

CHAPTER 1.0

Purpose and Need

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1.0 PURPOSE AND NEED

1 This environmental impact statement (EIS) evaluates the potential impacts on the natural and
2 human environment that could result from United States Department of the Navy (Navy)
3 disposal of surplus federal properties within Naval Station Treasure Island (NSTI) and
4 subsequent reuse of those federal properties. NSTI is made up of dry and submerged lands of
5 both Treasure Island and portions of Yerba Buena Island in San Francisco, California.

6 This document has been prepared by Navy in accordance with the National Environmental
7 Policy Act of 1969 (NEPA) (Public Law [Pub. L.] 91-190, 42 United States Code [U.S.C.] §§ 4321-
8 4370f); the Council on Environmental Quality (CEQ) regulations implementing NEPA (40 Code
9 of Federal Regulations [C.F.R.] Parts 1500-1508); Navy regulations implementing NEPA (32
10 C.F.R. Part 775); and Navy guidelines (Chief of Naval Operations Instruction [OPNAVINST]
11 5090.1B [2002]).

12 This EIS was originally prepared as a joint document to fulfill the requirements of both NEPA
13 and the California Environmental Quality Act of 1970 (CEQA) (California Public Resources
14 Code [Cal. Pub. Res. Code] § 21000 et seq., as amended). In 2000, the City and County of San
15 Francisco (San Francisco) elected to prepare a separate environmental impact report (EIR) to
16 analyze the impacts from the reuse of NSTI. The EIR will undergo a separate public review
17 process.

18 1.1 PURPOSE AND NEED

19 The purpose of and need for the proposed federal action is to dispose of surplus federal
20 property at NSTI for subsequent reuse. The Defense Base Closure and Realignment Act
21 (DBCRA) (10 U.S.C. § 2687 note) directed the Department of Defense (DoD) to reduce and
22 realign United States (US) military operations. The 1993 Defense Base Realignment and Closure
23 Commission (BRAC '93 Commission) recommended the closure of NSTI. President Clinton
24 approved this recommendation and the 103rd Congress accepted it on September 27, 1993. NSTI
25 closed on September 30, 1997, and Navy is in the process of disposing of the property in
26 accordance with applicable laws and regulations, including the DBCRA. DBCRA requirements
27 related to disposal of surplus property include the following:

- 28 • Compliance with NEPA;
- 29 • Environmental restoration of the property;
- 30 • Consideration of the local community's reuse plan before Navy disposes of the property;
31 and
- 32 • Compliance with specific federal property disposal laws and regulations.

33 Under the DBCRA the decision to close, relocate, or realign bases is exempt from NEPA
34 documentation requirements. However, once the decision has been made to close, relocate, or
35 realign a specified base, the cognizant military service is required to prepare appropriate NEPA
36 documentation evaluating the environmental effects of the disposal and subsequent reuse of the
37 property.

1.0 Purpose and Need

1 Navy considered the stated purpose and need of the Local Redevelopment Authority (LRA) in
2 developing reasonable reuse alternatives (the LRA is discussed further in section 2.2, Reuse
3 Planning Process). This purpose and need focused on reusing NSTI property to support the
4 local economic base, enhance the local image and identity, expand the range of recreational and
5 entertainment opportunities available to the community, and enhance the overall livability of
6 the local area and region. To meet these overall objectives, reuse alternatives must provide
7 employment and housing opportunities and generate sufficient revenue (e.g., property tax) to
8 support the investment necessary to upgrade the Treasure Island perimeter dike and to
9 undertake facility ground improvements for seismic safety of the site (San Francisco 1996e). In
10 addition, reuse alternatives must consider current access constraints (e.g., limited access via the
11 San Francisco-Oakland Bay Bridge [SFOBB], inadequate on-ramp and off-ramp design, and
12 traffic congestion during peak hours) and must propose alternative access options, such as ferry
13 service, to solve existing vehicular access deficiencies.

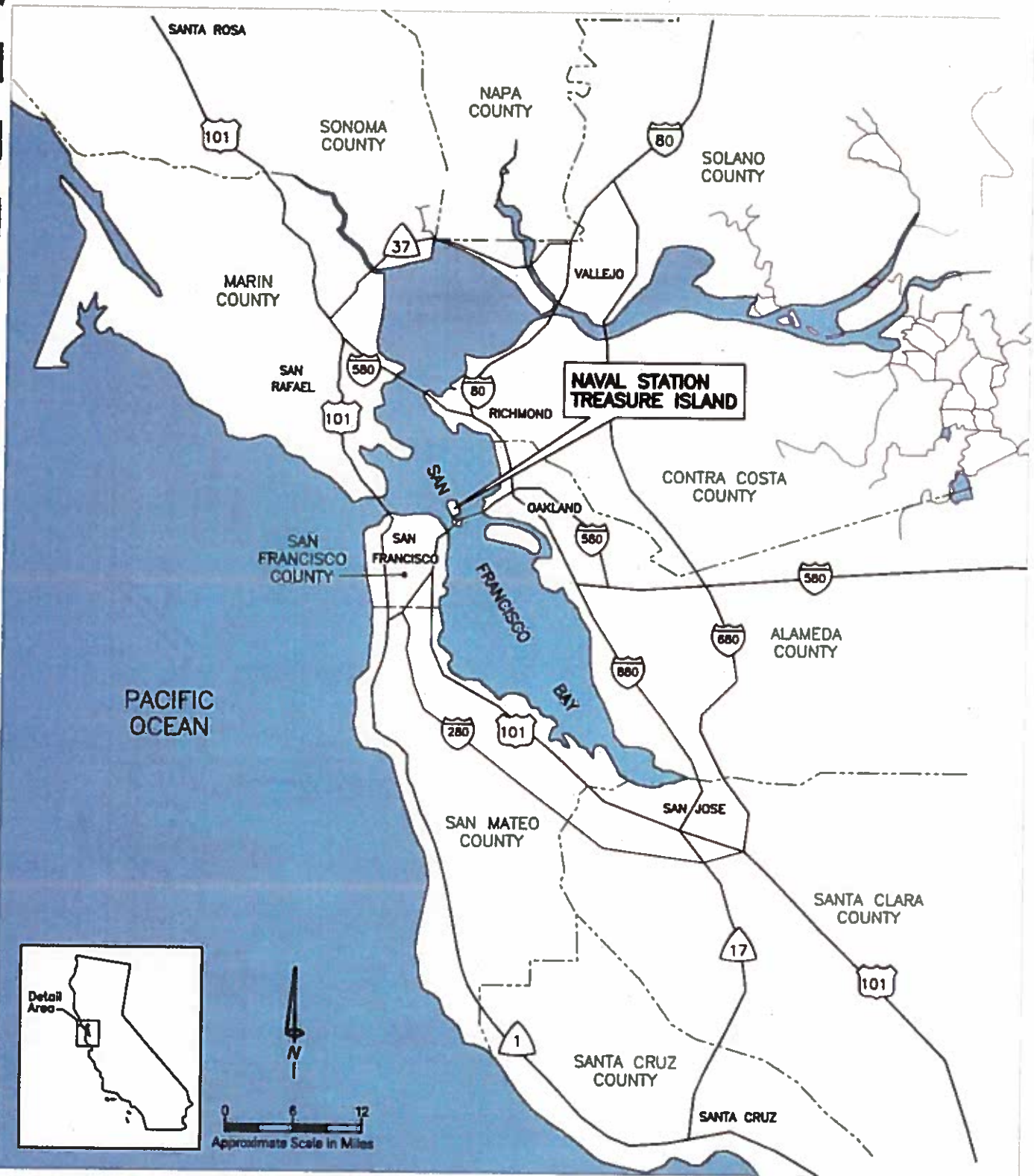
14 On October 26, 2000, the Federal Highways Administration (FHWA), pursuant to its authority
15 under 23 U.S.C. § 107(d), conveyed 98 acres (40 hectare [ha]) of dry and submerged Navy land
16 on Yerba Buena Island that was previously declared to be surplus to the needs of the federal
17 government and was considered in the NSTI Draft Reuse Plan (Draft Reuse Plan) (San Francisco
18 1996e) to the California Department of Transportation (Caltrans). Caltrans sought the property
19 held by the Navy for right-of-way purposes in connection with the construction, operation, and
20 maintenance of the SFOBB east spans retrofit project. Land conveyed to Caltrans includes lands
21 permanently conveyed in fee, temporary construction easements (TCEs) over a substantial part
22 of Yerba Buena Island, and permanent aerial easements over two parcels of land. While the
23 lands conveyed in fee to Caltrans are no longer part of NSTI and are not part of the Navy
24 disposal considered in this EIS, TCEs and aerial easements are available for disposal and are
25 considered in this EIS.

26 Navy will use this EIS to make disposal decisions concerning the surplus federal property at
27 NSTI suitable for conveyance. Following the completion of the Final EIS, Navy will issue its
28 Record of Decision (ROD) that will identify the significant impacts that would occur as a result
29 of disposal and reuse. Following disposal, no additional NEPA review by Navy will be
30 required.

31 1.2 OVERVIEW OF NSTI

32 At the time of operational closure (September 1997), NSTI totaled approximately 1,075 acres
33 (435 ha) of dry and submerged land within San Francisco. NSTI is on two islands in San
34 Francisco Bay about midway between the shores of the cities of San Francisco and Oakland
35 (Figure 1-1). The larger island, called Treasure Island, consists of 402 acres (160 ha) of dry land
36 created with artificial fill in the 1930s. Yerba Buena Island, a natural island of approximately
37 150 acres (60 ha), is connected to Treasure Island by a causeway that also forms part of Clipper
38 Cove. Vehicular access to NSTI is via the SFOBB on Yerba Buena Island. The SFOBB is part of
39 the Interstate-80 (I-80) freeway system and provides an east-west link between the cities of San
40 Francisco and Oakland. The reuse plan area is shown in Figure 1-2.

41



NSTI is located in San Francisco, about midway between the East Bay and West Bay shores.

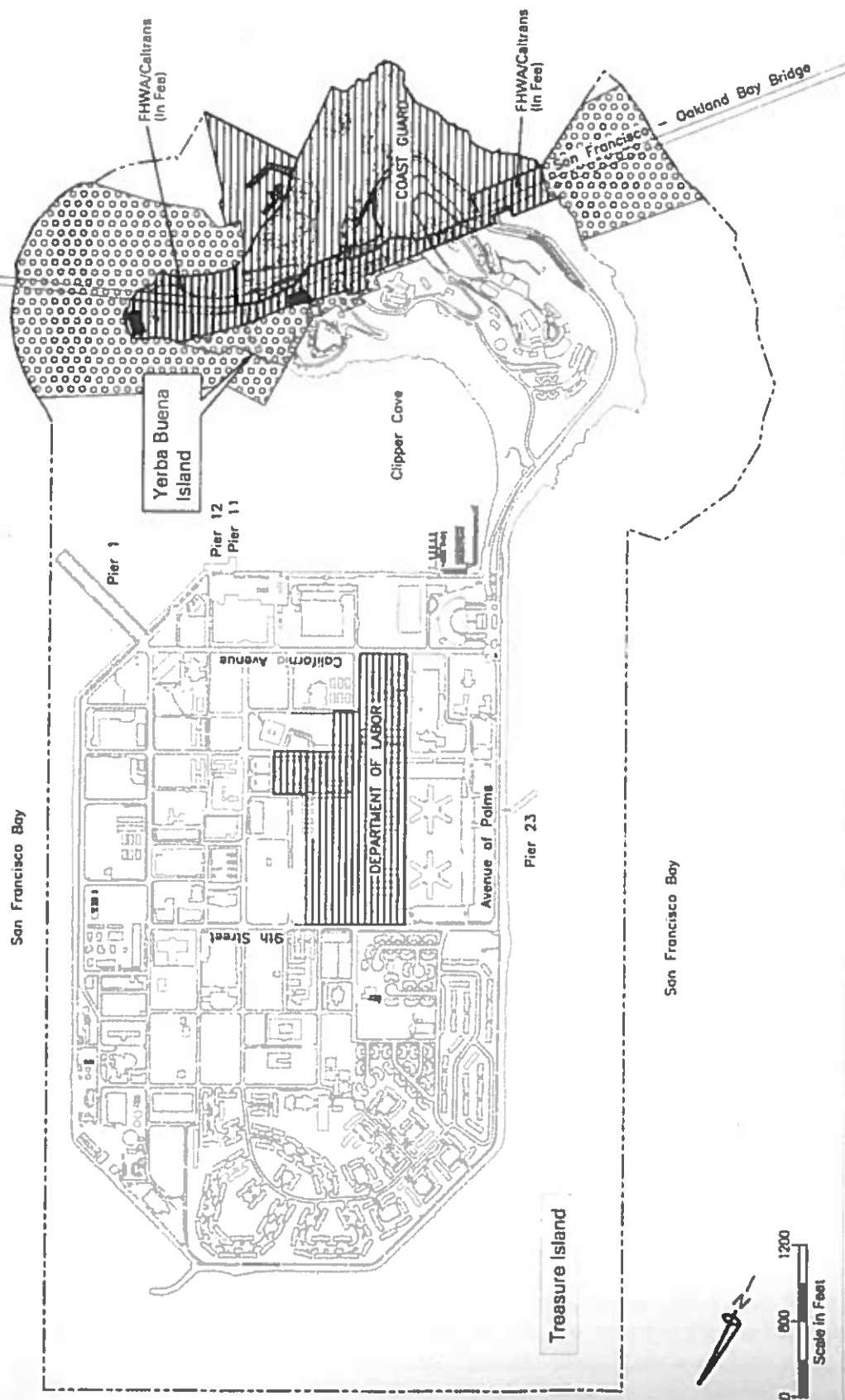
Legend:

- County Lines
- Federal and State Highways

Regional Site Map






Bay Area, California

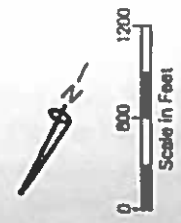
Figure 1-1



The area proposed for Navy disposal includes submerged lands and upland areas within NSTI. Some parcels that were transferred to other Federal Agencies are excluded from the proposed disposal.

Legend:

-  Areas Excluded from Proposed Navy Disposal
-  Naval Station Treasure Island Property Boundary/Reuse Plan Area
-  FHWA/Caltrans TCEs (Included in Proposed Navy Disposal)
-  FHWA/Caltrans Aerial Eastments (Included in Proposed Navy Disposal)
-  FHWA/Caltrans Land Permanently Conveyed in Fee (Excluded from Proposed Navy Disposal)



Reuse Plan Area

Naval Station Treasure Island, California

Figure 1-2

1 Treasure Island

2 Treasure Island is an artificial island built in the mid-1930s on shoals immediately north of and
3 adjacent to Yerba Buena Island. The site is an area of tidal and submerged lands granted to San
4 Francisco in 1933 by the State of California for constructing a public airport, for wharf and dock
5 facilities, and for use as an airfield (California Statutes [Cal. Stat.] 1933, Chapter 912, August 21,
6 1933). In 1935, this legislative grant was amended to allow the site to be used for a fair. The
7 legislative grant contained a restriction that prevented San Francisco from selling the property
8 to private parties. Treasure Island was constructed over 19 months in 1936 and 1937 by San
9 Francisco and the US Army Corps of Engineers (COE) as a project of the New Deal-era Works
10 Progress Administration. The initial purpose of the island was to host the Golden Gate
11 International Exposition (Exposition). The Exposition ran from February 1939 to September
12 1940 and was held to celebrate the engineering marvels of the just completed Golden Gate
13 Bridge and SFOBB.

14 After the Exposition the island was to be converted to an international airport, but during the
15 final months of the Exposition, and with increasing expectations of American involvement in
16 World War II, plans were made to convert the island to a Navy base.

17 The federal government initiated a condemnation action in 1942 to acquire ownership of all
18 lands that now make up Treasure Island. This condemnation action eventually was settled in
19 conjunction with another condemnation action concerning San Francisco Airport property. The
20 settlement of these two condemnation actions gave the federal government fee title to Treasure
21 Island.

22 During the war years the island served as a center for receiving, training, and dispatching
23 service personnel. After World War II, the Navy used the installation primarily as a training
24 and administrative center. Treasure Island has approximately 150 nonresidential buildings,
25 totaling about 2.5 million square feet (232,257 square meters [m²]), and approximately 900
26 housing units. The housing units are mostly in four-, six-, and eight-unit two-story buildings,
27 as well as in barracks for service personnel. The nonresidential buildings include an
28 administration building, several classroom buildings used for training schools, former aircraft
29 hangars, a fire training facility, a brig, offices, a conference center, restaurants, a school, a
30 chapel, and storage and equipment buildings. Recreation facilities on the island include a
31 marina, ball fields, a gym, a theater, a bowling alley, a fitness center, tennis courts, a picnic area,
32 and open space.

33 Yerba Buena Island

34 Yerba Buena Island was used periodically by Native Americans before Europeans settled in the
35 San Francisco Bay Area around 1835. In 1867, the US Army established a post on the
36 northeastern side of the island adjacent to present day Clipper Cove. The post was established
37 as an artillery base and quartermaster depot at the eastern end of the island. The Army was
38 active there from 1868 through 1879. In the 1890s, the Army built a small torpedo station
39 complex on the island, one building of which, the Torpedo Depot (Building 262), remains.

40 In 1898, Navy acquired the East Cove area of Yerba Buena Island from the Army. This area
41 became the site for a Naval training station, which was active at the site between 1900 and 1923.

1.0 Purpose and Need

1 During this period, several prominent buildings were constructed. The Commander's Quarters,
2 or Quarters 1 (also referred to as "Nimitz House"), was completed in 1900, and seven other
3 Senior Officers' Quarters (Quarters 2 through 8) were completed between 1901 and 1905.
4 Quarters 1 through 7, referred to as the "Great Whites" because of their exterior color and
5 distinct architectural character, are clustered in a neighborhood on the north side of the SFOBB.
6 Quarters 1 was listed individually on the National Register of Historic Places (NRHP) in 1991,
7 and Quarters 1 through 7, which form the Senior Officers Quarters Historic District, along with
8 associated buildings and landscaping elements, are eligible for listing on the NRHP.

9 In 1946, Yerba Buena Island became primarily a residential facility and home to the US Coast
10 Guard; these functions have continued to the present (San Francisco 1996e). The Navy
11 transferred ownership of approximately 30 acres (12.1 ha) of Yerba Buena Island to the US
12 Coast Guard in 1973; this US Coast Guard facility is on the southeast side of Yerba Buena Island
13 (DON 1995a). An additional 11 acres (4.5 ha) of dry land was transferred in 1998, and another
14 11 acres (4.5 ha) of submerged land was transferred in 2002. The US Coast Guard will continue
15 to operate on its property at Yerba Buena Island after the Navy disposes of NSTI.

16 Navy owns approximately 100 housing units and about ten other buildings used for storage,
17 communications, fire safety, and administration on Yerba Buena Island.

18 1.3 DISPOSAL OF NSTI PROPERTY

19 1.3.1 Predisposal Actions

20 The disposal process encompasses several sequential actions, further described below. The
21 federal government is responsible for environmental cleanup and disposal of the property.

22 *Caretaker Activities*

23 NSTI is in caretaker status (inactive status under Navy control). On-site activities are limited to
24 security, maintenance, cleanup, and other caretaker actions. Navy and San Francisco executed a
25 cooperative agreement in 1997 in which San Francisco is responsible for providing caretaker
26 services on NSTI. Approximately 50 persons are assigned to perform caretaker activities.

27 *Contaminated Sites Cleanup*

28 Navy is in the process of completing environmental cleanup of past releases of hazardous
29 substances that pose a threat to human health and the environment. Navy cleanup efforts are
30 being carried out in accordance with the Comprehensive Environmental Response,
31 Compensation, and Liability Act (CERCLA) (Pub. L. 96-510, 42 U.S.C. §§ 9601-9675).

32 *Interim Lease Activities*

33 Navy currently leases approximately 160 acres (65 ha) on NSTI to the LRA for a variety of uses,
34 including film production facilities, residential housing, a marina, a fire-fighting school, special
35 events and meeting center, warehouses, and multipurpose office space. In addition, space on
36 NSTI is currently leased for reuse planning and stewardship, as well as for housing and other
37 services supporting homeless persons.

1 **1.3.2 Disposal Process Requirements**

2 This section briefly highlights some of the key laws and regulations that guide BRAC disposal
3 and reuse. An expanded discussion is provided in Appendix B.

4 The Federal Property and Administrative Services Act of 1949 (40 U.S.C. §§ 471 et seq.)
5 establishes methods for the disposal of federal property and is implemented by the Federal
6 Property Management Regulations (FPMR) (41 C.F.R. Part 101-47). The FPMR requires Navy to
7 notify other military departments and DoD entities, as well as other federal agencies, that a
8 property or facility is "excess." Any DoD or other federal agency that expresses an interest in
9 the site during the process is given consideration before the property is determined to be
10 "surplus." Once the property has been transferred, federal restrictions on reuse can only be
11 imposed where it is authorized by statute.

12 Under the Stewart B. McKinney Homeless Assistance Act of 1987 (Pub. L. 100-77, codified as
13 amended, at 42 U.S.C. §§ 11341-11448) (McKinney Act), a homeless services provider can
14 prepare and submit an application to acquire surplus federal property to assist the homeless
15 (see Appendix B). The homeless component of the Draft Reuse Plan was developed through
16 negotiation with Treasure Island Homeless Development Initiative (TIHDI), an association
17 formed in June 1994 and composed of 14 nonprofit homeless and social service organizations.
18 Section 2.2 describes the details of this process.

19 On October 15, 1993, Navy issued a Notice of Availability (NOA) for NSTI (Treasure Island
20 proper) to DoD and other federal agencies indicating that the property was excess to the needs
21 of Navy. After the property had been screened to federal agencies, Navy declared the property
22 at Treasure Island surplus to the needs of the US on July 11, 1994.

23 In March 1995, the Bureau of Land Management, as the former managing agency of Yerba
24 Buena Island (prior to Navy), determined that the property on Yerba Buena Island was not
25 suitable for return as Bureau of Land Management lands and concurred that Yerba Buena
26 Island should be disposed pursuant to base closure law (Bureau of Land Management 1995).
27 Therefore, a separate NOA for NSTI (Yerba Buena Island proper) was issued on July 6, 1995.
28 DoD declared this property surplus in May 1996.

29 No DoD agency requested transfer of excess NSTI properties. Between October 1993 and
30 October 1995, nine federal agencies expressed interest in excess property at NSTI. Five of the
31 agencies submitted formal requests for property transfer. Three of these agencies withdrew
32 their requests in 1995 and early 1996. The transfer requests for the remaining two agencies, US
33 Department of Labor and the US Coast Guard, were approved. The US Department of Labor
34 requested approximately 36 acres (15 ha) of property and associated facilities on Treasure Island
35 for its Job Corps program, and the Navy authorized the requested property transfer on April 17,
36 1998. The US Coast Guard requested approximately 22 acres (9 ha), including land, facilities,
37 and submerged areas of Yerba Buena Island (see Figure 1-2). Navy authorized transferring 11
38 acres (4.5 ha) of dry land on March 3, 1998, and the remaining 11-acre (4.5 ha) parcel of
39 submerged land was transferred on November 27, 2002. These properties are not part of the
40 proposed disposal and subsequent reuse action evaluated in this EIS.

1.0 Purpose and Need

1 Subsequent to completion of the federal screening process, the FHWA, pursuant to its authority
2 under 23 U.S.C. § 107(d), conveyed 98 acres (40 ha) on Yerba Buena Island held by Navy to
3 Caltrans for construction of the east span of the SFOBB. Approximately 20 acres (8 ha) of dry
4 land were permanently conveyed in fee and are not part of the disposal action evaluated in this
5 EIS. The remaining 78 acres (32 ha) comprises five separate easements: 51 acre (21 ha) and 18
6 acre (7 ha) TCEs over submerged land, an 8 acre (3 ha) TCE over dry land, and two 0.3 acre (0.1
7 ha) permanent aerial easements over dry land. (Permanent aerial easements are defined over
8 certain historic structures and are discussed further in section 3.4, Cultural Resources.) The
9 TCEs and aerial easements are available for disposal and are considered in this EIS. See Figure
10 1-2 for the location of lands excluded from disposal, TCEs, and aerial easements.

11 Table 1-1 provides a categorized description of the historic acreage of NSTI on Treasure Island
12 and Yerba Buena Island, which includes the areas previously transferred to US Department of
13 Labor, US Coast Guard, and FHWA. The remaining NSTI property proposed for Navy disposal
14 includes 681 acres (276 ha) at Treasure Island and 316 acres (127 ha) at Yerba Buena Island, for a
15 total of approximately 997 acres (403 ha).

16 1.4 RELATED STUDIES

17 Several project-related studies have been undertaken or are ongoing at NSTI. The major
18 planning and restoration programs are the Environmental Baseline Survey (EBS), the CERCLA
19 Installation Restoration Program (IRP) and the Compliance Program.

20 The EBS, completed in May 1995, is a broad evaluation and summary of all known and
21 suspected areas where hazardous materials or petroleum products have been handled, stored,
22 disposed of, or released within the boundaries of NSTI and adjacent areas (DON 1995c). A
23 Supplemental EBS was prepared in 2003. Two major restoration programs (IRP and the
24 Compliance Program) have been established in response to releases of hazardous substances,
25 pollutants, contaminants, petroleum hydrocarbons, and hazardous and solid waste. The IRP
26 identifies, assesses, characterizes, and cleans up or controls contaminants from past hazardous
27 waste disposal operations and hazardous materials spills. The Compliance Program addresses
28 solid waste management, underground storage tanks (USTs) and fuel lines, aboveground
29 storage tanks (ASTs), oil/water separators (OWS), asbestos-containing materials,
30 polychlorinated biphenyls (PCBs), radon, lead-based paint, lead in drinking water, septic tanks,
31 and indoor and outdoor small arms ranges.

32 1.5 PUBLIC INVOLVEMENT PROCESS

33 The EIS process is designed to involve the public in federal decision-making. Opportunities to
34 comment on, and participate in, the process are provided during preparation of this EIS as
35 outlined in the following sections. Comments from agencies and the public are solicited to help
36 identify the primary issues associated with the federal disposal and proposed reuse of NSTI.
37 San Francisco conducted public meetings and workshops as part of the reuse planning process,
38 and the public was encouraged to comment on the various reuse alternatives. The public's
39 input, as well as feedback from applicable resources and permitting agencies, will be used to
40 evaluate the alternatives and environmental impacts before final decisions are made. Chapter 7
41 includes a brief discussion of the public involvement process, and Chapter 10 contains the
42 mailing list for this EIS.

1

Table 1-1. NSTI Acreage on Treasure Island and Yerba Buena Island

	<i>Acres</i>
Treasure Island	
NSTI Acreage Proposed for Disposal	
Dry	366
Submerged	315
NSTI Treasure Island Disposal Subtotal	681
NSTI land transferred to US Department of Labor ¹	36
Treasure Island Subtotal	717
Yerba Buena Island	
NSTI Acreage Proposed for Disposal	
Dry	84
Submerged	232
NSTI Yerba Buena Island Disposal Subtotal	316
NSTI land transferred to US Coast Guard ²	22
NSTI land transferred to FHWA/Caltrans ³	20
Yerba Buena Island Subtotal	358
Total NSTI Acreage (including transferred land)⁴	1,075
Total NSTI Acreage Proposed For Disposal⁵	997
Total Dry Acreage Proposed For Disposal	450
Total Submerged Acreage Proposed For Disposal	547
¹ Approximately 36 acres was transferred from Navy to the US Department of Labor in 1998. ² Approximately 11 acres of dry land was transferred to the US Coast Guard in 1998. An additional 11 acres of submerged land was transferred to US Coast Guard in 2002. ³ Approximately 98 acres of dry and submerged land was transferred to FHWA on October 26, 2000, which then conveyed it to Caltrans for the construction of the east span of the SFOBB. All but 20 acres of this land will revert to the federal government upon completion of the SFOBB and is part of the disposal action evaluated in this EIS. ⁴ Total NSTI acreage = Treasure Island Subtotal + Yerba Buena Island Subtotal (this equals the total acreage of NSTI at the time of operational closure). ⁵ Total NSTI acreage proposed for disposal = NSTI Treasure Island Disposal Subtotal + NSTI Yerba Buena Island Disposal Subtotal. Total does not include property transferred in fee to the US Department of Labor, US Coast Guard, and FHWA/Caltrans.	

2 1.5.1 Scoping Process

3 Scoping is the process used to identify potential significant environmental issues and concerns
4 related to the proposed action. The scoping period was from September 24, 1996, to October 28,
5 1996. The scoping process was conducted jointly by Navy and San Francisco.

6 On September 24, 1996, in accordance with NEPA requirements, a Notice of Intent (NOI) to
7 prepare an EIS was published in the *Federal Register*. A copy of the NOI is presented in
8 Appendix D of this document. The NOI was mailed to regulatory agencies, local jurisdictions,
9 elected officials, public service providers, and organizations.

1.0 Purpose and Need

1 As part of the scoping process, Navy and San Francisco held a public meeting to inform the
2 public about disposal and reuse alternatives and to solicit the public's participation and
3 comments. The scoping meeting was held on October 9, 1996, at the San Francisco Ferry
4 Building. The meeting was advertised in the *San Francisco Chronicle*, *Marin Independent Journal*,
5 *San Jose Mercury News*, and *Oakland Tribune* on Sunday, September 29, 1996, and Tuesday,
6 October 1, 1996. At the meeting, Navy and local representatives presented an overview of the
7 proposed action and the environmental review process. This presentation was followed by an
8 opportunity for public oral or written comment. Six individuals from the public provided oral
9 comments at the scoping meeting. Oral comments addressed alternate land uses on the site
10 related primarily to residential, marine, and wildlife observation uses. Commentors also were
11 concerned with addressing the needs of veterans in the reuse plan and concerns about public
12 notification during the comment period.

13 Additionally, twelve comment letters were received in response to the 1996 NOI. These written
14 comments addressed a variety of concerns, including impacts to traffic, geology and
15 seismology, historic architectural resources, hazardous and waste material, and archeological
16 resources. All issues raised during the scoping period regarding environmental and
17 socioeconomic topics have been addressed in this EIS. A more detailed summary of the scoping
18 comments is included in Chapter 7.

19 1.5.2 Public Review of the Draft EIS

20 The public was invited to review and comment on the Draft EIS. An NOA was published in the
21 *Federal Register* on May 10, 2002 and notices were published in the *San Francisco Chronicle* and
22 *Oakland Tribune* on May 25 and 26, 2002. A copy of the NOA is presented in Appendix D of this
23 document. Copies of the Draft EIS and NOA were mailed to those on the mailing list (Chapter
24 10 of the Draft EIS), beginning a 45-day public comment period. A public hearing on the Draft
25 EIS was also held at Building 140 on Treasure Island on June 11, 2002.

26 During the public comment period, 22 comment letters on the Draft EIS were received from
27 agencies or individuals. In addition, four persons provided oral comments on the Draft EIS at
28 the public hearing. Comments on the Draft EIS and responses to those comments are provided
29 in Chapter 11, Responses to Comments. The Final EIS has been revised, as appropriate, in
30 response to public comments.

31 1.5.3 Final EIS

32 The Final EIS incorporates and responds to comments received on the Draft EIS and has been
33 provided to all agencies or individuals that officially commented on the document or otherwise
34 requested a copy (see Chapter 10, EIS Distribution List). An NOA of the Final EIS was
35 published in the *Federal Register* on June 27, 2003.

36 As required under NEPA, there will be a 30-day review period after publication of the Final EIS.
37 During this period, the public may comment on the adequacy of responses to comments and the
38 Final EIS. After the 30-day review period, Navy can issue a NEPA ROD.