



SAN FRANCISCO PLANNING DEPARTMENT

Addendum to Mitigated Negative Declaration

Addendum Date: June 4, 2012
Case No.: 2009.1153E
Project Title: **San Francisco Wholesale Produce Market Project**
MND: Published May 11, 2011, finalized July 5, 2011
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 Wholesale Produce Market
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Background

The Planning Department published a Preliminary Mitigated Negative Declaration (PMND) for the subject project, file number 2009.1153E on May 11, 2011. The Final Mitigated Negative Declaration ("FMND") was published on July 5, 2011.¹ The project analyzed in the FMND is a phased development plan to expand the existing San Francisco Wholesale Produce Market ("Produce Market") on the site. The project site is located in the Bayview Hunters Point neighborhood of San Francisco, in the area bounded by Caltrain right-of-way to the east, Innes Avenue to the northeast, Toland Street to the northwest, Kirkwood Avenue and Rankin Street to the southwest, and a San Francisco Water Department facility to the southeast. A small portion of the project site lies northwest of Toland Street. The site is split into three subareas: the Main Site, the 901 Rankin Street site to the east, and the 2101 Jerrold Avenue site to the west. The project site is within the PDR-2 (Core Production, Distribution, and Repair) Zoning District and the 65-J and 80-E Height and Bulk Districts. The project site encompasses the following blocks: 5262/004, 5268/007, 5268/010, 5268/011, 5269/002, 5269/007, 5269/008, 5269/009, 5281/003, 5281/005, 5282/031, 5282/033, 5284A/004, 5284A/005, 5284A/006, and 5285A/002.

The project site is primarily occupied by structures related to Produce Market operations. The Produce Market Main Site, which is centered on Jerrold Avenue, occupies 13 separate parcels containing a total of approximately 348,074 sq.ft., or 7.99 acres. The Main Site consists of four primary quadrants, each of which is currently occupied by an existing Produce Market warehouse, called Buildings L, N, M, and K, respectively. In addition, the northwest quadrant is occupied by the Cash & Carry building, and the southwest quadrant is occupied by the Produce Building, which contains the administrative offices associated with the Produce Market, and a bank.

¹ San Francisco Wholesale Produce Market Project, *Final Mitigated Negative Declaration*, July 5, 2011. This document is available for review as part of Case File No. 2009.1153E at the San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco, CA 94103.

The 901 Rankin Street site is an irregularly shaped, City-owned property located immediately east of the existing Produce Market Main Site, and bounded by Rankin Street, Jerrold Avenue, Caltrain right-of-way, and a San Francisco Water Department administrative building and storage yard. The 901 Rankin Street site consists of two parcels occupying a total of approximately 126,959 sq.ft., or 2.91 acres. The site contains a series of pre-engineered and modular buildings containing government office uses, including the City and County of San Francisco Department of Technology and Municipal Transportation Agency offices.

The 2101 Jerrold Avenue site is a square parcel immediately west of the Main Site occupying approximately 97,482 sq.ft., or 2.24 acres. It contains a recently constructed 51,050 sq. ft. warehouse with similar functions as the warehouses on the Main Site.

The proposed project analyzed in the MND is a phased development plan to expand the existing Produce Market on the site. The maximum development scenario would demolish 12 of the 13 buildings currently located on the site and construct four new warehouse structures on the Main Site and one new warehouse structure on the 901 Rankin Street site. No alterations are proposed at the 2101 Jerrold Avenue site. All warehouses would have accessory office space. Two of the warehouse structures on the Main Site would have rooftop parking, and the warehouse structure on the 901 Rankin Street site would include a meeting hall/education center containing a demonstration kitchen. In addition, a small (approximately 3,961-square-foot) Operations Center would be constructed on the Main Site. There would be a total of 440 parking spaces and 186 loading spaces. The maximum development scenario would have a total building floor area of 525,855 square feet.

A less expensive project variant was also proposed. Under the variant, all structures on the project site would be demolished except the four warehouse buildings. The existing warehouse buildings would be renovated to upgrade their functionality. The installation would include seismic strengthening, access for disabled individuals, and new building systems. The building footprints and main roof lines would remain largely intact. Similar to the proposed project, the variant would also include the new warehouse on the 901 Rankin Street site and the Operations Center on the Main Site. The variant would have a total building floor area of 377,711 square feet.

In both the proposed project and variant, the project sponsor proposed to reconfigure the roadways around the project site to improve site access and safety. The project sponsor proposed to vacate Jerrold Avenue on the Main Site and reroute through-traffic around the Main Site on Innes and Kirkwood Avenues. Innes Avenue was envisioned as the primary route for through traffic. These proposed street improvements were intended to control access to the Produce Market, to better facilitate the flow of traffic around the Produce Market, and improve the existing transportation network in the project area. One element of the roadway improvement included relocating the portion of Rankin Street between Jerrold Avenue and Innes Avenue to parallel the existing and adjacent Caltrain right-of-way, and reconfigure the intersection of Jerrold Avenue and Rankin Street to provide eastern access to the Produce Market (see Figure 1, below).

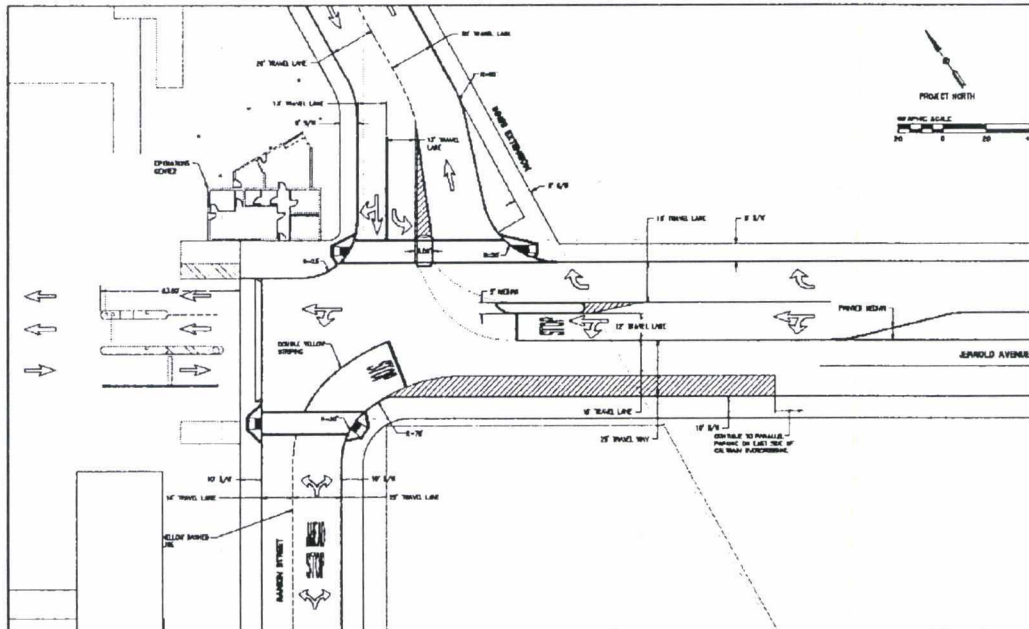


Figure 1
Produce Market East Access –Intersection of Innes/Jerrold/Rankin
Source: Transportation Study Final Report, Case Number 2009.1153!, March 2011

Quint–Jerrold Connector Road

Subsequent to the publication of the FMND, there was a change to the circumstances under which the Produce Market was evaluated in 2011. Unrelated to the Produce Market expansion and retention project, the San Francisco County Transportation Authority (SFCTA) has been working for a number of years on a plan for a new Caltrain station at Oakdale Avenue (less than ½ mile south of the Produce Market), as part of the voter-approved Proposition K Transportation Sales Tax Expenditure Plan. At the same time, the Peninsula Corridor Joint Powers Board (PCJPB), which provides Caltrain commuter rail service between the South Bay, the Peninsula and San Francisco, has developed plans for the replacement of a 100-year old rail bridge over Quint Street (a local street about ¼ of a mile south of the Produce Market) that does not meet current seismic code requirements and is at the end of its useful life. Platforms for the potential Caltrain Station at Oakdale Avenue would extend across the Quint Street right-of-way but cannot be accommodated with the existing bridge configuration.

The PCJPB has developed and is working with the SFCTA to consider options to replace the bridge over Quint Street. Each option has varying implications and trade-offs in terms of cost and funding, ability to support a future potential Caltrain Station at Oakdale, and vehicular access:

- Option 1 would replace the existing bridge with a berm, accommodating future station platforms but closing private vehicle access under the tracks on Quint Street.

- Option 2 would replace the existing bridge in-kind. The in-kind replacement would maintain through vehicle access on Quint Street under the tracks but would not accommodate future station platforms.
- Option 3 would replace the existing bridge with a widened design to accommodate future station platforms and maintaining Quint Street through access. Given funding limitations, this option is not considered feasible by the SFCTA or the PCJPB.

In recent months, SFCTA has started looking into the possibility of re-establishing the pedestrian and vehicular connectivity that would be lost with the construction of the berm and the closure of Quint Street (Option 1) by means of a new roadway (Quint-Jerrold Connector Road) that would run parallel to the Caltrain tracks. The new road would operate two-way and would connect with Jerrold Avenue at an approximately 45-degree angle (see Figure 2, next page). Both right- and left-turns from Jerrold Avenue onto the southbound connector road would be allowed, while those traveling northbound would only be allowed to turn right and continue eastbound on Jerrold Avenue.

The available right of way width, between the embankment that supports the tracks to the east and the existing buildings to the west, is approximately 32 feet. As a result, the proposed configuration of the Quint-Jerrold Connector Road would generally have a roadway width of 26 feet (one 13-foot wide travel lane each way), plus an approximately 0.5-foot wide curb on the east side of the street and an approximately 5.5-foot wide sidewalk on the west side. The conceptual layout of the roadway and its intersection with Jerrold Avenue is currently being evaluated by the San Francisco Department of Public Works (DPW) and the San Francisco Municipal Transportation Agency (SFMTA).

Section 31.19(c)(1) of the San Francisco Administrative Code states that a modified project must be reevaluated and that, "If, on the basis of such reevaluation, the Environmental Review Officer determines, based on the requirements of CEQA, that no additional environmental review is necessary, this determination and the reasons therefore shall be noted in writing in the case record, and no further evaluation shall be required by this Chapter."

Analysis of Potential Environmental Effects

The Quint-Jerrold Connector Road project that is being contemplated by SFCTA is a separate proposal, unrelated to the Produce Market expansion and retention project except by geographic proximity. At the time the FMND for the Produce Market project was issued, the Quint-Jerrold Connector Road project was not yet proposed. Thus, the potential for significant cumulative impacts resulting from the Produce Market project in combination with the connector road project was not considered in the FMND.

(See next page.)

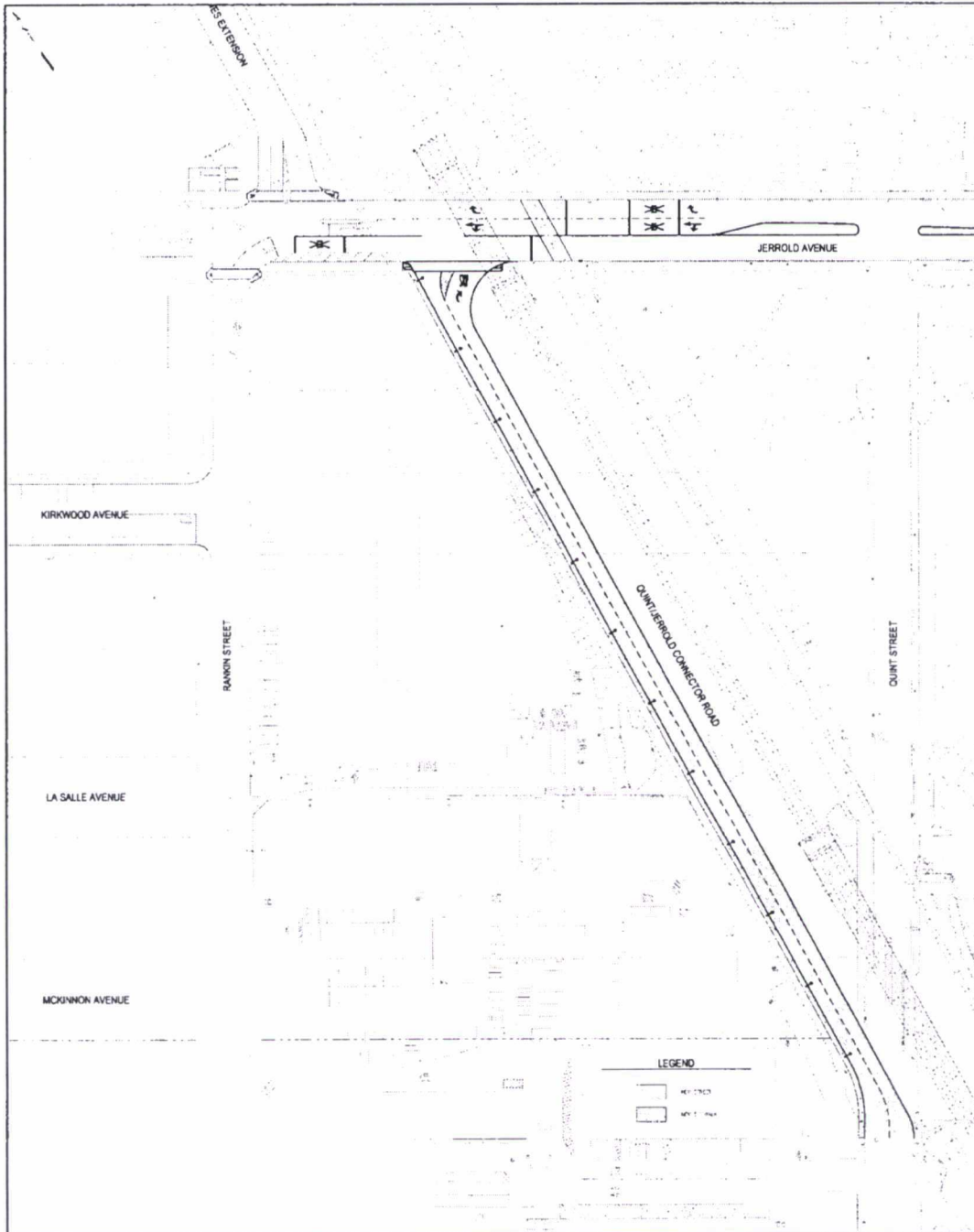


Figure 2
Quint/Jerrold Connector Road – Overall Proposed Alignment and Layout
(Preliminary pre-design concept; subject to change)
Source: SF County Transportation Authority

CEQA Guidelines Section 15162(a)(2) states that when a negative declaration has been adopted to a project, no subsequent negative declaration shall be prepared for that project unless the lead agency determines on the basis of substantial evidence that substantial changes have occurred with respect to the circumstances under which the project is undertaken which will require major revisions of the previous negative declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects. The proposed Quint-Jerrold Connector Road constitutes a change to the circumstances under which the Produce Market was evaluated in 2011. For the reasons explained below, this change would not result in any new significant environmental effects or a substantial increase in the severity of significant effects previously identified in the FMND.

The Quint-Jerrold Connector Road would affect Quint Street between Newcomb Avenue and Jerrold Avenue, and the area directly adjacent to the Caltrain right-of-way. The construction timing of the connector road is unknown and may or may not occur during the phased construction of the Produce Market project. The operation of the Quint-Jerrold Connector Road would not result in any additional environmental effects on the Produce Market as they relate to land use, population and housing, archeology, historic architecture, recreation, utilities and service systems, public services, biological, geology and soils, hydrology and water quality, hazards and hazardous materials, mineral and energy resources, and agriculture and forest resources. This is because effects on these resources are generally site-specific and would not extend beyond the respective project areas of the Produce Market or the Quint-Jerrold Connector Road. Thus, there is no possibility that these impacts would combine to cause a significant cumulative impact.

The Quint-Jerrold Connector Road has the potential to combine with the operation-period less-than-significant environmental effects of the Produce Market in the areas of aesthetics, air quality, greenhouse gas emissions, and noise, and transportation and circulation with mitigation. Regarding aesthetics, given the area's visual character and the minimal nature of the Produce Market's visual effects, it is not anticipated that Quint-Jerrold Connector Road project together with the Produce Market's less-than-significant effects would result in a significant cumulative impact on the surrounding visual character, obstruction of views or vistas, or potential for light and glare. It would not contribute to a substantial and demonstrable negative change in the visual character or quality of the area of the Produce Market.

With respect to air quality and greenhouse gas impacts, the operation of the Quint-Jerrold Connector Road would not result in a new trip-generating land use or source of emissions, nor would it introduce new sensitive receptors. Therefore, the two projects in combination would not result in a significant cumulative impact to air quality or greenhouse gases. The operation of the Quint-Jerrold Connector Road would not change traffic volumes and would not otherwise result in a substantial change to traffic-related noise. Therefore, a significant cumulative noise impact would not occur.

Finally, with regard to transportation and circulation, the analyses presented in the March 2011 Produce Market Transportation Study and FMND concluded that the addition of traffic generated by the Produce Market project would not result in any significant impacts to the study intersections under existing plus project conditions. On the other hand, the study concluded that several of the study intersections would be expected to operate poorly during in the future (2030 Cumulative scenario) as a result of background growth assumed in the area, and that the Produce Market project would substantially contribute to those

conditions at two locations. Specifically, the Produce Market project was found to substantially contribute to the failing conditions at the intersections of Jerrold Avenue/ Toland Street and Innes Street/ Toland Street by the year 2030. The intersections of Jerrold Avenue/ Toland Street and Innes Street/ Toland Street would continue to operate at acceptable levels when the project becomes operational but would deteriorate over time as cumulative travel in the area increases.

As described in the FMND, to mitigate the impact at Jerrold Avenue/ Toland Street, the northbound approach would need to be restriped within the existing right-of-way to provide an exclusive left-turn lane, in addition to signalization of the intersection. In order to mitigate the significant impact at Innes Street/ Toland Street, the intersection would need to be signalized. The restriping and signalization mitigation measures described in the FMND and adopted by the project sponsor would reduce these impacts to less-than-significant levels. The Quint-Jerrold Connector Road would not increase the cumulative impacts identified at these two intersections because the road would not generate any new vehicle trips, thus no new vehicular traffic would approach the intersections.

Two additional study intersections from the 2011 Transportation Study are located in the vicinity of the proposed Quint-Jerrold Connector Road, namely Jerrold Avenue/ Rankin Street and Jerrold Avenue/ Innes Street. No significant project impacts were identified in the Transportation Study for these two intersections. Traffic operations at the intersection of Jerrold Avenue/ Rankin Street would improve (experience lower delay) in the future because the Produce Market project roadway improvements would divert through vehicular traffic away from this intersection towards Innes Avenue. Although these two intersections are in close proximity, the implementation of the Quint/Jerrold Connector Road alignment would not be expected to substantially modify these results or affect the conclusions presented in the March 2011 Produce Market Transportation Study. No new vehicular traffic would be expected to approach the intersections of Jerrold Avenue/ Rankin Street and Jerrold Avenue/ Innes Street as a result of the new connector road. Since northbound vehicles on the Quint-Jerrold Connector Road would be prohibited from turning left onto Jerrold Avenue and would all instead be directed towards eastbound Jerrold Avenue, no traffic blockages on eastbound or westbound Jerrold Avenue would be expected to occur.

Similarly, westbound vehicles on Jerrold Avenue turning left onto the Quint-Jerrold Connector Road would do so from a dedicated lane, as shown in Figure 2. Thus, through westbound traffic destined to Innes Avenue would remain unaffected. On the other hand, westbound vehicles on Jerrold Avenue turning left onto the Quint-Jerrold Connector Road would share the lane with those destined to the Produce Market site. The combination of both traffic volumes on that lane would be less than 100 vehicles per hour, less than two vehicles per minute, which would not be expected to affect access to the Produce Market site.² Eastbound vehicles on Jerrold Avenue turning right onto the Quint/Jerrold Connector Road would do so in a similar manner as it is currently done at the existing Quint Street intersection further east, past the Caltrain bridge. As a result, the analysis presented in the Produce

² José I. Farrán, *Assessment of potential effects of the proposed Quint-Jerrold Connector Road on the conclusions presented in the transportation study conducted for the SF Wholesale Produce Market Retention and Expansion Project*, Memorandum to Andrea Contreras, May 31, 2012. This document is available for review as part of Case File No. 2009.1153E at 1650 Mission Street, Suite 400, San Francisco, CA 94103.

Market Transportation Study is still valid and its conclusions remain unchanged as a result of the proposed Quint-Jerrold Connector Road.

Conclusion

Based on the foregoing, it is concluded that the analyses conducted and the conclusions reached in the FMND finalized on July 5, 2011 remain valid. There are no proposed revisions to the San Francisco Wholesale Produce Market project. The proposed Quint-Jerrold Connector Road is an unrelated project which would change the circumstances surrounding the proposed project, but these changes would not result in new significant environmental effects not disclosed in the MND, increase the severity of identified effects, or necessitate new mitigation measures previously deemed infeasible. Therefore, no supplemental environmental review is required beyond this addendum.

Date of Determination:

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

June 12, 2012


BILL WYCKO
Environmental Review Officer

cc: Monica Melkesian, Project Sponsor
Julian Bañales, SE Quadrant Team Leader
Stephen Shotland, Citywide Planning

Supervisor Cohen, District 10
Bulletin Board / Master Decision File
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