

## **EXECUTIVE SUMMARY**

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## EXECUTIVE SUMMARY

### 1 ES.1 INTRODUCTION

2 The Defense Base Closure and Realignment Act (DBCRA) (10 United States Code [U.S.C.] §  
3 2687 note) directed the Department of Defense (DoD) to reduce and realign United States (US)  
4 military operations. The 1993 Defense Base Realignment and Closure Commission (BRAC '93  
5 Commission) recommended the closure of Naval Station Treasure Island (NSTI). President  
6 Clinton approved this recommendation and the 103<sup>rd</sup> Congress accepted it on September 27,  
7 1993. NSTI closed on September 30, 1997, and US Department of the Navy (Navy) is in the  
8 process of disposing of the property in accordance with applicable laws and regulations,  
9 including the DBCRA.

10 This environmental impact statement (EIS) evaluates the potential impacts on the natural and  
11 human environment that could result from Navy disposal of surplus federal properties within  
12 NSTI and subsequent reuse of those federal properties. NSTI is made up of dry and submerged  
13 lands of both Treasure Island and portions of Yerba Buena Island in San Francisco, California.  
14 The location of NSTI is shown on Figure ES-1.

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

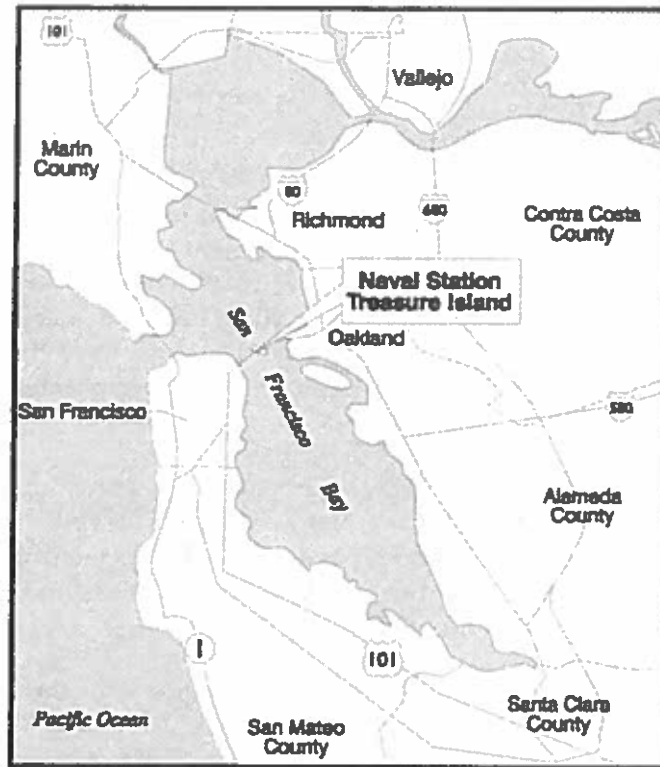
20 This EIS was originally prepared as a joint document to fulfill the requirements of both NEPA  
21 and the California Environmental Quality Act of 1970 (CEQA) (California Public Resources  
22 Code [Cal. Pub. Res. Code] § 21000 et seq., as amended). In 2000 the City and County of San  
23 Francisco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

### 26 ES.2 PURPOSE AND NEED

27 The purpose of and need for the proposed federal action is to dispose of surplus federal  
28 property at NSTI for subsequent reuse. Navy considered the Local Redevelopment Authority's  
29 (LRA) stated purpose and need in developing reasonable reuse alternatives. This purpose and  
30 need focused on reusing NSTI property to support the local economic base, enhance the local  
31 image and identity, expand the range of recreational and entertainment opportunities available  
32 to the community, and enhance the overall livability of the local area and region.

### 33 ES.3 DISPOSAL AND REUSE PROCESS

34 On October 15, 1993, Navy issued a Notice of Availability (NOA) for NSTI (Treasure Island  
35 proper) to DoD and other federal agencies indicating that the property was excess to the needs  
36



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2

**Figure ES-1. Regional Location**

3 of Navy. Between October 1993 and October 1995, nine federal agencies expressed interest in  
4 excess property at NSTI. Five of the agencies submitted formal requests for property transfer.  
5 Three of these agencies withdrew their requests in 1995 and early 1996. The transfer requests  
6 for the remaining two agencies, US Department of Labor and the US Coast Guard, were  
7 approved. The US Department of Labor requested approximately 36 acres (15 hectares [ha]) of  
8 property and associated facilities on Treasure Island for its Job Corps program, and the Navy  
9 authorized the requested property transfer on April 17, 1998. The US Coast Guard requested  
10 approximately 22 acres (9 ha), including land, facilities, and submerged areas of Yerba Buena  
11 Island. Navy authorized transferring 11 acres (4.5 ha) of dry land on March 3, 1998, and the  
12 remaining 11-acre (4.5 ha) parcel of submerged land was transferred on November 27, 2002.  
13 These properties are not part of the proposed disposal and subsequent reuse action evaluated in  
14 this EIS.

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

1 disposal considered in this EIS, TCEs and aerial easements are available for disposal and are  
2 considered in this EIS. Figure ES-2 illustrates the boundaries of NSTI and the reuse plan area.

3 The DoD Office of Economic Adjustment (OEA) designated San Francisco as the LRA for NSTI  
4 in May 1994. As part of the NSTI reuse planning process, numerous alternatives were proposed  
5 and then evaluated using goals established by the LRA. The city's Office of Military Base  
6 Conversion, a partnership of San Francisco's Planning Department and Redevelopment Agency  
7 and the Port of San Francisco, directed the reuse planning process. On July 22, 1996, the San  
8 Francisco Board of Supervisors endorsed the Draft Reuse Plan. The Draft Reuse Plan proposes  
9 to maximize a range of public benefits within the major constraints of the site. The plan  
10 emphasizes publicly oriented recreational, entertainment, and hospitality uses that maximize  
11 the island's central location and outstanding views. The Draft Reuse Plan also incorporates  
12 specific users and types of uses from the second homeless screening process.

13 In 1997 the California State Legislature created a special reuse authority for Treasure Island,  
14 transferring the LRA status from San Francisco to the Treasure Island Development Authority  
15 (TIDA). TIDA is a state agency staffed by the San Francisco mayor's office and is the entity  
16 responsible for planning the reuse of Treasure Island. In March 1998, DoD OEA recognized  
17 TIDA as the implementing LRA for NSTI. TIDA submitted an *Economic Development Conveyance*  
18 *(EDC) Application and Business Plan for Naval Station Treasure Island* in June 2000 for land to be  
19 used and redeveloped in accordance with the Draft Reuse Plan.

#### 20 ES.4 PUBLIC INVOLVEMENT PROCESS

21 The EIS process is designed to involve the public in federal decision-making. Opportunities to  
22 comment on, and participate in, the process are provided during preparation of this EIS.  
23 Comments from agencies and the public are solicited to help identify the primary issues  
24 associated with the federal disposal and proposed reuse of NSTI. San Francisco conducted  
25 public meetings and workshops as part of the reuse planning process, and the public was  
26 encouraged to comment on the various reuse alternatives. The public's input, as well as  
27 feedback from applicable resources and permitting agencies, will be used to evaluate the  
28 alternatives and environmental impacts before final decisions are made.

##### 29 Scoping Process

30 Scoping is the process used to identify potential significant environmental issues and concerns  
31 related to the proposed action. The scoping period was from September 24, 1996, to October 28,  
32 1996. The scoping process was conducted jointly by Navy and San Francisco.

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

37 As part of the scoping process, Navy and San Francisco held a public meeting to inform the  
38 public about disposal and reuse alternatives and to solicit the public's participation and  
39 comments. The scoping meeting was held on October 9, 1996, at the San Francisco Ferry  
40 Building. Six individuals from the public provided oral comments at the scoping meeting. Oral

1 comments addressed alternate land uses on the site related primarily to residential, marine, and  
2 wildlife observation uses. Commentors also were concerned with addressing the needs of  
3 veterans in the reuse plan and concerns about public notification during the comment period.  
4 Additionally, twelve comment letters were received in response to the 1996 NOI. These written  
5 comments addressed a variety of concerns, including impacts to traffic, geology and  
6 seismology, historic architectural resources, hazardous and waste material, and archeological  
7 resources. All issues raised during the scoping period regarding environmental and  
8 socioeconomic topics have been addressed in this EIS.

#### 9 **Public Review of the Draft EIS**

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

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

#### 21 **Final EIS**

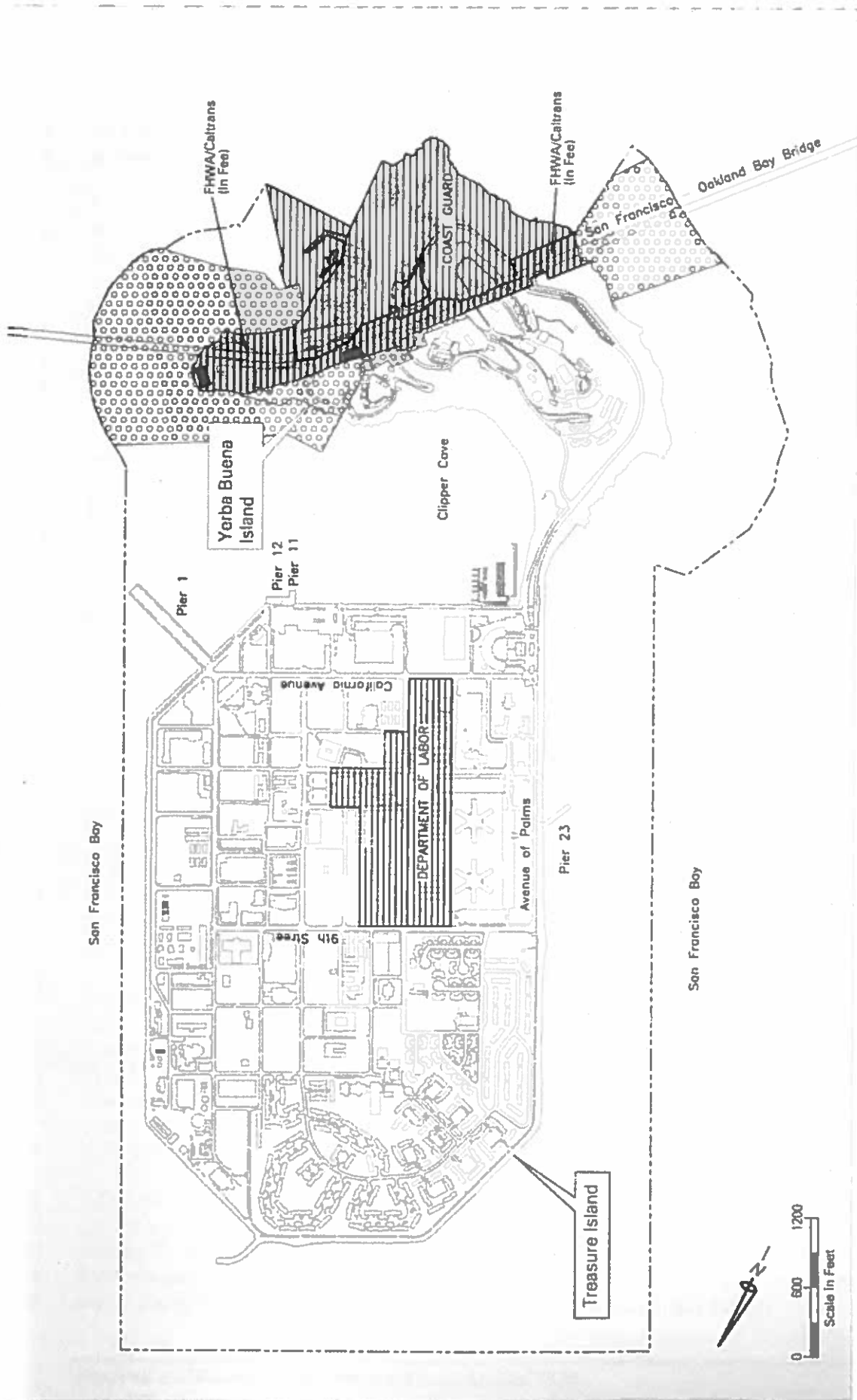
22 Chapter 11 of the Final EIS incorporates and responds to comments received on the Draft EIS.  
23 An NOA of the Final EIS was published in the *Federal Register* on June 27, 2003. As required  
24 under NEPA, there will be a 30-day review period after publication of the Final EIS. During  
25 this period, the public may comment on the adequacy of responses to comments and the Final  
26 EIS. After the 30-day review period, Navy can issue a NEPA Record of Decision (ROD).

#### 27 **ES.5 ALTERNATIVES CONSIDERED**

28 Navy can either retain NSTI surplus property in federal ownership (No Action Alternative) or  
29 dispose of the property for subsequent reuse (Disposal Alternative). Navy disposal of surplus  
30 property at NSTI is the federal action evaluated in this EIS for potential environmental and  
31 socioeconomic impacts. Under the federal action, approximately 997 acres (403 ha) of federal  
32 property at NSTI would be conveyed to non-federal entities. Navy disposal is assumed as part  
33 of each of the three reuse alternatives.

#### 34 **Reuse Alternatives**

35 This section presents a detailed description of the three reuse alternatives developed and  
36 evaluated in this EIS: Alternatives 1, 2, and 3. Alternative 1 represents full implementation of  
37 the development scenario described in the Draft Reuse Plan developed by the LRA. Alternative  
38 2 is based on comments received during the scoping process, including the recommendations of



The area proposed for Navy disposal includes submerged lands and upland areas within NSTI. 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 ES-2**





1 an advisory panel convened by the Urban Land Institute. Alternative 3 represents a lower level  
2 of redevelopment than proposed in the Draft Reuse Plan.

3 Each reuse alternative is a broad conceptual plan characterized by a general land use concept  
4 and a development scenario. As such, each has general land use planning designations  
5 (residential, publicly oriented, institutional and community, and open space and recreation)  
6 that allow for a range of different types of land use. These four land use categories represent  
7 slightly revised versions of the land use categories discussed in the Draft Reuse Plan. The  
8 proposed land use configurations of the three reuse alternatives are provided on Figures ES-3,  
9 ES-4, and ES-5, respectively. Table ES-1 provides a summary comparison of land use  
10 development of the three alternatives. The table and figures are intended to help the reader  
11 identify specific differences among the three alternatives.

### 12 *Alternative 1 (Preferred Alternative)*

13 Alternative 1 features a combination of publicly oriented development, open space and  
14 recreation, and extensive residential development at full buildout, such as envisioned in the  
15 Draft Reuse Plan. Under this alternative, the NSTI project acreage would be occupied in the  
16 following manner: publicly oriented land uses, approximately 35 percent; residential, 30  
17 percent; open space and recreation, 26 percent; and institutional and community services, 9  
18 percent. The four land use alternatives initially considered by the LRA were used to develop  
19 and further refine a "preferred reuse concept" that formed the basis of the Draft Reuse Plan,  
20 represented by Alternative 1. Seismic upgrades would include dike improvements to the entire  
21 Treasure Island perimeter. A new underground utility corridor would run along the perimeter  
22 of the island, carrying storm and sanitary sewer mains, water mains, reclaimed water mains,  
23 and electricity, gas, and telecommunications lines.

### 24 *Alternative 2*

25 Alternative 2 is a less intensive but similar development compared to Alternative 1. This  
26 alternative emphasizes open space and recreation and publicly oriented uses but on a smaller  
27 scale. Under Alternative 2, open space and recreation land uses would occupy 58 percent of  
28 NSTI acreage, publicly oriented 33 percent, residential 5 percent, and institutional and  
29 community services 4 percent. The existing housing would be reused initially. No new  
30 housing would be built on Treasure Island. An 18-hole golf course would occupy the present  
31 housing area on the northern part of the island. Regarding seismic upgrade, except for the golf  
32 course area, full-scale perimeter dike improvements would be implemented around Treasure  
33 Island. The utility corridor would be constructed around the perimeter of Treasure Island, but  
34 it would not extend along the perimeter adjacent to the proposed golf course.

### 35 *Alternative 3*

36 Alternative 3 represents the scenario where little new development would occur, and existing  
37 facilities would be reused. Under Alternative 3, open space and recreation land uses would  
38 occupy 31 percent of NSTI acreage, residential 32 percent, publicly oriented 27 percent, and  
39 institutional and community services 10 percent. Seismic upgrade dike improvements would  
40 occur along those areas of Treasure Island subject to rotational dike failure.

1 **No Action Alternative**

2 Under the No Action Alternative, Navy would retain ownership of NSTI. Except for existing  
3 building leases, all buildings would remain vacant, and all other facilities would remain but  
4 would be unused. No new leases would be entered into under the No Action Alternative, and  
5 existing leases would continue until they expire or are terminated.

6 The property would be held in an inactive or caretaker status, as discussed in Chapter 1. Navy  
7 and San Francisco executed a cooperative agreement in April 1997 and amended it in  
8 September 1997. Under this agreement, San Francisco is responsible for providing those  
9 caretaker services. Site environmental cleanup would continue until completed. No  
10 construction would occur under this alternative, except as allowed by existing lease  
11 authorization.

12 **Preferred Alternative**

13 Navy has selected Alternative 1 as the preferred alternative because it best reflects the Draft  
14 Reuse Plan, and would result in no significant unavoidable adverse effects.

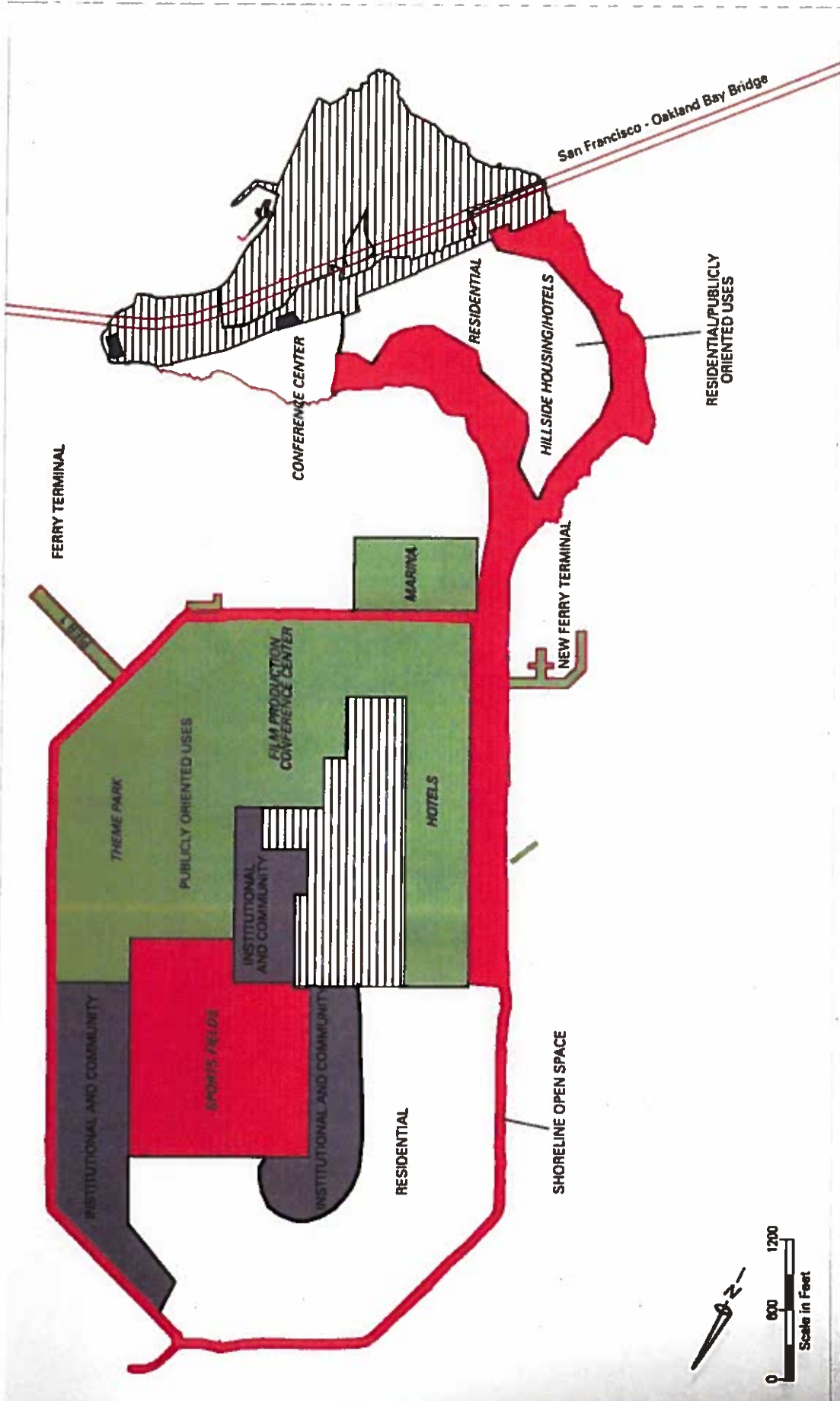
15 NEPA also requires that an environmentally preferable alternative be identified. The No Action  
16 Alternative would have no significant impacts, and for NEPA purposes it would be the  
17 environmentally preferable alternative. However, the No Action Alternative would not meet  
18 the Navy's goals of property disposal and rapid economic recovery consistent with DBCRA  
19 1990 and the DoD Rule on Revitalizing Base Closure Communities-Base Closure Community  
20 Assistance (32 C.F.R. Part 175 [1998]). It also would not be consistent with former President  
21 Clinton's Five-Part Plan for Revitalizing Base Closure Communities, which emphasizes local  
22 economic redevelopment of closing military facilities and creation of new jobs as the means to  
23 revitalize these communities (32 C.F.R. Part 174 [1998]). The No Action Alternative would  
24 result in continued caretaker activities; therefore, socioeconomic gains in terms of new jobs and  
25 increased revenue in the region would not be realized.

26 **ES.6 ENVIRONMENTAL CONSEQUENCES**

27 Potential significant impacts and mitigation measures of each alternative are summarized in  
28 Table ES-2. Measures that can be taken to reduce impacts to a level below significant are  
29 suggested for each alternative, as appropriate. Navy would be responsible for mitigation  
30 measures identified in its ROD for the proposed disposal action. Mitigation for impacts  
31 associated with reuse are not the responsibility of Navy.

32 Implementation of suggested mitigation measures would reduce all impacts to a level below  
33 significant except for impacts on cultural resources under Alternative 2. Implementation of  
34 Alternative 2 would require demolition of two buildings on Treasure Island that are eligible for  
35 listing on the National Register of Historic Places (NRHP). This would result in the loss of  
36 significant historic resources. This adverse effect can be lessened or reduced by recording the  
37 affected resources to the standards of Historic American Buildings Survey (HABS)/Historic  
38 American Engineering Record (HAER), but recordation would not eliminate the adverse effect  
39 caused by the demolition of NRHP-eligible resources.

40



**Legend:**

- Publicly Oriented
- Open Space and Recreation
- Institutional and Community
- Areas Excluded from Proposed Navy Disposal
- Residential
- FHWA/Caltrans Aerial Easement

Alternative 1 is similar to the development scenario described in the Draft Reuse Plan.

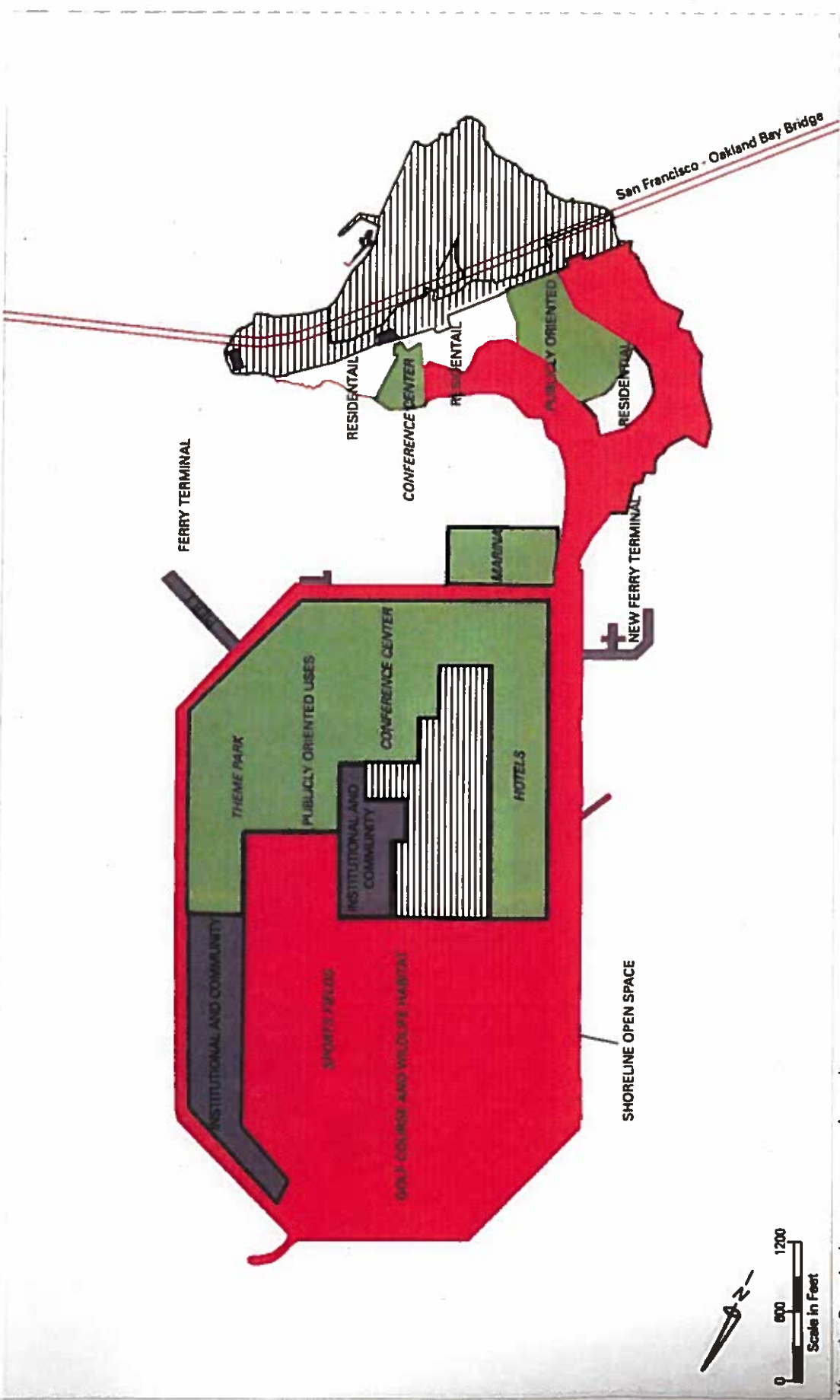
# Alternative 1 Land Uses

Naval Station Treasure Island, California

Source: CCSF 1996e; Developed by CCSF 1997

**Figure ES-3**





# Alternative 2 Land Uses

Naval Station Treasure Island, California

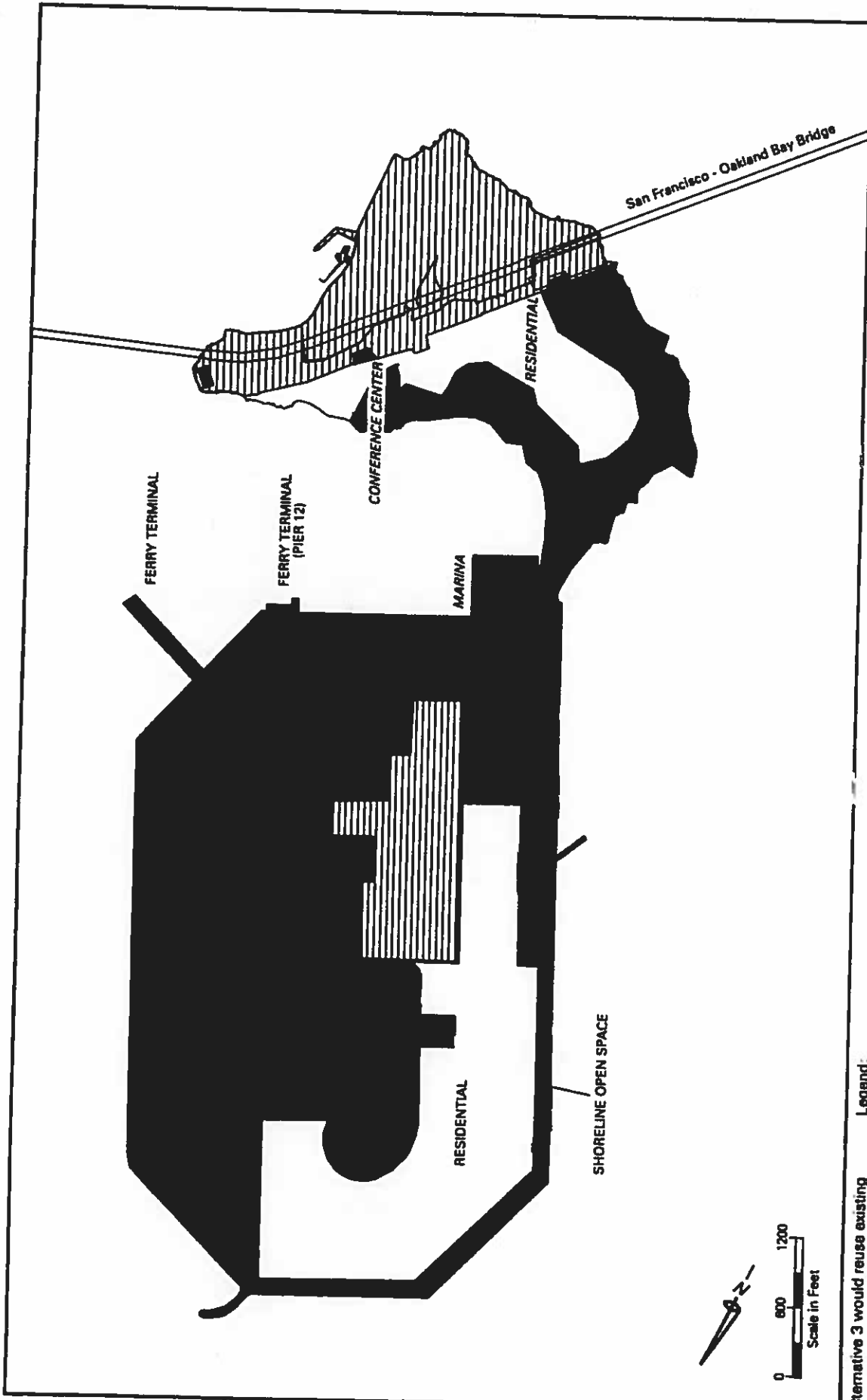
- Legend:**
- Publicly Oriented
  - Open Space and Recreation
  - Institutional and Community
  - Areas Excluded from Proposed Navy Disposal
  - Residential
  - FHWA/Caltrans Aerial Easements

Alternative 2 emphasizes open space/recreation and publicly oriented land uses.

Source: CCSF 1998a; Developed by CCSF 1997

Figure ES-4





### Alternative 3 Land Uses

Naval Station Treasure Island, California

Alternative 3 would reuse existing facilities and would involve little new development.

Source: CCSF 1996e; Developed by CCSF 1997

Figure ES-5





**Table ES-1**  
**Summary Comparison of Land Development Characteristics of Reuse Alternatives**

<i>Characteristic</i>	<i>Alternative 1</i>	<i>Alternative 2</i>	<i>Alternative 3</i>
<b>Residential</b>	<b>Dwelling Units</b>	<b>Dwelling Units</b>	<b>Dwelling Units</b>
Existing residential	290	50	995 <sup>1</sup>
New residential	2,550	200	70
<b>Total dwelling units</b>	<b>2,840</b>	<b>250</b>	<b>1,065</b>
<b>Publicly Oriented</b>	<b>Acreage</b>	<b>Acreage</b>	<b>Acreage</b>
Themed attraction	59	74	39
Hotel/conference/lodging	25	45	14
Retail/specialty/restaurant	10	1	2
Entertainment center	0	6	0
Amphitheater	0	7	0
Wedding chapel	0	1	2
Museum	3	4	4
Mixed use/office	11	0	6
Film production	31	0	33
Marina (yacht club)	2	0	2
Other publicly oriented uses	14	14	20
<b>Subtotal Acres</b>	<b>155</b>	<b>152</b>	<b>122</b>
<b>Institutional and Community</b>			
Elementary school	9	0	9
Child development center	4	0	4
Fire training school	5	5	5
Warehouse/storage	0	0	4
Wastewater treatment plant	10	5	3
Brig	5	4	5
Fire station	4	2	2
Police station	3	2	3
Other institutional facilities	0	0	8
<b>Subtotal Acres</b>	<b>40</b>	<b>18</b>	<b>43</b>
<b>Open Space and Recreation</b>			
Golf course	0	147	0
Sports fields/complex	47	18	40
Shoreline promenade/open space <sup>2</sup>	71	76	102
Wildlife habitat	0	18	0
<b>Subtotal Acres</b>	<b>118</b>	<b>259</b>	<b>142</b>
<b>Land Use Categories<sup>3</sup></b>			
Public Oriented	155	152	122
Residential	137	21	143
Institutional and Community	40	18	43
Open Space and Recreation	118	259	142
<b>Total Acres</b>	<b>450</b>	<b>450</b>	<b>450</b>
Marina	Expansion	Expansion	Existing only
Ferry Terminals	New (west side) Retrofit (Pier 1)	New (west side) Retrofit (Pier 1)	Retrofit (Pier 12) Retrofit (Pier 1)
Approximate On-site Population	6,895	710	3,510
Approximate Employment	4,920	2,820	2,195
Approximate Average Daily Vehicle Trips	18,100	13,085	6,700

Source: Draft Reuse Plan (San Francisco 1996e).

<sup>1</sup> Does not include 75 beds in barracks on Treasure Island.

<sup>2</sup> Open space on Yerba Buena Island includes small areas of native habitat.

<sup>3</sup> The land use categories represent slightly revised versions of the land use categories discussed in the Draft Reuse Plan.

Note: The numbers provided in this table are estimates only since discussions are on-going between Navy and San Francisco. Estimates in the text and the tables are included for discussion purposes.

Table ES-2. Summary of Potential Significant Environmental Consequences and Mitigation Measures (Page 1 of 16)

Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
Land Use	<p><i>Impact: Land use policy.</i> The zone classifications that would be required for Alternative 1 would be inconsistent with the existing San Francisco General Plan designation and zoning classification.</p> <p><i>Mitigation:</i> To achieve consistency between the selected reuse alternative and city policies, it will be necessary to amend the San Francisco General Plan to include land use designations for surplus property on Treasure Island and Yerba Buena Island prior to approving future land use actions.</p>	<p><i>Impact: Land use policy.</i> Similar to that described for Alternative 1.</p> <p><i>Mitigation.</i> Mitigation measures would be the same as described for Alternative 1.</p>	<p><i>Impact: Land use policy.</i> Similar to that described for Alternative 1.</p> <p><i>Mitigation.</i> Mitigation measures would be the same as described for Alternative 1.</p>	No impacts are expected.
Visual Resources	No significant impacts are expected.	No significant impacts are expected.	No significant impacts are expected.	No significant impacts are expected.
Socioeconomics	No significant impacts are expected.	No significant impacts are expected.	No significant impacts are expected.	No significant impacts are expected.
Cultural Resources	No significant impacts are expected.	<p><i>Impact: Alteration or demolition of historic resources.</i> Alternative 2 involves the demolition of Building 2 and Building 3 on Treasure Island, both of which are eligible for listing on the NRHP.</p>	No significant impacts are expected.	No impacts are expected.

Table ES-2. Summary of Potential Significant Environmental Consequences and Mitigation Measures  
(Page 2 of 16)

Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
Cultural Resources (continued)		<p><i>Mitigation:</i> The irreversible loss of significant historic resources cannot be fully mitigated. HABS/HAER recordation would reduce but would not eliminate significant impacts caused by demolition.</p>		
Transportation	<p><i>Impact:</i> Increased volumes and queuing on SFOBB/I-80 Yerba Buena Island westbound on-ramp (west side). Alternative 1 would result in peak-hour traffic volumes on the SFOBB/I-80 Yerba Buena Island westbound on-ramp on the west side of Yerba Buena Island that would exceed the current ramp capacity of 330 vph. The projected demand would result in a queue ranging from 7 vehicles (during the AM peak hour) to 239 vehicles (during the weekend midday peak hour). This queue would constrain vehicular circulation on the island.</p> <p><i>Mitigation:</i> SFOBB/I-80 Yerba Buena Island on-ramps are substandard by current Caltrans standards, primarily in acceleration/deceleration lengths, ramp radii, and sight distances.</p>	<p>No significant impacts are expected for increased volumes and queuing on SFOBB/I-80 Yerba Buena Island westbound on-ramp (west side).</p>	<p>No significant impacts are expected for increased volumes and queuing on SFOBB/I-80 Yerba Buena Island westbound on-ramp (west side).</p>	<p>No impacts are expected.</p>

Table ES-2. Summary of Potential Significant Environmental Consequences and Mitigation Measures  
(Page 3 of 16)

<i>Resource Area</i>	<i>Alternative 1</i>	<i>Alternative 2</i>	<i>Alternative 3</i>	<i>No Action Alternative</i>
Transportation (continued)	<p>Upgrading the on-ramps would increase ramp capacity and level of operation and decrease queuing impacts. However, upgrades to the on-ramps may be constrained by the geology of the site (elevation change and bedrock) and structural limitations due to the viaduct.</p> <p>Implement measures, including signage and notices to residents, to encourage residents and visitors to use the second westbound on-ramp east of the Yerba Buena Island tunnel.</p> <p>Redirecting traffic during the weekend midday peak hour to the second on-ramp east of the Yerba Buena Island tunnel would reduce the queue at the first westbound on-ramp.</p>			

Table ES-2. Summary of Potential Significant Environmental Consequences and Mitigation Measures  
(Page 4 of 16)

Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
Transportation (continued)	<p>Implement a Travel Demand Management (TDM) program to further reduce traffic generation during peak hours, especially during the weekend.</p> <p>Implement additional or enhanced TDM measures, such as discounted ferry passes, flex-time, public relations campaigns, and giving employees working on Treasure Island or Yerba Buena Island preferential access to housing on NSTI, to encourage ferry use or to encourage vehicle-trips during the nonpeak period to reduce queues on both westbound on-ramps to tolerable levels.</p> <p>Monitor NSTI ramp traffic volumes to ensure that the transportation goals and objectives established by the Draft Reuse Plan are successfully implemented.</p> <p>Monitor NSTI bus transit demand on an annual basis (or at each phase of development) and ensure that planned services are implemented to meet or exceed demand. Implement a similar monitoring program for ferry demand.</p>			

Table ES-2. Summary of Potential Significant Environmental Consequences and Mitigation Measures  
(Page 5 of 16)

Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
Transportation (continued)	<p>Restripe the portion of Treasure Island Road between the Main Gate and the westbound on-ramp on the west side of the Yerba Buena Island tunnel from two lanes to accommodate three traffic lanes.</p> <p><u>Impact: Increased volumes and queuing on SFOBB/I-80 Yerba Buena Island eastbound off-ramp (west side).</u> Alternative 1 would result in a substantial increase in traffic volumes on the eastbound off-ramp on the west side of Yerba Buena Island that would exceed the practical capacity of the off-ramp (500 vph), resulting in a maximum queue of 36 vehicles, or about 700 feet (219 m) on the SFOBB.</p> <p><u>Mitigation.</u> Use traffic control measures, such as signage, to encourage eastbound motorists to use the second Yerba Buena off-ramp (the off-ramp on the east side of Yerba Buena Island). Implement TDM and monitoring measures to reduce traffic volumes on this off-ramp.</p>	<p>No significant impacts are expected for increased volumes and queuing on SFOBB/I-80 Yerba Buena Island eastbound off-ramp (west side).</p>	<p>No significant impacts are expected for increased volumes and queuing on SFOBB/I-80 Yerba Buena Island eastbound off-ramp (west side).</p>	<p>No impacts are expected.</p>

Table ES-2. Summary of Potential Significant Environmental Consequences and Mitigation Measures  
(Page 6 of 16)

Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
<p>Transportation (continued)</p>	<p><u>Impact: Increased volumes on SFOBB/I-80 Yerba Buena Island eastbound on-ramp (east side).</u> Alternative 1 would result in substantial increases in traffic volumes during the weekend midday peak hour on the eastbound on-ramp on the east side of Yerba Buena Island. While the increased volumes would be accommodated by the upgrade of this ramp as part of the SFOBB East Span project, it may create a secondary impact on potential traffic delays on SFOBB.</p>	<p>No significant impacts are expected for increased volumes on SFOBB/I-80 Yerba Buena Island eastbound on-ramp (east side).</p>	<p>No significant impacts are expected for increased volumes on SFOBB/I-80 Yerba Buena Island eastbound on-ramp (east side).</p>	<p>No impacts are expected.</p>
	<p><u>Mitigation:</u> Caltrans should consider the installation of a ramp metering device in the future if the added traffic onto this on-ramp would cause significant traffic delay on SFOBB mainline.</p>			
	<p><u>Impact: Increased peak spreading on SFOBB/I-80.</u> Under Alternative 1, increased traffic onto and off of the SFOBB during the AM peak period (6:30 to 9:30) and PM peak period (3:30 to 6:30) would cause westbound traffic on certain segments of the SFOBB to deteriorate from LOS D to LOS F during the last hour of the AM peak period (8:30 to 9:30) and to deteriorate from LOS B to LOS E</p>	<p><u>Impact: Increased peak spreading on SFOBB/I-80.</u> Under Alternative 2, increased traffic onto and off of the SFOBB during the AM peak period (6:30 to 9:30) and PM peak period (3:30 to 6:30) would cause westbound traffic on certain segments of the SFOBB to deteriorate from LOS D to LOS E or LOS F</p>	<p><u>Impact: Increased peak spreading on SFOBB/I-80.</u> Under Alternative 3, increased traffic onto and off of the SFOBB during the AM peak period (6:30 to 9:30) and PM peak period (3:30 to 6:30) would cause westbound traffic on certain segments of the SFOBB to deteriorate from LOS D to LOS F during the last hour of the AM peak</p>	<p>No impacts are expected.</p>

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Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
Transportation (continued)	<p>or LOS F during the first hour of the PM peak period (3:30 to 4:30).</p> <p><i>Mitigation.</i> Monitor traffic volumes at each phase of development and if it is determined that traffic from NSTI is constraining the capacity of the SFOBB, either more aggressive TDM and transit improvements must be implemented or additional developments should be delayed until such improvements are implemented.</p>	<p>during the last hour of the AM peak period (8:30 to 9:30) and to deteriorate from LOS B to LOS E or LOS F during the first hour of the PM peak period (3:30 to 4:30).</p> <p><i>Mitigation.</i> Mitigation measures would be the same as described for Alternative 1.</p>	<p>period (8:30 to 9:30) and to deteriorate from LOS B to LOS E or LOS F during the first hour of the PM peak period (3:30 to 4:30).</p> <p><i>Mitigation.</i> Mitigation measures would be the same as described for Alternative 1.</p>	
	<p><i>Impact: Transit operations - bus service to East Bay.</i> Lack of direct bus service between NSTI and the East Bay is a significant and mitigable impact.</p>	<p><i>Impact: Transit operations - bus service to East Bay.</i> The impact would be similar to that described under Alternative 1.</p>	<p><i>Impact: Transit operations - bus service to East Bay.</i> The impact would be less than that described under Alternative 1 but would remain significant but mitigable.</p>	<p>No impacts are expected.</p>



Table ES-2. Summary of Potential Significant Environmental Consequences and Mitigation Measures

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Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
Transportation (continued)	<p><b>Mitigation:</b> Establishing direct transit service between NSTI and the East Bay would mitigate this impact to a not significant level. Bus service would need to be at 10-minute headways (the interval between the trips of 2 successive vehicles) throughout the day during the weekday and at 15-minute headways throughout the day during the weekend.</p> <p>Monitor NSTI bus transit demand on an annual basis (or at each phase of development) and ensure that planned services are implemented to meet or exceed demand.</p> <p>Implement TDM measures to encourage transit rather than auto use.</p>	<p><b>Mitigation:</b> Mitigation measures would be the same as described for Alternative 1. However, at build-out, bus service would need to be at 15-minute headways throughout the day during both weekdays and weekends.</p>	<p><b>Mitigation:</b> Mitigation measures would be the same as described for Alternative 1. However, at build-out, bus service would need to be at 20-minute headways throughout the day during weekdays and 15-minute headways throughout the day during weekends.</p>	
Air Quality	No significant impacts are expected.	No significant impacts are expected.	No significant impacts are expected.	No impacts are expected.
Noise	No significant impacts are expected.	No significant impacts are expected.	No significant impacts are expected.	No impacts are expected.

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Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
<p><b>Biological Resources</b></p>	<p><u>Impact: Mudflat Habitat Disturbance:</u> Significant impacts to mudflat habitat, including eelgrass beds, may occur as a result of increased pedestrian and boating activity around Clipper Cove. Expanding the marina or constructing a yacht harbor, new docks, or other structures that would cover the surface of the water would impact Waters of the United States but would require a permit from the BCDC and the COE.</p> <p><u>Mitigation:</u> Minimize disturbance to sensitive habitats during construction. Prepare and implement a plan to minimize disturbance of sensitive habitats due to recreational activity. Permittee could be required to post signs along the shore adjacent to the mudflats and at the marina to inform pedestrians and recreational boaters that the mudflats are a protected sensitive area and that trespassing is not permitted. Buoys could be placed in the bay to identify the restricted mudflat area. A 5-mph (8 kph) zone could be established in Clipper Cove to minimize shoreline and mudflat</p>	<p><u>Impact: Disturbance to sensitive mudflat habitat.</u> The impacts on mudflat habitat associated with pedestrians and boating activity would be similar, but reduced, from that described for Alternative 1. Pedestrian impacts would be approximately half of Alternative 1 while boating traffic impacts would be approximately 20 percent higher than Alternative 1.</p> <p><u>Mitigation.</u> Mitigation measures would be the same as described for Alternative 1.</p>	<p><u>Impact: Mudflat Habitat Disturbance.</u> The impacts on mudflat habitat associated with pedestrians and boating activity would be reduced from that described for Alternative 1 but would remain significant but mitigable.</p> <p><u>Mitigation:</u> Mitigation measures would be the same as described for Alternative 1.</p>	<p>No impacts are expected.</p>

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Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
<p>Biological Resources (continued)</p>	<p>erosion. Any impacts related to construction or fill would be addressed during the COE Section 404 permitting process.</p> <p><u>Impact: Pedestrian and Boating Impacts on Migratory Birds.</u> Increased pedestrian and boating activity around Clipper Cove could have a significant impact on shorebirds by affecting mudflats and eelgrass beds where shorebirds forage.</p>	<p><u>Impact: Pedestrian and Boating Impacts on Wading Shorebirds.</u> Increased pedestrian and boating activity around Clipper Cove could have a significant impact on shorebirds by affecting mudflats and eelgrass beds where shorebirds forage. Pedestrian impacts would be approximately half of Alternative 1 while boating traffic impacts would be approximately 20 percent higher than Alternative 1.</p>	<p><u>Impact: Pedestrian and Boating Impacts on Wading Shorebirds.</u> Increased pedestrian and boating activity around Clipper Cove could have a significant impact on shorebirds by affecting mudflats and eelgrass beds where shorebirds forage. These impacts are likely to be reduced under Alternative 3 as there would be less of an increase in boating traffic compared with Alternative 1.</p>	<p>No impacts are expected.</p>

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Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
Biological Resources (continued)	<p><b>Mitigation.</b> In conjunction with permitting by COE and BCDC, permittees could be required to post signs along the shore adjacent to the mudflats and at the marina, informing pedestrians and boaters that the mudflats are a protected and sensitive area. Placing buoys in the bay, identifying the mudflat area as restricted, and establishing a five-mph (8 kph) zone in Clipper Cove could also reduce impacts.</p>	<p><b>Mitigation.</b> Mitigation measures would be the same as described for Alternative 1.</p>	<p><b>Mitigation.</b> Mitigation measures would be the same as described for Alternative 1.</p>	
	<p><b>Impact: Pedestrian and Boating Impacts on EFH.</b> Increased boating activity around Clipper Cove could have an indirect significant impact on EFH by degrading eelgrass vegetated areas and shallow water and mudflat areas that provide important fish spawning, rearing, and foraging habitat.</p>	<p><b>Impact: Pedestrian and Boating Impacts on EFH.</b> Increased boating activity around Clipper Cove and along the perimeter of the islands could have a significant impact on EFH, as described under Alternative 1.</p>	<p><b>Impact: Pedestrian and Boating Impacts on EFH.</b> Increased pedestrian and boating activity around Clipper Cove and along the perimeter of the islands could have a significant impact on EFH, as described under Alternative 1.</p>	No impacts are expected.
	<p><b>Mitigation.</b> Proposed mitigation measures are the same as those discussed under impacts to mudflat habitat above.</p>	<p><b>Mitigation.</b> Mitigation measures would be the same as described for Alternative 1.</p>	<p><b>Mitigation.</b> Mitigation measures would be the same as described for Alternative 1.</p>	

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Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
<p>Geology and Soils</p>	<p><u>Impact: Exposure of individuals and property to liquefaction.</u> Seismically induced liquefaction could result in ground disturbances associated with lateral spreading and differential settlement.</p>	<p><u>Impact: Exposure of individuals and property to liquefaction.</u> Seismically induced liquefaction could result in ground disturbances associated with lateral spreading and differential settlement.</p>	<p><u>Impact: Exposure of individuals and property to liquefaction.</u> Seismically induced liquefaction could result in ground disturbances associated with lateral spreading and differential settlement.</p>	<p>No impacts are expected.</p>
	<p><u>Mitigation.</u> A zone of "improved ground" would be created around the perimeter of the island to reduce lateral spreading. Interior island areas shall be similarly improved to reduce large differential settlement. All sensitive structures (e.g., buildings greater than three stories, buildings intended for public occupancy, structures supporting essential services, and buildings housing schools, medical, police, and fire facilities) shall be supported on pile systems or other specially designed foundations. Detailed geotechnical studies shall be completed in accordance with San Francisco requirements for individual development sites.</p>	<p><u>Mitigation:</u> Mitigation measures would be the same as described for Alternative 1.</p>	<p><u>Mitigation:</u> Mitigation measures would be the same as described for Alternative 1.</p>	

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Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
Water Resources	<p><u>Impact: Exposure of individuals and property to ponding from high tides.</u> The installation of residential development in low-lying areas on Treasure Island would result in increased exposure of occupants, visitors, and property to ponding hazards due to seepage through the dike during some high tide events.</p> <p><u>Mitigation:</u> Filling low-lying portions of the residential area to at least 9 feet (3 m) National Geodetic Vertical Datum (NGVD) prior to development would mitigate this impact. In addition, other low-lying areas within 500 feet (152 m) of the Treasure Island perimeter should be similarly filled before development is allowed.</p>	<p>No significant impacts are expected from exposure of individuals and property to ponding from high tides.</p>	<p><u>Impact: Exposure of individuals and property to ponding from high tides.</u> The impact would be similar to that described for Alternative 1.</p> <p><u>Mitigation:</u> Mitigation measures would be the same as described for Alternative 1.</p>	<p>No impacts are expected.</p>

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Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
Water Resources (continued)	<p><u>Impact:</u> Exposure of individuals and property to flooding. Developing and reusing Treasure Island under Alternative 1 could expose occupants, visitors, and property to flooding hazards caused by dike overtopping during storms.</p>	<p><u>Impact:</u> Exposure of individuals and property to flooding. This alternative would subject residents and daily visitors on the northern half of Treasure Island, where a golf course is proposed, to existing flood hazards. Flood hazards on the southern portion of the site would be similar to those described for Alternative 1.</p>	<p><u>Impact:</u> Exposure of individuals and property to flooding. Alternative 3 could subject occupants, visitors, and property to substantial flooding hazards throughout Treasure Island.</p>	<p>No impacts are expected.</p>
	<p><u>Mitigation:</u> Set back development inboard of the perimeter dike to allow room for periodic dike raising without substantially increasing Bay fill. Raise the dike as necessary to account for site settlement, changes in maximum tidal heights, and rises in sea levels. In addition, inspect the dike after each major storm to identify repair needs, and repair the dike promptly.</p>	<p><u>Mitigation:</u> Mitigation measures would be the same as described for Alternative 1.</p>	<p><u>Mitigation:</u> Mitigation measures would be the same as described for Alternative 1.</p>	
Utilities	<p>No significant impacts are expected.</p>	<p>No significant impacts are expected.</p>	<p>No significant impacts are expected.</p>	<p>No impacts are expected.</p>
Public Services	<p>No significant impacts are expected.</p>	<p>No significant impacts are expected.</p>	<p>No significant impacts are expected.</p>	<p>No impacts are expected.</p>

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Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
<p>Hazardous Materials and Waste</p>	<p><u>Impact: Installation Restoration Program (IRP).</u> Construction activities at NSTI associated with future development of the housing unit area, including demolition of existing structures, may interfere with remedial actions under CERCLA.</p>	<p><u>Impact: Installation Restoration Program (IRP).</u> Development of a golf course in the northern part of the island would involve demolition of existing structures and the grading and reconfiguring of the soil, which may interfere with remedial actions under CERCLA.</p>	<p><u>Impact: Installation Restoration Program (IRP).</u> If subsequent redevelopment of the housing area involving demolition of existing structures and the grading and reconfiguring of the soil were to occur, it may interfere with remedial actions conducted under CERCLA.</p>	<p>No impacts are expected.</p>
	<p><u>Mitigation.</u> The Navy is in the process of implementing various remedial actions at NSTI pursuant to and in accordance with the requirements of CERCLA and the NCP that will remove, manage, or isolate any potentially hazardous substances present on the property prior to conveyance. These remedial actions will ensure that human health and the environment will be protected based on the land uses specified in the Draft Reuse Plan. If the CERCLA remedy for a particular site includes land use controls, the acquiring entity or entities will be required to comply with the land use controls during construction or operations to ensure continued protection of human health and the environment.</p>	<p><u>Mitigation.</u> Mitigation measures would be the same as described for Alternative 1.</p>	<p><u>Mitigation.</u> Mitigation measures would be the same as described for Alternative 1.</p>	



Table ES-2. Summary of Potential Significant Environmental Consequences and Mitigation Measures  
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Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
<p>Hazardous Materials and Waste (continued)</p>	<p>Subsequent redevelopment of the housing area which would involve demolition of existing structures and the grading and reconfiguring of the soil would likely be subject to land use controls on the property, including compliance with a City-administered soil management plan that would require soil and groundwater disturbance be permitted subject to proper characterization and management.</p>			
	<p>In addition, deeds conveying the affected property will contain a notice that areas of the property not subject to remediation efforts (such as areas beneath existing foundations) may require additional characterization and possible response actions subject to appropriate regulatory oversight. Adherence to land use controls and regulatory requirements would mitigate potentially significant impacts to an acceptable level.</p>			

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