue and Ocean Avenue/I-280 NB on-ramp intersections. In order to improve operating conditions to acceptable levels at the Ocean Avenue/I-280 NB on-ramp intersection, on-street parking would need to be removed from the westbound approach to the intersection in order to stripe an exclusive right-turn lane. Five seconds of green time would also need to be shifted from the westbound movement to the eastbound left-turn movement in order to accommodate the increased eastbound left-turn volume. Operating conditions at Ocean/San Jose Avenue intersection could improve by adding eight seconds of green time, which would need to be shifted from the north-south permitted phase to the east-west permitted phase to accommodate the increased east-west volume. Since implementing the proposed mitigation measures would involve the San Francisco Municipal Transportation Agency (SFMTA) assessment and approval it is uncertain that the measure is feasible to mitigate significant impacts to a less-than-significant level.

### ***Trip Generation***

Trip generation of the proposed project was calculated using information in the 2002 Transportation Impacts Analysis Guidelines for Environmental Review (SF Guidelines) developed by the San Francisco Planning Department.<sup>6</sup> The proposed project would generate approximately 184 person trips (inbound and outbound) on a weekday daily basis during the PM peak hours of 5:00 to 6:00, consisting of 119 person trips by auto, 22 transit trips, and 43 trips by other modes. During the p.m. peak hour, the proposed project would generate an estimated 64 vehicle trips (accounting for vehicle occupancy data for this Census Tract). Due to the project's location near major transit routes, this is likely a conservative estimate of vehicle trips.

### ***Traffic***

Intersection operating conditions are characterized by the concept of Level of Service (LOS), which ranges from A to F and provides a description of an intersection's performance based on traffic volumes, intersection capacity, and vehicle delays. LOS A represents free flow conditions, with little or no delay, while LOS F represents congested conditions, with extremely long delays; LOS D (moderately high delays) is considered the lowest acceptable level in San Francisco. Implementing the Area Plan would

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<sup>6</sup> CHS Consulting Group, *Transportation Memo for Geneva Car Barn and Powerhouse Trip Generation Study*, August 13, 2013. This document is available for review as part of Case file No. 2012.0262E at the San Francisco Planning Department, 1650 Mission Street, Suite 400.

impact the intersections discussed below because they would experience significant loss of service (LOS) levels, E-F.

The proposed project is located in the Transit Station Area Subarea, which the *Balboa Park Station Area Plan FEIR* included in the traffic analysis (existing and 2025 operating conditions) based on proposed development plan options. During weekday p.m. peak hour conditions under the 2025 Area Plan the LOS at the following intersections would deteriorate: Ocean Avenue/I-280 northbound (NB) on-ramp is anticipated to change from LOS C to LOS F; Ocean Avenue/San Jose Avenue intersection<sup>7</sup> is anticipated to change from LOS C to LOS F; Geneva Avenue/I-280 northbound and southbound (SB) ramps intersection is anticipated to change from LOS C to LOS F; and Ocean Avenue/Geneva Avenue/Phelan Avenue intersection is anticipated to change from LOS B to LOS F. The intersection of Ocean Avenue and Junipero Serra Boulevard is anticipated to change from LOS D to F under the 2025 Area Plan. The proposed project would not contribute to the traffic-related impacts at this intersection because the two locations are 1.7 miles apart.

The signalized intersection at Ocean Avenue/I-280 NB on-ramp intersection (approximately one block to the north of the project site) during p.m. peak hour operates a LOS C under existing (baseline) conditions and implementing the Area Plan would deteriorate to LOS F. Additional vehicle trips from the proposed project are estimated to be an average of one vehicle per alternate signal cycle. This is a minimal contribution to the increased number of vehicles anticipated at this intersection. Therefore, the proposed project would not make a substantial contribution at this intersection and no mitigation measures would apply.

The signalized intersection at Ocean Avenue/San Jose Avenue (approximately one block to the north of the project site) during p.m. peak hour operates at LOS C under existing (baseline) conditions and implementing the Area Plan would deteriorate to LOS F under 2025 weekday p.m. peak hour operating conditions. Additional project-related trips are estimated to be an average of one vehicle per alternate signal cycle, but would not add substantial demand at the intersection. Therefore, the proposed project would not make a substantial contribution to the significant impact at this intersection and no mitigation measures would apply.

The signalized intersection at Geneva Avenue/I-280 northbound and southbound ramp intersection (one block away to the west of the project site) operates at LOS C under existing (baseline) conditions and implementing the Area Plan would cause the intersection to deteriorate to LOS F. The proposed project would contribute an average of one vehicle per alternate signal cycle. This would be a minimal contribution to the increased number of vehicles expected at this intersection. Therefore, the proposed project would not make a substantial contribution to the significant impact at this intersection and no mitigation measures would apply.

The signalized intersection at Ocean Avenue/Geneva Avenue/Phelan Avenue (four blocks northwest of the project site) currently operates at LOS B under existing (baseline) conditions and implementing the Area Plan would cause the intersection to deteriorate to LOS F. Changes to the intersection due to adding corner sidewalk bulbs, removing a channelized right-turn pocket and the elimination of a westbound vehicle travel lane from constructing a new segment of bicycle lane would contribute to the traffic congestion. The proposed project would contribute an average of one vehicle per alternate signal cycle. This is a minimal contribution to the increased number of vehicles anticipated at this intersection. Therefore, the proposed project would not make a substantial contribution to the significant impact of the Area Plan at this intersection and no mitigation measures would apply.

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<sup>7</sup> Ocean Avenue/San Jose Avenue would operate at LOS F with or without implementation of the Area Plan.

Given that the proposed project would add approximately 64 p.m. peak hour vehicle trips to surrounding intersections, it is not anticipated to substantially increase traffic volumes at these or other nearby intersections, nor substantially contribute to the average delay that would cause these intersections to deteriorate to unacceptable levels of service. The proposed project's contribution of 64 p.m. peak hour vehicle trips would not be a substantial proportion of the overall traffic volume or the new vehicle trips generated by the *Balboa Park Station Area Plan* projects, should they be approved. Therefore, the proposed project would not result in a project-specific traffic impact.

#### *Freeway Ramp Operating Conditions*

The Area Plan proposed changing to a single-point interchange, where there would be only one on- and off-ramp for each freeway mainline direction. The Geneva Avenue/I-280 NB on-ramp would be eliminated and the I-280 SB off-ramps to Geneva Avenue and Ocean Avenue would be combined into one off-ramp at Geneva Avenue. Overall, the revised freeway on-ramps are expected to operate at LOS D, with conditions similar to the current configuration. At the study off-ramps, with the proposed lane configurations, queues can be expected to spill back onto I-280, which would cause operations to deteriorate to LOS F, a significant impact on freeway mainline conditions. At the program level of analysis, feasible mitigation measures cannot be identified or developed to address the effects to mainline conditions as a result of the proposed consolidation of the off-ramps. Therefore, a Statement of Overriding Considerations related to the significant and unavoidable cumulative (2025) traffic impact was adopted as part of the EIR certification and project approval on December 4, 2008.

The proposed project would provide minimal contributions to the mainline traffic queues related to the Geneva Avenue/I-280 off-ramp. Therefore, the proposed project would not make a substantial contribution to the significant impact regarding the I-280 mainline operating conditions.

#### *Transit*

The *Balboa Park Station Area Plan FEIR* identified a significant and unavoidable cumulative impact relating to increases in transit ridership due to the Area Plan rezoning, population increase, and infill development. Implementation of the Area Plan would contribute about 6 percent to the future ridership on the K-Ingleside line at the maximum load point, increasing the already exceeded capacity utilization from 100 percent to 106 percent during the p.m. peak period. There is no mitigation measure proposed to address the impact related to increased ridership, and therefore, was found to be significant and unavoidable.

The proposed project is estimated to add 22 p.m. peak hour transit person trips occurring in the p.m. peak hour. The project site is served by other local and regional transit lines including BART, Muni Metro lines (J-Church and M-Oceanside) and Muni bus lines (8x-Bayshore Express, 8BX-Bayshore B Express, 26-Valencia, 29-Sunset, 43-Masonic, 49-Van Ness-Mission, 54-Felton, 88 BART Shuttle and 91-Owl) and therefore, the additional project-related P.M. peak hour transit trips would likely be accommodated on existing routes, and would result in a less-than-significant impact to transit services. For the above reasons, the proposed project would not result in transit-related peculiar impacts that were not identified and analyzed in the *Balboa Park Station Area Plan FEIR*.

In conclusion, the proposed project would not have peculiar transportation circulation impacts that were not evaluated and identified in the *Balboa Park Station Area Plan FEIR*.

### Noise

The *Balboa Park Station Area Plan Initial Study* (IS) identified potential significant noise impacts from short-term and long-term construction-related activities. The *Balboa Park Station Area Plan FEIR* identified potential significant noise and vibration impacts related to exposing occupants of new residential development in close proximity to high traffic roadways such as I-280, Ocean, Geneva, San Jose and Phelan Avenue. The IS determined that compliance with San Francisco Noise Ordinance (Article 29 of the Police Code) would mitigate potential construction noise impacts to a less-than-significant level. Two mitigation measures, N-1 and N-2, were proposed in the *Balboa Park Station Area Plan FEIR*. Both mitigation measures are specific to new residential development related to implementation of the Area Plan.

Since the proposed project would not construct new dwelling units that could be exposed to excessive ambient noise levels or create new noise-generating uses the project would result in less-than-significant noise impacts and would not have peculiar impacts.

### Air Quality

The *Balboa Park Station Area Plan IS* identified a significant construction-related air quality impact and determined that Mitigation Measure AQ-1, which specified construction dust control measures, would reduce the effects to a less-than-significant level. Subsequent to publication of the IS, the San Francisco Board of Supervisors approved a series of amendments to the San Francisco Building and Health Codes, generally referred to as the Construction Dust Control Ordinance (Ordinance 176-08, effective July 30, 2008). The intent of the Construction Dust Control Ordinance is to reduce the quantity of dust generated during site preparation, demolition, and construction work in order to protect the health of the general public and of on-site workers, minimize public nuisance complaints, and to avoid orders to stop work by the Department of Building Inspection. Construction activities from the proposed project would result in dust, primarily from ground-disturbing activities.

The project sponsor would be required to comply with the Construction Dust Control Ordinance, which would avoid any significant potential construction-related air quality impacts. As a result, the proposed project would not have significant impacts related to the generation of construction dust.

The *Balboa Station Area Plan FEIR* identified potentially significant air quality impacts related to exposing future new residential uses near roadways with elevated pollutant levels, diesel particulate matter and PM<sub>10</sub>. These significant impacts would conflict with the applicable air quality plan at the time, the *Bay Area 2005 Ozone Strategy*. The *Balboa Station Area Plan FEIR* identified one mitigation measure that would reduce air quality impacts to less-than-significant levels.

The *Balboa Park Station Area Plan FEIR* determined that Mitigation Measure AQ-2 would reduce effects to a less-than-significant level. Mitigation Measure AQ-2 would not apply because the proposed project does not include residential units.

For the above reasons, significant air quality impacts would not result from the proposed project.

### Hazardous Materials

The *Balboa Park Station Area Plan Initial Study* determined that 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, which would be a significant impact.



Potential impacts from the proposed project would be the result of the exterior/interior renovations, excavation and change of use from industrial to institutional. The exterior/interior renovations would likely result in potential exposure of workers or the community to hazardous building materials during renovation and construction. The previous industrial use would require further investigation, soil remediation, and is subject to the Maher Ordinance due to the past industrial use and the change of use from industrial to institutional.

There are four mitigation measures from the IS but only two of the measures would apply because one measure addresses naturally occurring asbestos and the other is specific to the Kragen Auto Parts Site development project. The project site is not located on top of serpentine rock formations, which are the primary source of naturally occurring asbestos in San Francisco. In accordance with the *Balboa Park Station Area Plan FEIR* requirements, the project sponsor has agreed to implement Project Mitigation Measures 3 and 4, below.

Implementation of Project Mitigation Measure 3 would minimize worker, public, and environmental exposure to hazardous materials in the soil or groundwater during construction and would be less than significant.

**Project Mitigation Measure 3 – Phase I, Environmental Site Assessment (Mitigation Measure HM-1 of the Balboa Park Station Area Plan FEIR).** 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.

Project Mitigation Measure 3 has been met due to the project site being located within the Maher zone, the historic industrial use at the site and the change of use from industrial to institutional. As such, the project is subject to Article 22A of the Health Code, also known as the Maher Ordinance, which is administered and overseen by the Department of Public Health (DPH). The Maher Ordinance requires the project sponsor to retain the services of a qualified professional to prepare a Phase I Environmental Site Assessment (ESA) that meets the requirements of Health Code Section 22.A.6.

The Geneva Car Barn and Powerhouse property is listed on various hazardous materials databases. The databases included the emissions inventory data (EMI), Resource Conservation and Recovery Act small quantity generator (RCRA SQG), facility and manifest data (HAZNET), historical hazardous waste and substance site (HIST CORTESE), leaking underground storage tank (LUST), facility index system (FINDS) and historical underground storage tank (HIST UST). An underground storage tanks (UST) existed on the project site.

The Phase I ESA prepared for the project<sup>8</sup> identified several potentially recognized environmental conditions (REC's) in connection with the prior uses of the site and adjacent properties required

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<sup>8</sup> Ecology and Environment, Inc., Phase I Environmental Site Assessment for Geneva Car Barn and Powerhouse, 2301 San Jose Avenue, City and County of San Francisco, California, February 2012. A copy of this document is available for review at the Planning Department, 1650 Mission Street, Suite 400, in File No. 2012.0262E.

assessment to determine potential presence at the site. Historically the office building was used by SFMTA for offices and boarding of transit agency workers. The powerhouse structure housed fuel oil powered electric generators that provided power for electric street cars. The southwest end of the powerhouse contained a former oil storage area that may be contaminated with petroleum oil, which could allow for vapor intrusion from aromatic volatile organic compounds into the powerhouse structure. Chlorinated volatile organic compounds (VOCs) in the breathing air of the office building and powerhouse used off-site may be present. In the powerhouse, the oil stains on the concrete floor suggest the possible presence of poly chlorinated biphenyls (PCB), which may also be found in fluorescent light ballasts and various electric components throughout both buildings. Mercury from old thermostats may be present in the office building. Lead based paint (LBP) and asbestos containing building materials (ACBM) may be present in both buildings.

The Phase I report concluded that a Phase II would be required. The Phase II required the development of a field sampling plan to conduct subsurface investigation of the project site.<sup>9</sup>

The Phase II determined the following information. Total petroleum hydrocarbons such as motor oil (TPH-mo) were detected at concentrations exceeding the project screening level in two samples collected from the ½ foot sampling taken from the asphalt pavement. No associated indications of contamination such as staining and odor were noted in the samples suggesting that due to the shallow samples obtained the TPH-mo is most likely associated with the asphalt pavement and not contamination. No further soil testing for TPH-mo is required.

Benzene, a VOC, was the only constituent of potential concern (COPC) from all the indoor air samples obtained that was above the screening levels. It was detected in all the indoor air samples. The source of the VOCs was found to be from an off-site source. No further assessment of VOCs in indoor air at the site is required.

Testing for mercury vapor concentrations determined that it was below the 3,000 ng/m<sup>3</sup> screening level. This level is considered acceptable for occupancy of a structure in an occupational or commercial setting after a spill where mercury is not usually handled. The Agency for Toxic Substances and Disease Registry considers this concentration of mercury vapor to be safe and acceptable for indoor air where shorter exposure time typical of most work places provided no visible mercury is present after a spill has been cleaned up.

Lead and asbestos in paint and construction materials are present at concentrations that require special handling and/or disposal and specialized worker training disturbed during the renovation.

Concrete chip samples showed that concentrations of PCBs are below the project screening level of 50 mg/kg. This level is considered to be adequate when determining whether PCB-contaminated concrete will require handling and disposal. Since the land use will change from the original power plant, remediation is required in accordance with 40 CFR Part 761.

The potential presence of PCBs in fluorescent light ballasts and in various electrical components in the office building and in the basement of the powerhouse is a REC that would be addressed by a qualified contractor before renovation of the site.

Recommendations, in terms of pre-renovation requirements, based on review of current and historical laboratory analytical results presented in the Phase I and II reports were provided. Fluorescent light

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<sup>9</sup> Ecology and Environment, Inc., Field Sampling Plan for Targeted Brownfields Assessment of Geneva Car Barn and Powerhouse, 2301 San Jose Avenue, City and County of San Francisco, California, April 2012. A copy of this document is available for review at the Planning Department, 1650 Mission Street, Suite 400, in File No. 2012.0262E.

ballasts and electrical components throughout the office building and powerhouse would be collected and recycled or disposed of, based on whether or not they contain PCBs. Mercury-containing switches would be collected from wall thermostats in the office building by a contractor licensed and trained to handle and dispose of hazardous waste. LBP, ACM and lead-based material would be abated and waste material disposed of in accordance with all applicable regulations. Stained areas of concrete in the powerhouse would be cleaned and waste materials disposed of in accordance with 40 CFR Part 761.

A site mitigation plan (SMP) was prepared and presented mitigation measures recommending how to handle risks to the environment, to workers' and project site users' health and safety from the presence of metal and petroleum related contamination in the soil.

As of August 24, 2013, remediation of any subsurface contamination is required by ordinance under the authority provided in Health Code Article 22A (the Maher Ordinance), which is administered by the Department of Public Health (DPH). Similarly to Mitigation Measure HM-1 (Project Mitigation Measure 3) from the FEIR, the Maher Ordinance requires the project sponsor to retain the services of a qualified professional to prepare a Phase I ESA that meets the requirements of Health Code Section 22.A.6. These steps are required to be completed prior to the issuance of any building permit. Therefore, Mitigation Measure HM-1 is now required by law, and would ensure that remediation of any subsurface soil contamination occurs, resulting in a less-than-significant impact with respect to hazardous materials. Since the project sponsor already complied with the Maher Ordinance, the proposed project would result in less-than-significant hazardous materials impacts from exposing construction workers, the public, and the environment to contaminated soil and groundwater.

Building renovation may lead to the exposure of workers and the public to PCBs and DEHP. Project Mitigation Measure 4 would minimize worker, public and environmental exposure to hazardous materials during construction. Implementation of Project Mitigation Measure 4 would reduce potential exposure to PCBs and DEHP to a less-than-significant level.

**Project Mitigation Measure 4 - Hazardous Building Materials (Mitigation Measure HM-2 of the Balboa Station FEIR.** The project sponsors of future development in the Project Area that include demolition shall ensure that any equipment containing PCBs or DEHP, such as fluorescent light ballasts, are removed and properly disposed of according to applicable federal, state, and local laws prior to the start of renovation or demolition, and that any fluorescent light tubes, which could contain mercury, are similarly removed and properly disposed of. Any other hazardous materials identified, such as asbestos-containing building materials, either before or during work, shall be abated according to applicable federal, state, and local laws.

### **Public Notice and Comment**

A "Notification of Project Receiving Environmental Review" was mailed on July 27, 2013 to adjacent occupants and owners of properties within 300 feet of the project site.

The Planning Department received comments in response to the notice. Concerns raised include the absence of off-street parking for the project, potential light pollution effects from the type and amount of lighting for the new buildings, loitering in the surrounding neighborhoods, the type of uses and occupants using the new community space, changes to Muni train storage, access changes to Muni train yard due to the project, estimated construction time, hours of operation for construction, hours of operation for the new facility, and whether there will be a public hearing for the proposed project.

Concerns and issues raised in the public comments on the environmental review are discussed in the corresponding topical sections of this CPE. No significant, adverse environmental impacts from issues of

concern have been identified. Comments that do not pertain to physical environmental issues and comments on the merits of the proposed project will be considered in the context of project approval or disapproval, independent of the environmental review process. While local concerns or other planning considerations may be grounds for modifying or denying the proposal, in the independent judgment of the Planning Department, there is no substantial evidence that the proposed project could have a significant effect on the environment.

**Conclusion**

The *Balboa Park Station Area Plan* FEIR incorporated and adequately addressed all potential impacts of the proposed Geneva Car Barn and Powerhouse project. As described above, the Geneva Car Barn and Powerhouse project would not have any additional or peculiar significant adverse effects not examined in the *Balboa Park Station Area Plan* FEIR, nor has any new or additional information come to light that would alter the conclusions of the *Balboa Station Park Area Plan* FEIR. Thus, the proposed Geneva Car Barn and Powerhouse project would not have new significant or peculiar effects on the environment not previously identified in the *Balboa Station Area Plan* FEIR, nor would any environmental impacts be substantially greater than described in the *Balboa Park Station Area Plan* FEIR. No mitigation measures previously found infeasible have been determined to be feasible, nor have any new mitigation measures or alternatives been identified but rejected by the project sponsor. Therefore, in addition to being exempt from environmental review under Section 15183 of the CEQA Guidelines, the proposed project is also exempt under Section 21083.3 of the California Public Resources Code.