

1 **ES. Executive Summary**

EXECUTIVE SUMMARY

ES.1 INTRODUCTION

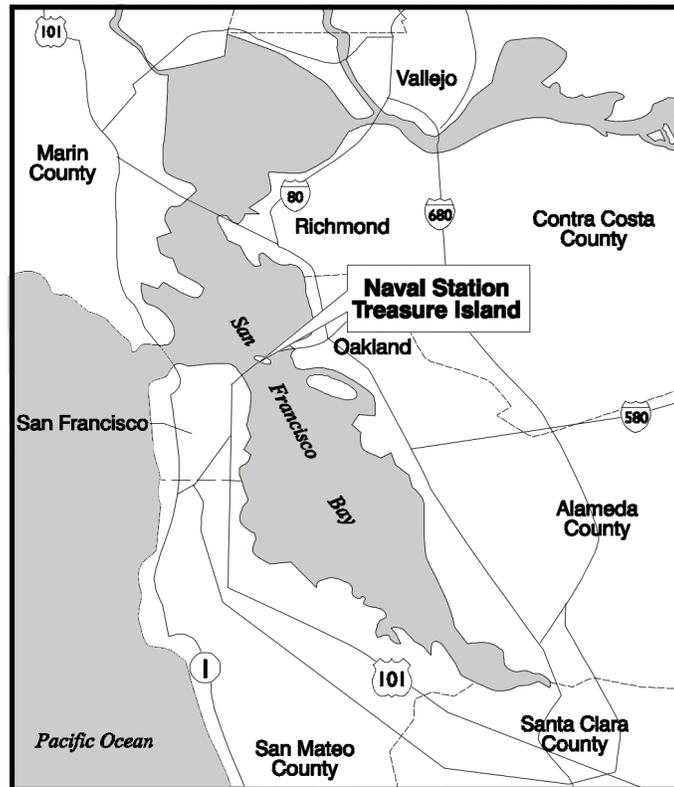
The Defense Base Closure and Realignment Act (DBCRA) (10 U.S.C. § 2687 note) directed the Department of Defense (DoD) to reduce and realign United States (US) military operations. The 1993 Defense Base Realignment and Closure Commission (BRAC '93 Commission) recommended the closure of Naval Station Treasure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

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

This document has been prepared by Navy in accordance with the National Environmental Policy Act of 1969 (NEPA) (Public Law [Pub. L.] 91-190, 42 United States Code [U.S.C.] §§ 4321-4370f); the Council on Environmental Quality (CEQ) regulations implementing NEPA (40 Code of Federal Regulations [C.F.R.] Parts 1500-1508); Navy regulations implementing NEPA (32 C.F.R. Part 775); and Navy guidelines (Chief of Naval Operations Instruction [OPNAVINST] 5090.1B [1998]).

This EIS was originally prepared as a joint document to fulfill the requirements of both NEPA and the California Environmental Quality Act of 1970 (CEQA) (California Public Resources Code [Cal. Pub. Res. Code] § 21000 et seq., as amended) and the implementing CEQA regulations (California Code of Regulations [Cal. Code Regs.], Title 14, § 15000 et seq. [1998]). The CEQA lead agency was the City and County of San Francisco (San Francisco). Scoping was a joint federal-state process. After scoping was completed, San Francisco elected to prepare a separate environmental impact report (EIR) to analyze the impacts from the reuse of NSTI. The EIR will undergo a separate public review process.

**Figure ES-1
Regional Location**



ES.2 PURPOSE AND NEED (CHAPTER 1)

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

ES.3 DISPOSAL AND REUSE PROCESS

On October 15, 1993, Navy issued a Notice of Availability (NOA) for NSTI (Treasure Island proper) to DoD and other federal agencies indicating that the property was excess to the needs of Navy. Between October 1993 and October 1995, nine federal agencies expressed interest in excess property at NSTI. Five of the agencies submitted formal requests for property transfer. Three of these agencies withdrew their requests in 1995 and early 1996. The transfer requests for the remaining two agencies, US Department of Labor and the US Coast Guard, were approved. The Department of Labor requested approximately 36 acres (15 ha) of property and associated facilities on Treasure Island for its Job Corps program, and the Navy authorized the requested property transfer on April 17, 1998. The US Coast Guard requested approximately 22 acres (9 ha), including land, facilities, and submerged areas of Yerba Buena Island. Navy authorized transferring 11 acres (4.5 ha)

of dry land in March 3, 1998. The remaining 11-acre (4.5 ha) parcel of submerged land is scheduled for transfer in 2002, following completion of appropriate environmental documentation. These properties are not part of the proposed disposal and subsequent reuse action evaluated in this EIS.

On October 26, 2000, the Federal Highways Administration (FHWA) acquired 97 acres (39 ha) of Navy dry and submerged land on Yerba Buena Island. FHWA conveyed this land in fee to the California Department of Transportation (Caltrans) for right-of-way purposes in connection with the construction, operation, and maintenance of the SFOBB east spans retrofit project, including a temporary construction easement over a substantial part of Yerba Buena Island and permanent aerial easements over two parcels of land. The easements impose substantial restrictions on Navy's ability to access and utilize the underlying property. This land is no longer available for transfer by the United States and, as such, is no longer available for community reuse in accordance with the NSTI Draft Reuse Plan. For that reason, the SFOBB property, including the construction and aerial easements, is not included in the Navy disposal and is therefore, excluded from this EIS. Figure ES-2 illustrates the boundaries of NSTI and the reuse plan area.

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

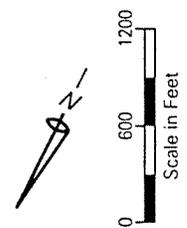
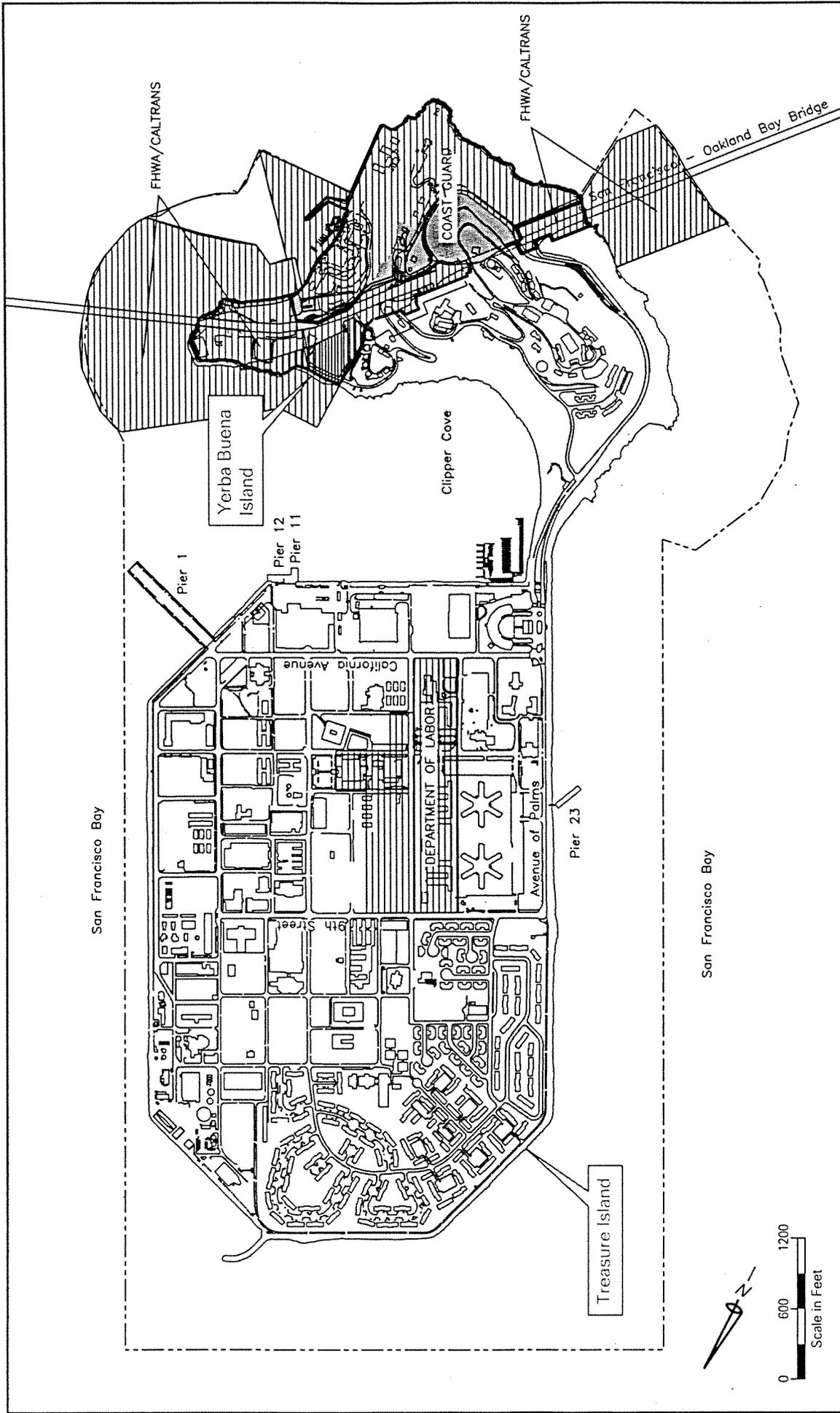
In 1997 the California State Legislature created a special reuse authority for Treasure Island, transferring the LRA status from San Francisco to the Treasure Island Development Authority (TIDA). TIDA is a state agency staffed by the San Francisco mayor's office and is the entity responsible for planning the reuse of Treasure Island. In March 1998, DoD OEA recognized TIDA as the implementing LRA for NSTI.

ES.4 RELATED STUDIES

Several project-related studies have been undertaken or are ongoing at NSTI. The major planning and restoration programs are the Environmental Baseline Survey, the Installation Restoration Program, and the BRAC Cleanup Plan.

ES.5 PUBLIC INVOLVEMENT PROCESS

The EIS process is designed to involve the public in federal decision-making. Opportunities to comment on, and participate in, the process are provided during preparation of this EIS. Comments from agencies and the public are solicited to help identify the primary issues associated with the



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

Reuse Plan Area

Naval Station Treasure Island, California

Figure ES-2

federal disposal and proposed reuse of NSTI. San Francisco conducted public meetings and workshops as part of the reuse planning process, and the public was encouraged to comment on the various reuse alternatives. The public's input, as well as feedback from applicable resources and permitting agencies, will be used to evaluate the alternatives and environmental impacts before final decisions are made.

Scoping Process

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

On September 26, 1996, in accordance with NEPA requirements, a Notice of Intent (NOI) to prepare an EIS was published in the Federal Register. The NOI was mailed to regulatory agencies, local jurisdictions, elected officials, public service providers, and organizations.

As part of the scoping process, Navy and San Francisco held a public meeting to inform the public about disposal and reuse alternatives and to solicit the public's participation and comments. The scoping meeting was held on October 9, 1996, at the San Francisco Ferry Building. Six individuals from the public provided oral comments at the scoping meeting. Oral comments addressed alternate land uses on the site related primarily to residential, marine, and wildlife observation uses. Commentors also were concerned with addressing the needs of veterans in the reuse plan and concerns about public notification during the comment period. Additionally, twelve comment letters were received in response to the 1996 NOI. These written comments addressed a variety of concerns, including impacts to traffic, geology and seismology, historic architectural resources, hazardous and waste material, and archeological resources. All issues raised during the scoping period regarding environmental and socioeconomic topics have been addressed in this EIS.

Public Review

The public is invited to review and comment on this Draft EIS. An NOA was published in the Federal Register, and notices were published in the *San Francisco Chronicle*, *Marin Independent Journal*, *San Jose Mercury News*, and *Oakland Tribune*, and were mailed to those on the mailing list, beginning the 45-day public comment period. This period provides the public with an opportunity to review the document and to offer appropriate comments.

Interested parties are requested to submit comments on this Draft EIS to the following address:

Southwest Division
BRAC Operations Office
1230 Columbia Street, Suite 1100
San Diego, California 92101-8517
Attn: Timarie Seneca
Phone: (619) 532-0955
Fax: (619) 532-0940

A public hearing will be held during the 45-day review period to hear comments on the Draft EIS. The time and place of the hearing will be announced in the media and is noted in the transmittal letter accompanying this document. A Final EIS that discusses the comments received on the Draft EIS will be published and made available for review to persons on the distribution list and to others requesting a copy.

ES.6 ALTERNATIVES CONSIDERED (CHAPTER 2)

Navy can either retain NSTI surplus property in federal ownership (No Action Alternative) or dispose of the property for subsequent reuse (Disposal Alternative). Navy disposal of surplus property at NSTI is the federal action evaluated in this EIS for potential environmental and socioeconomic impacts. Under the federal action, approximately 920 acres (373 ha) of federal property at NSTI would be conveyed to non-federal entities. Navy disposal is assumed as part of each of the three reuse alternatives.

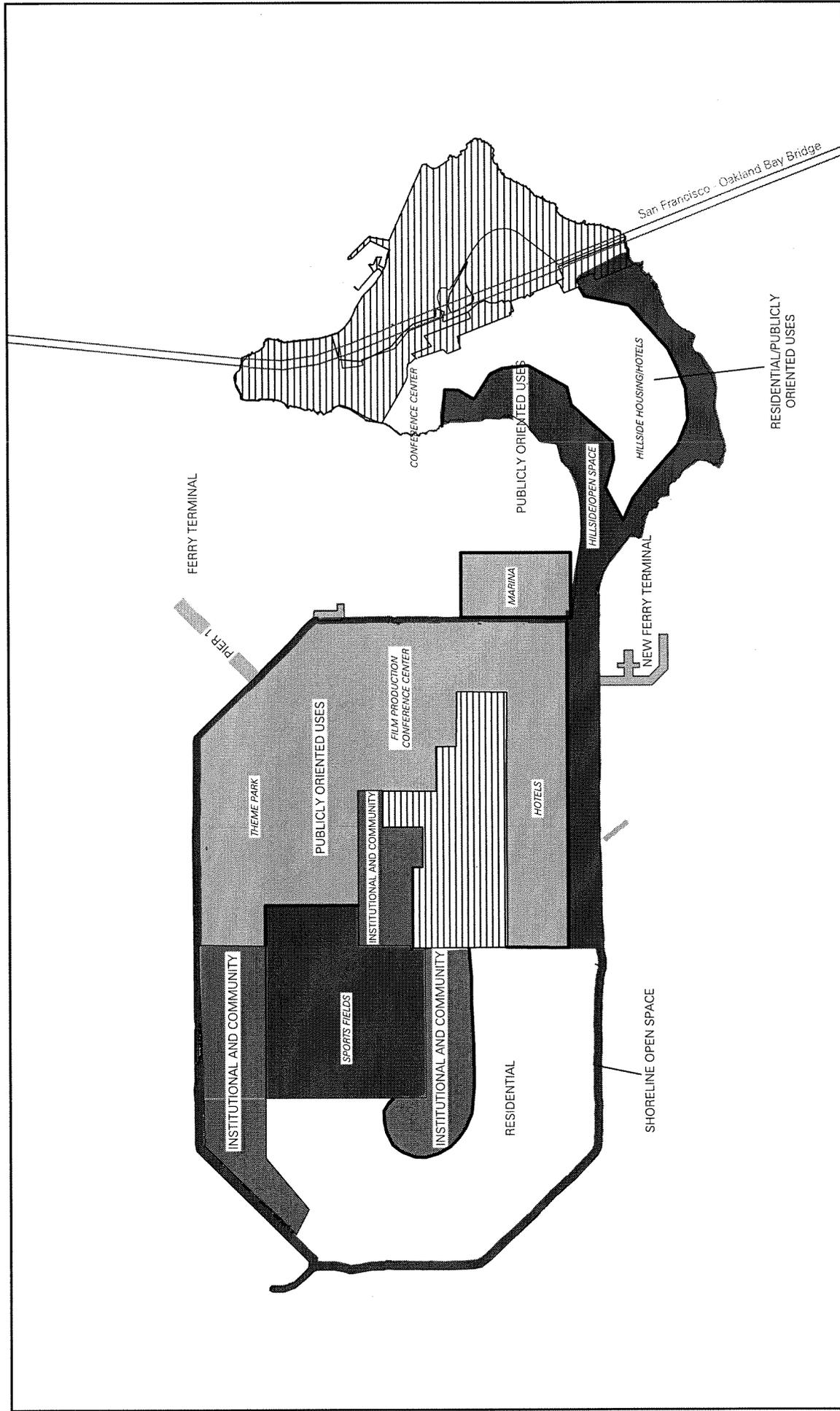
Reuse Alternatives

This section presents a detailed description of the three reuse alternatives developed and evaluated in this EIS—alternatives 1, 2, and 3. Alternative 1 represents full implementation of the development scenario described in the Draft Reuse Plan developed by the Local Redevelopment Authority. Alternative 2 is based on comments received during the scoping process, including the recommendations of an advisory panel convened by the Urban Land Institute. Alternative 3 represents a lower level of redevelopment than proposed in the Draft Reuse Plan. The proposed land use configurations of the three reuse alternatives are provided on Figures ES-3, ES-4, and ES-5, respectively.

Each reuse alternative is a broad conceptual plan characterized by a general land use concept and a development scenario. As such, each has general land use planning designations (residential, publicly oriented, institutional and community, and open space and recreation) that allow for a range of different types of land use. Table ES-1 provides a summary comparison of land use development of the three alternatives. This table is intended to help the reader identify specific differences among the three alternatives.

Alternative 1

Alternative 1 features a combination of publicly oriented development, open space and recreation, and extensive residential development at full buildout, such as envisioned in the Draft Reuse Plan. Under this alternative, the NSTI project acreage would be occupied in the following manner: publicly oriented land uses, approximately 34 percent; residential, 29 percent; open space and recreation, 27 percent; and institutional and community services, 10 percent. The four land use alternatives initially considered by the LRA were used to develop and further refine a “preferred reuse concept” that formed the basis of the Draft Reuse Plan, represented by Alternative 1. Seismic upgrades would include dike improvements to the entire Treasure Island perimeter. A new underground utility corridor would run along the perimeter of the island, carrying storm and sanitary sewer mains, water mains, reclaimed water mains, and electricity, gas, and telecommunications lines.



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

Legend:

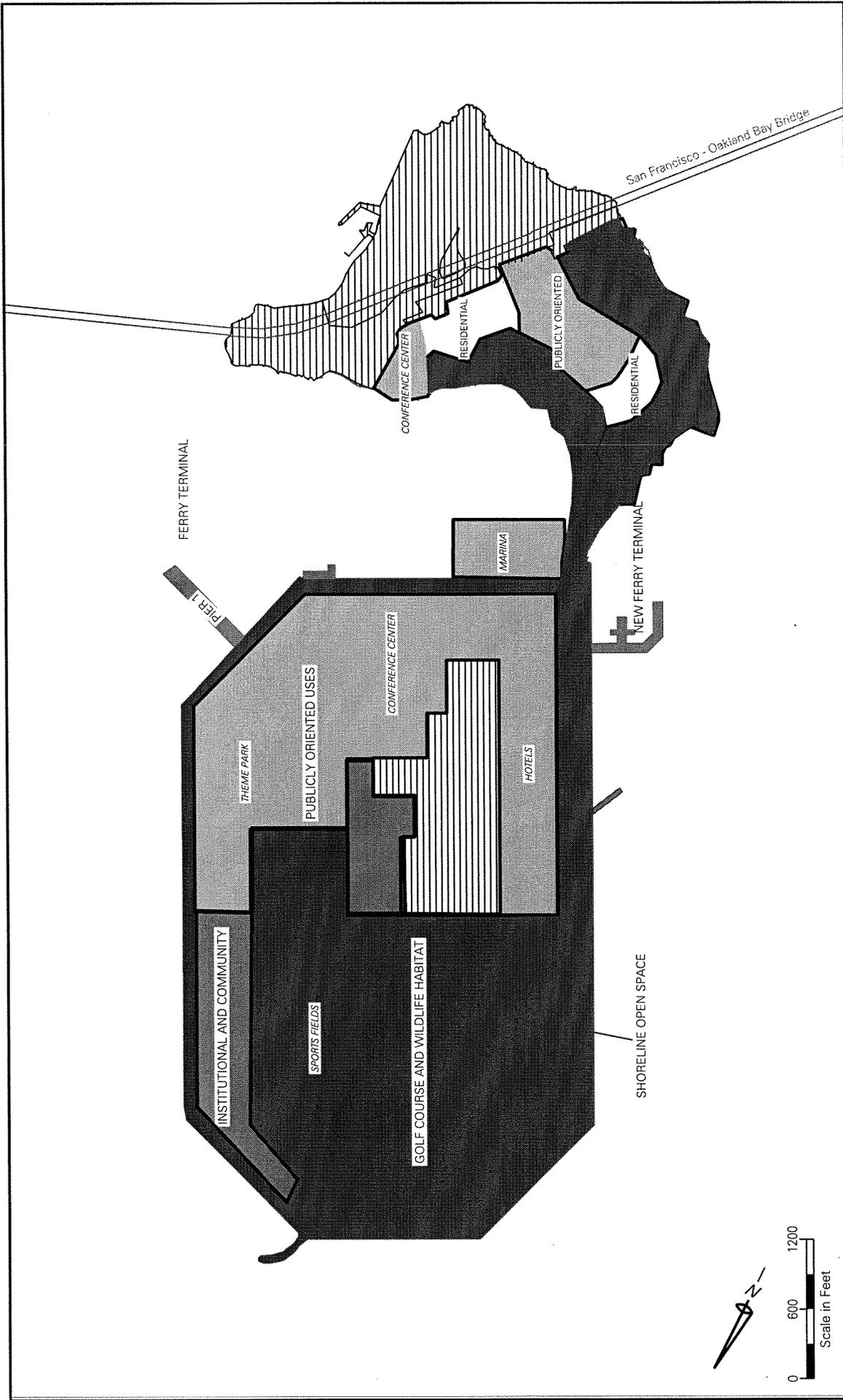
- Publicly Oriented
- Open Space and Recreation
- Institutional and Community
- Areas Excluded from Proposed Navy Disposal
- Residential

Alternative 1 Land Uses

Naval Station Treasure Island, California

Figure ES-3

Source: CCSF 1996e; Developed by CCSF 1997



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

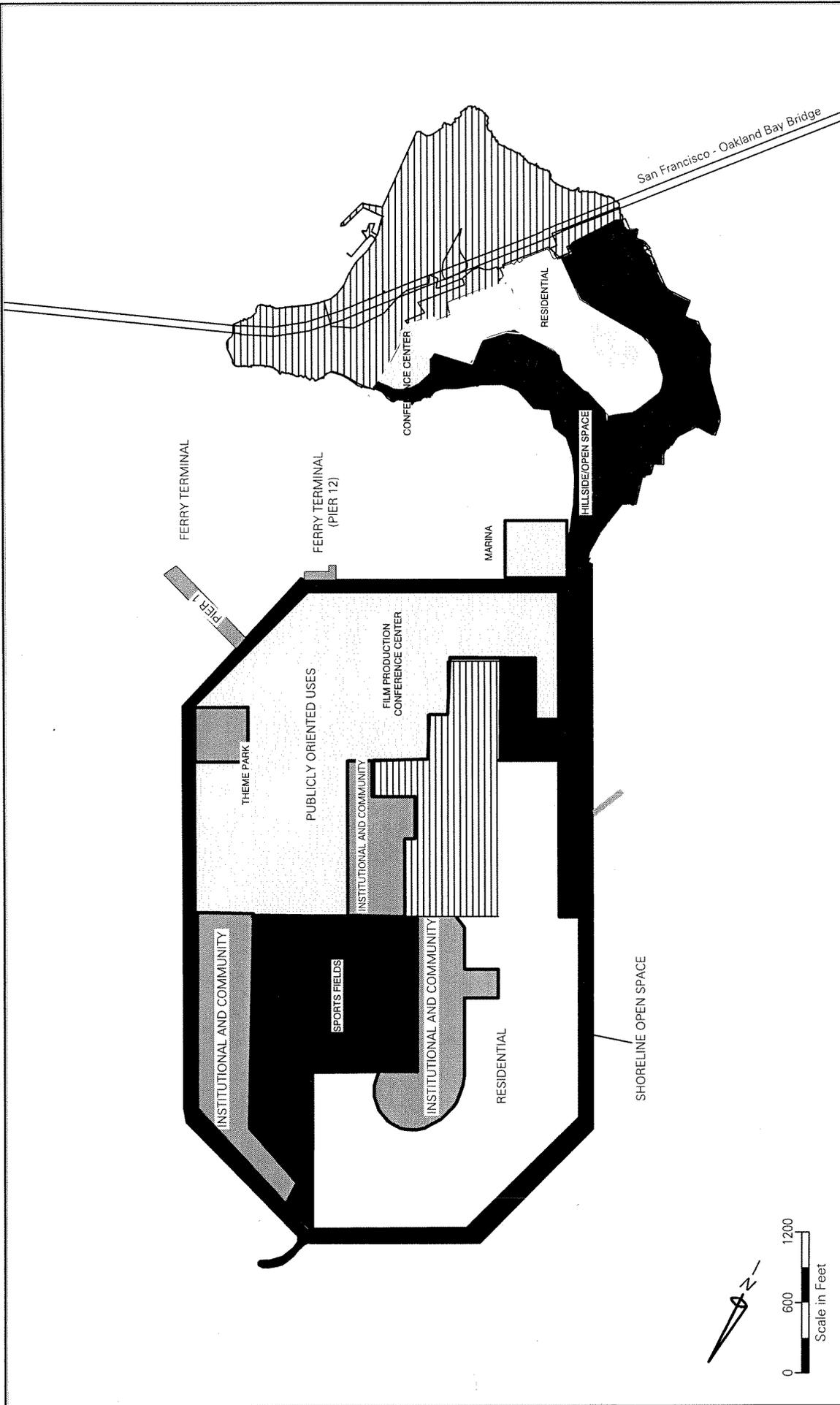
Legend:

- Publicly Oriented
- Open Space and Recreation
- Institutional and Community
- Areas Excluded from Proposed Navy Disposal
- Residential

Alternative 2 Land Uses

Naval Station Treasure Island, California

Figure ES-4



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

Legend:

- Institutional and Community
- Publicly Oriented
- Open Space and Recreation
- Institutional and Community

- Areas Excluded from Proposed Navy Disposal
- Residential

Alternative 3 Land Uses

Naval Station Treasure Island, California

Figure ES-5

Source: CCSF 1996e; Developed by CCSF 1997

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

Characteristic	Alternative 1	Alternative 2	Alternative 3
Residential	dwelling units	dwelling units	dwelling units
Existing residential	290	50	995
New residential	2,550	200	70
Total dwelling units	2,840	250	1,065
Publicly Oriented	acreage	acreage	acreage
Themed attraction	59	74	39
Hotel/conference/lodging	23	44	14
Retail/specialty/restaurant	8	1	1
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
Subtotal Acres	151	151	121
Institutional and Community			
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
Subtotal Acres	40	18	43
Open Space and Recreation			
Golf course	0	147	0
Sports fields/complex	47	18	40
Shoreline promenade/open space	73	71	88
Wildlife habitat	0	18	0
Subtotal Acres	120	254	128
Land Use Categories			
Public Oriented	151	151	121
Residential	131	19	150
Institutional and Community	40	18	43
Open Space and Recreation	120	254	128
Total Acres	442	442	442
Marina	Expansion	Expansion	Existing only
Ferry Terminals	New (west side)	New (west side)	Retrofit (Pier 12)
	Retrofit (Pier 1)	Retrofit (Pier 1)	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: San Francisco 1996e.

Notes: All acreage figures are estimates only. Figures in the text and the tables are included for discussion purposes.
no. = number

Alternative 2

Alternative 2 is a less intensive but similar development compared to Alternative 1. This alternative emphasizes open space and recreation and publicly oriented uses but on a smaller scale. Under Alternative 2, open space and recreation land uses would occupy 57 percent of NSTI acreage, publicly oriented 34 percent, residential 4 percent, and institutional and community services 4 percent. The existing housing would be reused initially. No new housing would be built on Treasure Island. An 18-hole golf course would occupy the present housing area on the northern part of the island. Regarding seismic upgrade, except for the golf course area, full-scale perimeter dike improvements would be implemented around Treasure Island. The utility corridor would be constructed around the perimeter of Treasure Island, but it would not extend along the perimeter adjacent to the proposed golf course.

Alternative 3

Alternative 3 represents the scenario where little new development would occur, and existing facilities would be reused. Under Alternative 3, open space and recreation land uses would occupy 30 percent of NSTI acreage, residential 33 percent, publicly oriented 27 percent, and institutional and community services 10 percent. Seismic upgrade dike improvements would occur along those areas of Treasure Island subject to rotational dike failure.

No Action Alternative

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

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

Environmentally Preferable Alternative

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

ES.7 AFFECTED ENVIRONMENT (CHAPTER 3)

Chapter 3 sets forth the affected environment of the proposed action. The affected environment describes the present physical conditions within the area of the proposed action. The area, or region of influence, is defined for each environmental issue based upon the areal extent of physical resources that may be affected directly or indirectly by the proposed action and appropriate guidelines of regulatory agencies or common professional practice. This section of the EIS describes the baseline conditions for each environmental resource against which the potential impacts of the proposed action will be compared.

ES.8 ENVIRONMENTAL CONSEQUENCES (CHAPTER 4)

Chapter 4 addresses the environmental consequences of the proposed disposal and reuse of NSTI. Potential significant impacts and mitigation measures are summarized in Table ES-2. Measures that can be taken to reduce impacts to a level below significant are suggested for each alternative, as appropriate. Navy would be responsible for mitigation measures identified in its ROD for the proposed disposal action. Mitigation for impacts associated with reuse are not the responsibility of Navy.

ES.9 CUMULATIVE IMPACTS (CHAPTER 5)

Chapter 5 addresses what effects the proposed action would have on the environment, when combined with other past, present, and reasonably foreseeable actions.

ES.10 OTHER CONSIDERATIONS (CHAPTER 6)***Significant Unavoidable Adverse Effects***

Implementation of Alternative 2 would require demolition of Building 2 and Building 3 on Treasure Island, buildings that are eligible for listing on the National Register of Historic Places (NRHP). This would result in the loss of significant historic resources. This adverse effect can be lessened or reduced by recording the affected resources to the standards of Historic American Buildings Survey or the Historic American Engineering Record, but recordation would not eliminate the adverse effect caused by the demolition of NRHP-eligible resources.

Short-term Uses and Long-term Productivity

Because most of NSTI has been developed, redevelopment under any of the three reuse alternatives would do little to negatively affect the short-term or long-term productivity of the area. However, disposal and subsequent reuse of NSTI could result in both short-term and long-term environmental gains that would enhance productivity of the site. Improved vehicle access and increased public recreation opportunities along the San Francisco Bay shoreline under reuse would be both a short-term and long-term gain. Long-term gains would also include increases in jobs and housing and would generate revenue to upgrade the Treasure Island perimeter dike and to make other seismic safety improvements.

Disposal and reuse of NSTI could result in potential environmental impacts, such as those to transportation, biological resources, and water resources. If not mitigated, these impacts could result in decreases in the long-term productivity of the environment on NSTI. Disposal and subsequent

reuse of NSTI could also reduce long-term military productivity, should there be a future need for these facilities.

Irreversible and Irretrievable Commitment of Resources

NEPA requires that an EIS analyze the extent to which the proposed alternatives' primary and secondary effects would commit nonrenewable resources to uses that future generations probably would be unable to reverse. Disposal of the property and development under any of the reuse alternatives would permanently preclude future military use, should such a need arise in the future. Reuse of the property would provide for responsible long-term resource management and, except for Alternative 2, makes no irreversible resource commitments. Alternative 2 would include the planned removal of historic Building 2 and Building 3 on Treasure Island, which would be a permanent loss of these resources.

Implementing any of the reuse alternatives would require short-term commitments of renewable and nonrenewable energy and material resources for demolition and for construction of the structures and infrastructure improvements required for implementation.

Environmental Justice

The Executive Order on "Federal Actions to Address Environmental Justice in Minority Populations and Low-income Populations," issued on February, 11, 1994, requires that the impacts of federal actions on minority and low-income populations be addressed to avoid disproportionate adverse impacts to these groups. The potentially affected area adjacent to NSTI does not include disproportionately high minority populations or low-income populations compared to adjacent communities. In addition, impacts under any of the three reuse alternatives would either not be significant or, if significant, would be adequately mitigated such that no disproportionate impact would be expected to occur. As a result, none of the reuse alternatives appear likely to have a disproportionate impact on minority populations or low-income populations to warrant further analysis beyond that conducted in each of the environmental issue areas.

Protection of Children From Environmental Health Risks and Safety Risks

Executive Order 13045, Protection of Children from Environmental Health Risks and Safety Risks (62 Federal Register 19885, April 23, 1997) requires assessment of child-specific environmental health risks and safety risk issues. For all significant and mitigable environmental impacts identified in this EIS, implementing identified mitigation measures as described would ensure that no disproportionate impacts to environmental health risks and/or safety risks to children would occur under any of the reuse alternatives.

ES.11 AGENCY COORDINATION (CHAPTER 7)

Federal, state, and local agencies were consulted prior to and during the preparation of this EIS. Agencies were notified of plans for closure and disposal activities by mail; by scheduled public meetings associated with the reuse planning process; by publication of an NOI announcing preparation of an EIS; and by a public scoping meeting. The agencies' viewpoints were solicited with regard to activities and issues within their jurisdiction.

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

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 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>Impact: Land use policy.</i> Similar to that 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 impacts are expected.
Socioeconomics	No significant impacts are expected.	No significant impacts are expected.	No significant impacts are expected.	No 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> <p><i>Mitigation:</i> None. This demolition would result in the irreversible loss of significant historic resources.</p>	No significant impacts are expected.	No impacts are expected.
Transportation	<p><i>Impact: Increased volumes and queuing on SFOBB/I-80 Yerba Buena Island westbound on-ramp (west side).</i> 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. 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>	No significant impacts are expected.	No significant impacts are expected.	No impacts are expected.

Table ES-2
Summary of Potential Significant Environmental Consequences and Mitigation Measures *(continued)*

Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
	<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> <p>Implement a Travel Demand Management (TDM) program to further reduce traffic generation during peak hours.</p> <p>Implement additional or enhanced TDM measures, such as discounted ferry passes, flex-time, public relations campaigns, and giving NSTI employees 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 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> <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></p> <p>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>No significant impacts are expected.</p>	<p>No significant impacts are expected.</p>	<p>No impacts are expected.</p>

Table ES-2
Summary of Potential Significant Environmental Consequences and Mitigation Measures *(continued)*

Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
	<p><i>Mitigation.</i> 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).</p> <p>Implement TDM and monitoring measures to reduce traffic volumes on this off-ramp.</p> <p><u><i>Impact: Increased volumes and queuing on SFOBB/I-80 Yerba Buena Island eastbound on-ramp (east side).</i></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 that would exceed the current on-ramp capacity of 330 vph, resulting in a maximum queue of approximately 150 vehicles, or about 3,000 feet (914 m).</p> <p><i>Mitigation.</i> Upgrade the eastbound SFOBB/I-80 on-ramp on the east side of Yerba Buena Island to provide for an adequate acceleration lane. Preliminary concept plans for the new east span indicate that the eastbound on-ramp would be modified to Caltrans standards.</p> <p>Implement TDM and monitoring measures, as described above for increased volumes on the westbound on-ramp on the west side of Yerba Buena Island.</p> <p><u><i>Impact: Transit operations – bus service to East Bay.</i></u> Lack of direct bus service between NSTI and the East Bay is a significant and mitigable impact.</p> <p><i>Mitigation.</i> 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</p>	<p>No significant impacts are expected.</p> <p><u><i>Impact: Transit operations – bus service to East Bay.</i></u> The impact would be similar to that described under Alternative 1.</p> <p><i>Mitigation.</i> Mitigation measures would be the same as those 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>No significant impacts are expected.</p> <p><u><i>Impact: Transit operations – bus service to East Bay.</i></u> The impact would be less than that described under Alternative 1 but would remain significant but mitigable.</p> <p><i>Mitigation.</i> Mitigation measures would be the same as those 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>	<p>No impacts are expected.</p> <p>No impacts are expected.</p>

Table ES-2
Summary of Potential Significant Environmental Consequences and Mitigation Measures *(continued)*

Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
	rather than auto use.			
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.
Biological Resources	<p><i><u>Impact: Mudflat Habitat Disturbance.</u></i> 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 could impact eelgrass areas but would require a permit from the COE.</p> <p><i>Mitigation:</i> 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 would be placed in the bay to identify the restricted mudflat area. A five- mph (8 kph) zone would be established in Clipper Cove to minimize shoreline and mudflat erosion. Any impacts related to construction or fill would be addressed during the COE Section 404 permitting process.</p> <p><i><u>Impact: Pedestrian and Boating Impacts on Wading Shorebirds.</u></i> 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><i>Mitigation.</i> 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.</p>	<p><i><u>Impact: Disturbance to sensitive mudflat habitat.</u></i> 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><i>Mitigation.</i> Mitigation measures would be the same as those described for Alternative 1.</p> <p><i><u>Impact: Pedestrian and Boating Impacts on Wading Shorebirds.</u></i> 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><i>Mitigation.</i> Mitigation measures would be the same as described for Alternative 1.</p>	<p><i><u>Impact: Mudflat Habitat Disturbance.</u></i> 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><i>Mitigation:</i> Mitigation measures would be the same as those described for Alternative 1.</p> <p><i><u>Impact: Pedestrian and Boating Impacts on Wading Shorebirds.</u></i> 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><i>Mitigation.</i> Mitigation measures would be the same as described for Alternative 1.</p>	<p>No impacts are expected.</p> <p>No impacts are expected.</p>

Table ES-2
Summary of Potential Significant Environmental Consequences and Mitigation Measures *(continued)*

Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
	<p><u>Impact: Pedestrian and Boating Impacts on EFH.</u> Increased boat and pedestrian 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><u>Mitigation.</u> Proposed mitigation measures are the same as those discussed under impacts to mudflat habitat above.</p>	<p><u>Impact: Pedestrian and Boating Impacts on EFH.</u> 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> <p><u>Mitigation.</u> Mitigation measures would be the same as described for Alternative 1.</p>	<p><u>Impact: Pedestrian and Boating Impacts on EFH.</u> 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> <p><u>Mitigation.</u> Mitigation measures would be the same as described for Alternative 1.</p>	No impacts are expected.
Geology and Soils	No significant impacts are expected.	No significant impacts are expected.	No significant impacts are expected.	No impacts are expected.
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><u>Impact: Exposure of individuals and property to flooding.</u> 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>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>No significant impacts are expected relative to exposure of individuals and property to ponding from high tides.</p> <p><u>Impact: Exposure of individuals and property to flooding.</u> 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>Mitigation.</u> Mitigation measures would be the same as those described for Alternative 1.</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 for ponding during high tides would be the same as those described for Alternative 1.</p> <p><u>Impact: Exposure of individuals and property to flooding.</u> Alternative 3 could subject occupants, visitors, and property to substantial flooding hazards throughout Treasure Island.</p> <p><u>Mitigation.</u> Mitigation measures would be the same as those described for Alternative 1.</p>	No impacts are expected.
Utilities	No significant impacts are expected.	No significant impacts are expected.	No significant impacts are expected.	No impacts are expected.

Table ES-2
Summary of Potential Significant Environmental Consequences and Mitigation Measures *(continued)*

Resource Area	Alternative 1	Alternative 2	Alternative 3	No Action Alternative
Public Services	No significant impacts are expected.	No significant impacts are expected.	No significant impacts are expected.	No impacts are expected.
Hazardous Materials and Waste	<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.	<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.	<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.	No impacts are expected.
	<p><i>Mitigation.</i> 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 continued residential use of the area. 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>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. 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>	<p><i>Mitigation.</i> Mitigation measures would be the same as those described for Alternative 1.</p>	<p><i>Mitigation.</i> Mitigation measures would be the same as those described for Alternative 1.</p>	