



SAN FRANCISCO PLANNING DEPARTMENT

Addendum No. 1 to Environmental Impact Report

Date: February 24, 2015
Case No.: 2010.0275E
Project Title: 236-238 Shipley (aka 935 Folsom Street)
EIR: San Francisco Museum of Modern Art Expansion/ Fire Station Relocation and Housing Project
SCL No.2010102047, Certified November 10, 2011
Zoning: MUR (Mixed-Use Residential)
Height and Bulk: 45-X
Block/Lot: 3753/314
Lot Size: 5,444 square feet
Project Sponsor: 5 Shipley, LLC & D-Scheme Studio (Architects)
Lead Agency: San Francisco Planning Department
Staff Contact: Susan Mickelsen – (415) 575-9039
susan.mickelsen@sfgov.org

1650 Mission St.
Suite 400
San Francisco,
CA 94103-2479

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377

REMARKS

The project sponsor, 5 Shipley LLC has submitted an Environmental Evaluation application to the Planning Department (“Department”) which amends the residential portion (236-238 Shipley Street) of the previously-approved San Francisco Museum of Modern Art (“SFMOMA”)/Fire Station Relocation and Housing Project (see Planning Commission Motion No. 18486), which included two project sites located in the City’s South of Market (“SOMA”) neighborhood. The proposed change would affect the housing project portion of the SFMOMA/Fire Station Relocation Project and would consist of adding two more residential units (for a total of 15 units; adding approximately 1,700 square feet (sf) of ground floor commercial space, removing the previously proposed vehicle parking, and adding an additional foot in height to the building as compared to the housing development evaluated in the SFMOMA/Fire Station Relocation and Housing Project FEIR (“Project FEIR”). The proposed housing project, including the additional units, commercial use and height, is hereafter referred to as the “modified housing project.”

Background

On November 10, 2011 the San Francisco Planning Commission certified the Project FEIR. The project evaluated in the FEIR included three project components: 1) the up to 230,000 square foot (sf) expansion and renovation of the SFMOMA site located at 151 Third Street (between Mission and Howard); 2) the resulting demolition and relocation of the San Francisco Fire Department Station No. 1 (“SFFD Station 1”) from 676 Howard Street to 935 Folsom Street and 3) the subdivision of the 935 Folsom site to build a 13-unit, 43-foot-tall multi-family residential building with 10 vehicle parking spaces at the rear of the 935 Folsom Street site, fronting Shipley Street.

The current addendum, Addendum No. 1 to the Final EIR, evaluates the potential environmental impacts associated with the proposed change to the housing development portion of the Project.

PROJECT DESCRIPTION

Project Location and Project Site

The 236-238 Shipley Street modified housing project site is located on the northeast corner of the intersection of Shipley Street and Falmouth Street in the SOMA neighborhood, with its frontage on Shipley Street between Fifth and Sixth Streets on the east and west, respectively and south of Folsom Street and the new SFFD Station 1 which fronts on Folsom Street (935 Folsom Street). The site is currently vacant, with an approximate 20-foot parking easement (to remain) along its north side which is utilized by the adjacent fire station. The site of the SFFD Station 1 (already completed) and the SFMOMA at 151 Third Street are not included as part of the modified housing project analyzed in this addendum, as no changes to these components of the approved project are proposed.

Land uses in the vicinity of the modified housing project site are characterized by older commercial, mixed residential/commercial, live/work, and industrial structures, as well as newer residential buildings, retail (including restaurant and bar), hotel, and surface parking uses. The project site is bordered to the east by an open vehicle yard (923 Folsom Street) that is used by a tour bus company for bus storage and maintenance. To the east of the open vehicle yard is a smaller-scale 2-story structure (located at 214 Shipley Street) that contains a garage on the first floor and offices on the second floor. The area south of Shipley Street, across from the project site, consists primarily of residential and live/work uses, with occasional storage or Production, Distribution and Repair (PDR) uses. Shipley Street to the west of Falmouth Street comprises 1- to 4-story residential and live/work structures.

Project Characteristics

The modified housing project entails the development of the vacant 236-238 Shipley Street project site with a 4-story, 44 foot-tall, 15,000 sf mixed-use residential and commercial building with 15 residential units (consisting of 8 one-bedroom units and 7 two-bedroom units), and approximately 1,700 sf of commercial space. No vehicle parking spaces are proposed as part of the modified housing project and 17 Class 1 bicycle parking spaces would be located on the ground floor. The modified housing project would also include an estimated 1,400 sf of common open space on the rooftop deck.

In comparison with the Project FEIR, the modified housing project would include two additional residential units and 1,700 sf ground floor commercial space, no vehicle parking (and therefore less excavation), additional bicycle parking (consistent with Planning Code requirements which have changed since the FEIR certification), additional open space (approximately 350 sf) and an additional foot of building height. The existing approximately 20-foot parking easement on the north side of the parcel, and existing 22½-foot wide curb cut on Falmouth Street used by SFFD Station 1 for parking would remain. Similar to the FEIR housing project, construction would occur in a single phase over an estimated six to eight months. The modified housing project would require building permits.

ANALYSIS OF POTENTIAL ENVIRONMENTAL EFFECTS

San Francisco Administrative Code Section 31.19(c)(1) 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.” California Environmental Quality Act (CEQA) Guidelines Section 15164 provides for the use of an addendum to document the basis for a lead agency's decision not to require a Subsequent or Supplemental EIR for a project that is already adequately covered in an existing certified EIR. The lead agency's decision to use an addendum must be supported by substantial evidence that the conditions that would trigger the preparation of a Subsequent EIR, as provided in CEQA Guidelines Section 15162, are not present.

The previously approved project was the subject of an Environmental Impact Report (EIR), certified by the Planning Commission on November 10, 2011. The FEIR's Initial Study analyzed the potential impacts of the project as a whole and found that for the applicable topics analyzed it would not have a significant effect on the environment. The FEIR's Initial Study identified mitigation measures applicable to the housing development portion of the project for Cultural Resources (M-CP-2) and Noise (M-NO-2b, Mitigation Measure F-3 through F-6 from the Eastern Neighborhoods EIR), which would both be reduced to a less-than-significant level with mitigation. Other mitigation measures in the Initial Study were identified for the SFMOMA expansion and would therefore, not apply to the modified housing project.

The FEIR analyzed potential impacts in the areas of: Land Use, Aesthetics, Cultural Resources, Transportation and Circulation, Noise, Air Quality, Greenhouse Gas Emissions, Wind and Shadow, and Public Services. The SFFD Station 1 and housing development portion of the project resulted in six less than significant impacts with mitigation measures and two significant and unavoidable impacts (historic resources and construction air quality). However, some impacts and mitigation measures relate to the now complete SFFD Station 1 site and are not applicable to housing development site, such as the significant and unavoidable impact (CP-4) to the historic resource at 935 Folsom for the demolition of the industrial building where the fire station is now located, and similarly the less-than significant impact with mitigation (M-HZ-1d) related the 935 Folsom building demolition. These impacts (CP-4 and HZ-1D) and other impacts and mitigation measures that were assessed and formulated for the SFMOMA Expansion portion of the project would not be applicable to the housing development site. Additionally, Project Mitigation Measure NO-2 related to noise from stationary sources would not be applicable to the modified housing project as it does not include stationary noise sources (such as a generator). Impact CP-2 Archeological Resources and related Mitigation Measure M-CP-2 would also not be applicable to the modified housing project because the revised design would no longer include basement parking and would have limited ground disturbance (2½ feet versus the 10 feet analyzed in the FEIR).¹

Therefore, the modified housing project, similar to the FEIR analysis would result in one significant and unavoidable construction-related air quality impact (AQ-6b) through the potential exposure of sensitive receptors to construction-related pollutant concentrations and cumulative levels of PM_{2.5} and toxic air contaminants and would be subject to Mitigation Measure AQ-6 related to construction equipment which would not reduce the construction air quality impact to a less-than-significant level. The modified housing

¹ SF Planning Department, Archeological Review and Determination Memorandum, January 5, 2015. This document is available for review at the Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2010.0275E.

project would also be subject to the following Mitigation Measures that would reduce the project's significant impacts to a less-than-significant level.

- NO-2b (construction related noise, although no pile driving is proposed);
- NO-3 (proposed residential and existing noise levels); and
- AQ-3b (construction-related fugitive dust emissions).

Since certification of the EIR, no changes have occurred in the circumstances under which the original project alternatives or the project as currently proposed that would change the severity of the project's physical impacts, and no new information has emerged that would materially change the analyses or conclusions set forth in the FEIR. Further, changes to the proposed project, as demonstrated below, would not result in any new significant environmental impacts or a substantial increase in the significance of previously identified environmental effects. The effects of the modified housing project would be substantially the same as reported in SFMOMA Expansion/Fire Station Relocation and Housing Project FEIR as they relate to the construction of the residential building at 236-238 Shipley Street. The following discussion provides the basis for this conclusion.

Archeological Resources

Under the archeological analysis in the FEIR, the Fire Station and housing development analysis resulted in a potential significant impact to archeological resources (Impact CP-2 in the FEIR), whereby the construction of both these buildings, as proposed in the FEIR, could result in damage to or destruction of, as yet unknown archaeological or human remains, should such remains exist beneath the project site. Unlike the FEIR housing development analysis, the modified housing project would no longer include vehicle parking on-site or a basement and therefore the building excavation for the stiffened mat foundation would be 2.5 feet, instead of the 10 feet analyzed in the FEIR.² Therefore, Mitigation Measure M-CP-2 consisting of an archeological consultant conducting a testing monitoring and potential data recovery program and guidance for the treatment of human remains, would not be applicable to the modified housing project.³

Noise and Vibration

Similar to the FEIR housing development analysis, the modified housing project during construction would result in a temporary or periodic increase in ambient noise levels and vibration in the project vicinity above levels existing without the Project (Impact NO-2b in the FEIR). The modified housing project would not include pile driving, and therefore, the construction-related noise impact would be reduced as compared to the FEIR analysis. The modified housing project would be subject to Mitigation Measure M-NO-2b consisting of such measures as: neighborhood notice to properties within 100 feet; equipping construction equipment, including impact tools, with the best available noise control techniques; limiting construction hours for certain construction activities; and the preparation and implementation of recommendations in a vibration impact assessment would still apply to the modified housing project. The portion of M-NO-2b which applies to pile driving would not apply to the modified housing project as the construction would not include pile driving. Similar to the FEIR, implementation of Mitigation Measure M-NO-2b would reduce this construction-related noise impact to a less-than-significant level.

² H. Allen Gruen, C.E., G.E. Geotechnical Investigation for Planned Development V Shipley Street. June 28, 2014.

³ SF Planning Department, Archeological Determination Memo on 236-238 Shipley, January 5, 2015.

Similar to the FEIR housing development analysis, the modified housing project would expose new noise-sensitive residential uses at the housing site to substantial (above 60 dBA Ldn) noise sources including traffic and stationary sources (such as emergency generators and internal fire station alarms). The modified housing project would therefore also be subject to Mitigation Measure M-NO-3 from the FEIR, which consists of mitigation measures (MM F-3, MM F-4, MM F-5, and MM F-6) from the Eastern Neighborhoods Rezoning and Area Plans EIR including meeting Title 24 requirements for interior noise levels, conducting an analysis of noise sources and reduction measures (such as alternative ventilation systems), and analysis of the noise exposure at the proposed residential open space (rooftop) space.⁴ As a residential and commercial use, the modified housing project would not be considered a noise-generating use, and would therefore not be subject to MM F-5 within M-NO-3 from the FEIR. Similar to the FEIR, implementation of Mitigation Measure M-NO-3 (minus MM F-5) would reduce this noise impact to a less-than-significant level.

Air Quality

Similar to the FEIR housing development analysis, the modified housing project would generate fugitive dust emissions during construction (Impact AQ-3b) and construction would expose sensitive receptors to substantial pollutant concentrations and result in a considerable contribution to cumulatively significant levels of PM_{2.5} and toxic air contaminants (Impact AQ-6b). The FEIR housing development site analysis did not result in operational air quality impacts, and although the additional two residential units and 1,700 sf ground floor commercial would slightly increase vehicle trips to the project site and associated air emissions, the levels would not alter the operational air quality analysis contained in the FEIR. Similarly, the modified housing project's additional units, additional commercial square feet and additional height would not alter the construction air quality analysis, including the amount of construction equipment and fugitive dust emissions contained in the FEIR. The modified housing project would not include below grade parking as analyzed in the FEIR and therefore, the amount of soil disturbance for the modified housing project would be less. The modified housing project would excavate 2½ feet below grade for an estimated 3,500 sf (or 334 cubic yards) of excavated soil, as compared to the FEIR housing development, which would have excavated ten feet of soil below grade (or an estimated 1,225 cubic yards of soil). Although the construction fugitive dust emissions and likely amount of haul trucks would be less under the modified housing project, the project would still be subject to Mitigation Measures M-AQ-3 and M-AQ-6 from the FEIR. M-AQ-3 requires fugitive dust treatments for the construction site and construction vehicles (particularly haul trucks) and M-AQ-6b requires construction equipment to be equipped with Tier 3 diesel engines or better, and diesel generators to meet Tier 4 emission standards. Similar to the FEIR, implementation of Mitigation Measure M-AQ-3 would reduce the construction fugitive dust impact (AQ-3b) to a less-than-significant level. Implementation of Mitigation Measure M-AQ-6 would not reduce the significant construction air quality impact related to exposure of sensitive receptors to substantial pollutant concentrations to a less-than-significant level, and therefore this impact (AQ-6b), similar to the FEIR, would remain significant and unavoidable.

Other Analysis Topics

The modified housing project as discussed above would affect the housing development site of the SFMOMA/Fire Station Relocation and Housing Project and consists of adding two more residential units, adding 1,700 sf of ground floor commercial space, removing the previously proposed below-grade vehicle

⁴ *Mitigation Monitoring and Reporting Program, Eastern Neighborhoods Rezoning and Area Plan*, San Francisco Planning Department. July 10, 2008. This document is available for review at the Planning Department in Case File Nos. 2009.0291E and 2010.0275E.

parking, adding an additional foot in building height, and increasing the amount of open space and bicycle parking proposed. The modifications would not substantially alter the less-than-significant impacts analyzed in the FEIR for Transportation and other topics, as further discussed below.

The FEIR analysis of the housing site was estimated to generate 130 daily and 22 peak hour person trips.⁵ Of those 22 peak hour person trips, 6 would be by vehicle, 6 by transit, and 9 by walking and other modes (including by bicycle).⁶ The parking demand was estimated at 20 long-term spaces and the loading demand at less than one delivery/service vehicle trip per day (less than one space demand during the average and peak hours). The bicycle parking requirement was estimated at six Class 1 bicycle spaces.

Utilizing trip generation and parking and loading demand rates in the Planning Department's *Transportation Impact Analysis Guidelines for Environmental Review* (October 2002), the modified housing project with 8 one-bedroom and 7 two-bedroom residential units and 1,700 sf commercial space would result in 387 daily and 46 peak hour person trips, 257 more daily and 24 more peak hour person trips as compared to the housing project analyzed in the FEIR. Of those 46 peak hour person trips under the modified housing project, 10 would be by vehicle, 10 by transit, and 15 by walking and 5 by other modes (including by bicycle).⁷

The resulting parking demand would be 24 spaces (20 long-term and 4 short-term) for the modified housing project, and the average-hour and peak-hour loading demand would be less than one loading space. This is three more short-term parking spaces than analyzed under the FEIR and a similar loading demand. No parking is proposed with the modified housing project, therefore the unmet parking demand would be higher than as analyzed in the FEIR, however an unmet parking demand of 24 spaces in this transit-rich location would not be considered substantial.⁸ The existing easement and related curb cut used for SFFD Station 1 parking would remain the same as existing conditions and as analyzed in the FEIR. As proposed, the modified housing project under Planning Code Section 155.2 would require 16 Class 1 and up to three Class 2 bicycle parking spaces.⁹ Although the additional residential and retail space under the modified housing project would generate more daily and peak hour person trips, the increase of 4 vehicle trips, 4 transit trips, and 11 walking and other modes (including bicycle) trips would not substantially alter the transportation analysis in the FEIR for the housing site related to traffic, transit, pedestrians, bicycles, loading and parking, and the modified housing project would, similar to the conclusions reached in the FEIR analysis, result in a less-than-significant transportation impact.

Although less-than-significant, the FEIR identified two Improvement Measures related to transportation (Improvement Measure TR-3: Loading; Applies to Housing Project and Improvement Measure TR-6: Parking; Applies to Housing Project; that would be applicable to the modified housing project and would require building management to manage residential move-in and move-out activities and larger deliveries, require

⁵ The FEIR transportation analysis assumed all proposed housing development units would be two-bedroom, while the modified housing project is a mix of one- and two-bedroom units.

⁶ The person trips listed do not total 45 (the peak hour total), because the automobile person trips, which after applying the average vehicle occupancy rate are translated into vehicle trips.

⁷ The person trips listed do not total 46 (the peak hour total), because the modified housing project produces 16 automobile person trips, which after applying the average vehicle occupancy rate would result in 10 vehicle trips.

⁸ The project site would also be eligible to exclude analysis of parking and aesthetics in CEQA, pursuant to SB 743, as further explained in the 11/26/13 SF Planning memorandum - *CEQA Update: Senate Bill 743 Summary – Aesthetics, Parking and Traffic*, available on the SF Planning website at <http://sfmea.sfplanning.org/CEQA%20Update-SB%20743%20Summary.pdf>, accessed October 2014.

⁹ Bicycle parking space requirements were updated and increased in 2013. The amount of Class 2 bicycle parking spaces here is presented for up to 1,715 sf of retail space.

curb spaces be reserved (now via San Francisco Municipal Transportation Agency) so as to not impede traffic flow on Shipley Street, and require the developer of the Housing Project to provide a transportation insert for the move-in packet with information on alternative modes of travel (transit, etc.) in the project vicinity.

Similarly, the FEIR identified an impact (HZ-1) related to Hazards and Hazardous Materials and identified a multi-part mitigation measure to address this impact and reduce it to a less-than-significant level. Mitigation Measure M-HZ-1a, M-HZ-1b, and M-HZ-1c was applicable only to the SFMOMA Expansion, and is therefore not applicable to the modified housing project site or project. Mitigation Measure M-HZ-1d, which requires that as building demolition occurs that all equipment/materials containing hazardous building materials be removed and properly disposed of according to applicable state, federal, and local laws. Since the modified housing project would not include any building demolition because the project site is vacant, this mitigation measure (M-HZ-1d) would not be applicable to the modified housing project.

Given the proposed changes in the modified housing project, the estimated construction phasing, construction methods, and length of construction would be similar to that analyzed in the FEIR for the housing site. The modified housing project would not include parking, and therefore the depth of excavation and related amount of excavation would be less (2½ feet versus 10 feet of excavation) than analyzed in the FEIR. Similar to conclusions reached in the FEIR, the modified housing project's construction-related impacts would be temporary, intermittent, and less than significant, with the exception of air quality, as discussed above. Although the construction-related impact of the modified housing would be less-than-significant, Improvement Measure 2: Construction Noticing (Improvement Measure TR-5 in the SFMOMA FEIR) would be recommended to provide regular construction updates to adjacent businesses and residents.

The proposed changes to the modified housing project would not substantially alter the Initial Study and FEIR analysis and less-than-significant existing plus project and cumulative impacts for the housing site related to Land Use, Aesthetics, Wind and Shadow, Recreation, Greenhouse Gas Emissions, Utilities and Service Systems, Public Services, Population and Housing, Biological Resources, Geology and Soils, Hydrology and Water Quality, Mineral and Energy Resources, and Agricultural Resources.

CONCLUSION

Based on the foregoing, the Department concludes that the analyses conducted and the conclusions reached in the FEIR certified on November 10, 2011 remain valid, and that no supplemental environmental review is required for the proposed project modification. The modified housing project would neither cause new significant impacts not identified in the FEIR, nor result in a substantial increase in the severity of previously identified significant impacts, and no new mitigation measures would be necessary to reduce significant impacts. No changes have occurred with respect to circumstances surrounding the original project that would cause significant environmental impacts to which the modified project would contribute considerably, and no new information has been put forward which shows that the modified project would cause significant environmental impacts. Therefore, no supplemental environmental review is required beyond this addendum.

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

DATE February 23, 2015


Sarah B. Jones, Environmental Review Officer

Cc: D-Scheme Studio
5 Shipley, LLC

Bulletin Board/Master Decision File
Distribution List