

Memorandum

To: CHAIR AND COMMISSIONERS

CTC Meeting: May 23-24, 2012

Reference No.: 2.2c.(6)
Action



From: BIMLA G. RHINEHART
Executive Director

Subject: **APPROVAL OF PROJECT FOR FUTURE CONSIDERATION OF FUNDING
FINAL ENVIRONMENTAL IMPACT REPORT FOR THE YERBA BUENA ISLAND RAMPS
IMPROVEMENT PROJECT (RESOLUTION E-12-31)**

ISSUE:

Should the Commission, as a Responsible Agency, accept the Final Environmental Impact Report (FEIR), Findings of Fact and Statement of Overriding Considerations for the Yerba Buena Island Ramps Improvement Project in San Francisco County and approve the project for future consideration of funding?

RECOMMENDATION:

Staff recommends that the Commission accept the FEIR, Findings of Fact and Statement of Overriding Considerations and approve the Yerba Buena Island Ramps Improvement Project for future consideration of funding.

BACKGROUND:

The San Francisco County Transportation Authority (SFCTA) is the CEQA lead agency for the project. The project will reconstruct and reconfigure the westbound on-and-off ramps from Interstate 80 on the new east span of the San Francisco Oakland Bay Bridge to Yerba Buena Island (YBI).

The project for which the FEIR covers will result in significant unavoidable impacts to cultural resources and visual resources. Specifically, the project would impact various historical resources through the relocation, removal, and/or other damages to these resources and impact visual resources through the removal of vegetation and/or the placement of new structures whose sheer mass and size would affect the visual quality of the project site and its vicinity. Mitigation measures and/or alternatives to the proposed project that would substantially reduce or avoid these significant unavoidable impacts are infeasible.

SFCTA adopted the FEIR, Findings of Fact and a Statement of Overriding Considerations for the project on December 13, 2011. SFCTA found that there were several benefits that outweigh the unavoidable adverse environmental effects of the project. These benefits include, but are not limited to, improving traffic safety for drivers using the westbound on-and-off ramps and improving the levels of service and decreasing the accident rate potential. The SFCTA established a Mitigation Monitoring Program to ensure that the mitigation measures specified for the project are implemented.

The Federal Record of Decision (ROD) was issued on November 21, 2011.

On March 29, 2012 SFCTA provided written confirmation that the preferred alternative set forth in the final environmental document is consistent with the project programmed by the Commission. SFCTA also provided written confirmation of its commitment to all of the mitigation measures stipulated in the FEIR and Mitigation Monitoring Program.

The project is estimated to cost \$87.532 million. The project is funded with State (\$9.24 million) funds, Federal (\$77.49 million) funds, and Local (\$802,000) funds. Construction is estimated to begin in fiscal year 2013/14.

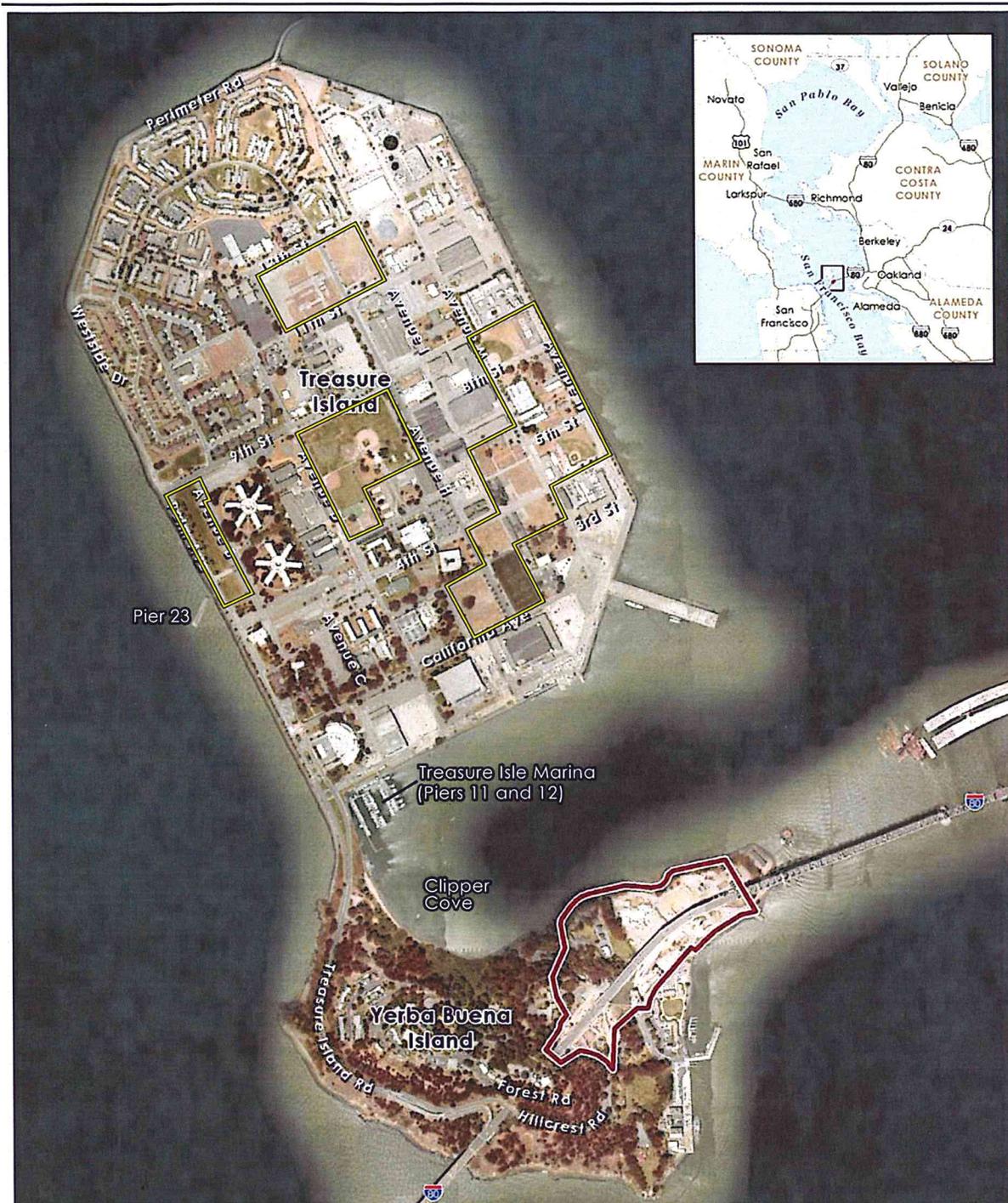
Attachment

- Resolution E-12-31
- Findings of Fact & Statement of Overriding Considerations
- Federal Record of Decision
- Project Location

CALIFORNIA TRANSPORTATION COMMISSION

Resolution for Future Consideration of Funding 04 – San Francisco County Resolution E-12-31

- 1.1.1 **WHEREAS**, San Francisco County Transportation Authority (SFCTA) has completed a Final Environmental Impact Report pursuant to the California Environmental Quality Act (CEQA) and the CEQA Guidelines for the following project:
 - Yerba Buena Island Ramps Improvement Project
- 1.2 **WHEREAS**, SFCTA has certified that the Final Environmental Impact Report has been completed pursuant to CEQA and the State CEQA Guidelines for its implementation; and
- 1.3 **WHEREAS**, the project will construct and reconfigure the westbound on-and-off ramps from Interstate 80 on the new east span of the San Francisco Oakland Bay Bridge to Yerba Buena Island in the County of San Francisco; and
- 1.4 **WHEREAS**, the California Transportation Commission, as a Responsible Agency, has considered the information contained in the Final Environmental Impact Report; and
- 1.5 **WHEREAS**, Findings of Fact made pursuant to CEQA guidelines indicate that specific unavoidable significant impacts related to cultural and visual resources make it infeasible to avoid or fully mitigate to a less than significant level the effects associated with the project; and
- 1.6 **WHEREAS**, the SFCTA adopted a Statement of Overriding Considerations for the project; and
- 1.7 **WHEREAS**, the SFCTA adopted a Mitigation Monitoring Program for the project; and
- 1.8 **WHEREAS**, the above significant effects are acceptable when balanced against the facts as set forth in the Statement of Overriding Considerations.
- 2.1 **NOW, THEREFORE, BE IT RESOLVED** that the California Transportation Commission does hereby accept the Final Environmental Impact Report, Findings of Fact and Statement of Overriding Considerations and approve the above referenced project to allow for future consideration of funding.



- Project Area
- Open Space

Source: Google, 2009



**Figure 1-2
Vicinity Map**

Finding

The SFCTA Board of Commissioners finds that the foregoing avoidance and minimization measures are feasible and will mitigate the potential impact of project construction related to biological resources to a less-than-significant level. These measures are adopted as a condition of project approval.

Minimization and Mitigation Monitoring and Reporting Program (MMRP)

The attached Exhibit 1 contains the MMRP required by CEQA Section 21081.6 and CEQA Guidelines Section 15091. It provides tables setting forth each minimization and mitigation measure listed in the EIR/EIS that would reduce or eliminate potentially significant adverse impacts of the Project.

Exhibit 1 also specifies the party responsible for implementation of each measure, establishes monitoring actions, and a monitoring schedule. The SFCTA Board of Commissioners finds that the MMRP attached hereto as Exhibit 1 is designed to ensure compliance with, among other things, CEQA and the CEQA Guidelines. The SFCTA Board of Commissioners further finds that the MMRP presents measures that are appropriate and feasible for adoption, and the MMRP is adopted and shall be implemented as set forth herein and in Exhibit 1 as a project condition.

IV. SIGNIFICANT IMPACTS THAT CANNOT BE AVOIDED OR REDUCED TO A LESS THAN SIGNIFICANT LEVEL

Based on substantial evidence in the whole record of these proceedings, the SFCTA Board of Commissioners finds that there are significant project-specific or cumulative impacts that would not be eliminated or reduced to an insignificant level. The EIR/EIS identifies significant and unavoidable adverse effects to cultural resources and visual resources.

The findings in this section include mitigation measures discussed in the Final EIR/EIS, presented in the MMRP, and attached as Exhibit 1 to these Findings. These mitigation measures are adopted as conditions of project approval. The Final EIR/EIS includes feasible mitigation measures for cultural and visual that would reduce the Project's environmental impacts, but not to a less-than-significant level. All of the mitigation measures set forth in the Final EIR/EIS that are needed to reduce or avoid these significant adverse environmental impacts are contained in Exhibit 1. The SFCTA Board of Commissioners hereby adopts these mitigation measures, as set forth in the attached Exhibit 1 to this Resolution. The SFCTA Board of Commissioners finds that such measures are feasible and are adopted as conditions of project approval.

Cultural Resources

The proposed Project would impact various historical resources through the relocation, removal, and/or other damages to these resources. For the purposes of CEQA, significant cultural resources are those resources that are eligible for or are listed in the California Register of Historical Resources (CRHR). All resources determined eligible for or are listed in the National Register of Historic Places (NRHP) are automatically eligible for the CRHR and, as such, are historical resources for the purposes of CEQA. In addition, cultural resources included in local registers of historical resources, as defined in Public Resource Code (PRC) 5020.1(k) or 5024.1(g), are also historical resources for the purposes of CEQA. CEQA states that "a project with an effect that may cause a substantial adverse change in the significance of a historical resource is a project that may have a significant effect on the environment."

The significance of a historical resource is materially impaired when a project demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that conveys its historical significance and justifies its inclusion in, or eligibility for the CRHR. Essentially, this means that if a project demolishes an entire historical resource, or alters it adversely so that it would no longer be eligible for the CRHR or be considered a historical resource, the project would have a substantial adverse change to that resource. However, after project construction, if the resource would still possess historical significance such that it would still be eligible, there would be no substantial adverse change.

Below is a summary of impacts to historic resources under the Project:

- Alternative 2b would impact the Senior Officers' Quarters Historic District through the alteration, removal, and/or damage to a portion of the district's historic landscape, including grass and border hedge of the greensward in front of Quarters 1-3, and paved driveway and curbing southeast of Quarters 1/Nimitz House. A proposed support column would be constructed within the formal terraced garden behind Quarters 1/Nimitz House and would destroy much of the third level of the terrace garden, which is a contributing element of the historic district. In addition, there would be impacts to the cultural landscape of the Senior Officers' Quarters Historic District due to the addition of new nonhistoric features into the cultural landscape.
- Alternative 2b would impact Quarters 10/Building 267 through the relocation of both buildings to avoid demolition. However, a moved building, structure, or object that is otherwise eligible may be listed in the CRHR if it was moved to prevent its demolition at its former location and if the new location is compatible with the original character and use of the historic resource. A historic resource should retain its historic features and compatibility in orientation, setting, and general environment (California Office of Historic Preservation 2006:3). The proposed relocation of Quarters 10/Building 267 under the terms of the MOA meets these criteria. The MOA includes the requirement that a post-construction assessment be done to determine whether the resource retains sufficient integrity to convey its historical significance and would remain eligible for the CRHR (see Appendix R).
- Alternative 2b would impact the Senior Officers' Quarters Historic District through the alteration, removal, and/or damage to a portion of the district's historic landscape, including grass and border hedge of the greensward in front of Quarters 1-3, and paved driveway and curbing southeast of Quarters 1/Nimitz House. Another proposed support column would be constructed within the formal terraced garden behind Quarters 1/Nimitz House and would destroy much of the third level of the terrace garden, which is a contributing element of the historic district. In addition, there would be impacts to the cultural landscape of the Senior Officers' Quarters Historic District due to the addition of new nonhistoric features into the cultural landscape. These impacts would not result in a substantial adverse change in the Senior Officers' Quarters Historic District because the district would still retain sufficient integrity to convey its historical significance and would remain eligible for the CRHR and be considered a historical resource under CEQA.

The following mitigation measures would be implemented in order to minimize these impacts, but would not reduce these to a less than significant level:

Mitigation Measure CUL-1

The MOA has been developed with input from SHPO (Appendix R in the Final EIR/EIS). It dictates a variety of tasks intended to avoid, minimize, or mitigate for impacts to the built environment. The MOA includes the following mitigation measures:

Develop Protective Measures for Historic Buildings

Prior to the commencement of any construction activity, measures will be developed for the protection of the buildings of the Senior Officers' Quarters Historic District (including the Quarters 1/Nimitz House) and Quarters 10/Building 267 from potential damage due to construction activities. Existing analysis derived from the SFOBB ESSSP could be used to inform the need for changes in construction methodology, shoring, and/or building stabilization, if consultation among the SHPO, SFCTA, and Caltrans/FHWA requires it. Caltrans will also ensure that any damage to historic properties resulting from the project or the relocation of Quarters 10/Building 267 will be repaired in accordance with the Secretary of the Interior's standards for the treatment of historic properties.

Prepare Historic Structures Reports and Conditions Assessments

Historic Structure Reports (HSRs) will be prepared for Quarters 1/Nimitz House and Quarters 10/Building 267. The detailed information that will be included in the HSR will provide the necessary assessment to address avoidance and protection measures and prevent adverse effects. The HSRs would include a history of the property/building, construction history, archaeology, architectural evaluation, conditions assessment, maintenance requirements, recommendations for proposed work, copies of original drawings and specifications if available, current drawings if different from the original, and historic and current photographs. Such information would also help facilitate future owners or operators' adaptive reuse of these buildings and structures.

Interpretation of Historic Properties

SFCTA, in consultation with Caltrans, will develop and install interpretive signs incorporating narrative and images relating to the historic Navy buildings on Yerba Buena Island. Interpretive signage would be coordinated with that already planned by Caltrans as mitigation for the SFOBB ESSSP.

Relocation

With the identification of Alternative 2b as the Preferred Alternative, Quarters 10/Building 267 shall be relocated and reconstructed in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties: Standards for Preservation, Rehabilitation, Restoration, and Reconstruction (1995). The process for moving these buildings would follow the approach outlined in *Moving Historic Buildings* (Curtis 1979). In addition, Quarters 10/Building 267 would be relocated by a professional mover with demonstrated experience in the successful movement of historic buildings.

Appropriate steps will also be taken to ensure that buildings will be protected prior to moving to accommodate construction. Quarters 10/Building 267 will be protected in place until they are relocated. Measures taken for Quarters 10/Building 267 will include securing the building and providing security before, during, and following its relocation for a period of time agreed to by Caltrans and the SFCTA.

Historic Landscaping Report and Landscaping Plan

To aid in planning for future use and landscaping of the properties within the Senior Officers' Quarters Historic District, a Historic Landscape Report will be prepared. The scope will be developed in consultation with Caltrans, the Navy, and TIDA and will generally follow the guidelines for the Historic American Landscape Survey described in the National Park Service publication "HALS Guidelines." In addition, a landscaping plan for the Senior Officers' Quarters Historic District will be prepared to address areas where the existing landscaping features will be disturbed by construction activities.

Conduct Post-Construction Condition Assessment, and a Reevaluation of Resources

Following completion of construction of the YBI Ramps, a post-construction conditions assessment and reevaluation will be conducted to determine whether NRHP-listed resources continued to adequately meet listing criteria. This reevaluation would apply to Quarters 10/Building 267 to assess whether the property still retains sufficient historical integrity to convey its significance. This reevaluation would take place subsequent to the Yerba Buena Ramps Improvement Project completion.

The mitigation measures are based on the stipulations in the 2011 Memorandum of Agreement Between Caltrans and the California State Historic Preservation Officer (Appendix R in the Final EIR). Further explanation of two of the mitigation measures and the manner in which they will reduce or avoid impacts is provided below,

Mitigation Measure 1 will reduce or avoid impacts to the buildings and structures during construction, if the buildings are not relocated prior to construction. The reference to measures that will be developed is included because it is not possible to precisely define the construction protective measures at this time. The mitigation measure provides for protection of the buildings during construction, and the specific construction level details of those measures will be developed as part of final plans.

The purpose of the Historic Structure Reports in Mitigation Measure 2 is to properly document the buildings before they are moved, in part for record keeping for any necessary repairs per Mitigation Measure 1, and in part to provide information for future adaptive reuse of the buildings and structures. The measure is to prepare Historic Structure Reports in accordance with the standards listed; the specific scope to prepare those reports is an implementation level detail.

Finding

The SFCTA Board of Commissioners, based on information set forth in the administrative record and this document, finds that the foregoing mitigation measures are feasible, though these measures will not mitigate the direct impacts to cultural resources to less-than-significant levels. It is infeasible to completely avoid this significant effect, due to the economic, social and other considerations described in Section VI, the Statement of Overriding Considerations, incorporated by reference herein. These measures nonetheless are adopted as a condition of project approval.

Visual Resources

The proposed Project would impact visual resources through the removal of vegetation and/or the placement of new structures whose sheer mass and size would affect the visual quality of the project site and its vicinity. Construction of the Project design would in some cases have significant impacts on the visual quality of some areas when these areas are observed from certain viewpoints. This would be most noticeable where views toward or from the Senior Officers' Quarters Historic District would be dominated and/or obstructed by the ramp structures. In addition, given the large scale of the ramps, it would be difficult to screen or sufficiently offset their visual effects without in the process causing

secondary significant visual effects. The following measures would be implemented in order to minimize these impacts, but would not reduce them to a less than significant level:

Alternative 2b: Construction of the Alternative 2b design would in some cases have significant impacts on the visual quality of some areas when these areas are observed from certain viewpoints. This would be most noticeable where views toward or from the Senior Officers' Quarters Historic District would be dominated and/or obstructed by the ramp structures.

The design would incorporate landscaping to reduce the visual effect on the environment when the YBI ramps would be replaced. If Alternative 2b is implemented, vegetation removed during construction would be replaced, to the extent feasible, in areas that would aesthetically enhance the project site, and new vegetation would be planted in appropriate locations elsewhere on site. However, given the large scale of the ramps, it would be difficult to screen or sufficiently offset their visual effects without in the process causing secondary significant visual effects.

As stated above, to promote a seamless interaction between the ramps and the SFOBB Transition Structure, the ribbed design and materials used to finish the ramp structures would be compatible with those used to finish the Transition Structure. This design technique would add aesthetic interest to the ramps and integrate the structures to appear as one project, thereby reducing their visual impact.

Finding

The SFCTA Board of Commissioners, based on information set forth in the administrative record and this document finds that the foregoing mitigation measures are feasible, though these measures will not mitigate the direct visual resources impacts to less-than-significant levels. It is infeasible to completely avoid this significant effect, due to the economic, social and other considerations described in Section VI, the Statement of Overriding Considerations, incorporated by reference herein. These measures nonetheless are adopted as a condition of project approval.

V. EVALUATION OF PROJECT ALTERNATIVES

a. Alternatives Analyzed in the FEIR

For this document, alternatives advanced for further study included the No Build Alternative and two build alternatives. Alternatives were selected based on the purpose and need for this project—to increase traffic safety and to improve geometric and operations of the westbound on- and off-ramps. The No Build Alternative, Alternative 2b, and Alternative 4 are described below.

No Build (No Action) Alternative

With the exception of the eastbound on- and off-ramps, which are part of the SFOBB East Span Seismic Safety Project, the No Build Alternative assumes that the existing westbound on- and off-ramps would remain in place and no further action or improvements would occur.

Alternative 2b (the Preferred Alternative)

Alternative 2b includes removal of the existing westbound on- and off-ramps on the east side of YBI, construction of a westbound hook on-ramp from Macalla Road on the east side of YBI, and construction of a westbound off-ramp to Macalla Road on the east side of YBI.

Attachment 2

FHWA-CA-EIS-20110352

California Department of Transportation

RECORD OF DECISION

Yerba Buena Island Ramps Improvement Project

San Francisco County, California

The environmental review, consultation, and any other action required in accordance with applicable federal laws for this project are being, or have been, carried out by Caltrans under its assumption of responsibility pursuant to 23 U.S.C. 327.

Decision

Pursuant to 23 USC 327, the California Department of Transportation (Caltrans), as the federal lead agency, has selected Alternative 2b (Preferred Alternative) from two build alternatives and the No Build Alternative evaluated in the Draft Environmental Impact Report/Draft Environmental Impact Statement (February 2011) (Draft EIR/EIS) and the Final EIR/EIS (October 2011) for the Yerba Buena Island Ramps Improvement Project (the Project). Alternative 2b (Preferred Alternative) is also the National Environmental Policy Act (NEPA) Environmentally Preferred Alternative and the Section 4(f) least overall harm alternative.

The Project would replace the existing Interstate 80 (I-80) westbound on-ramp and the westbound off-ramp located on the eastern side of Yerba Buena Island (YBI) with a new westbound on-ramp and a new westbound off-ramp that would improve the functional roles of the current ramps. The Preferred Alternative includes removal of the existing westbound on- and off-ramps on the east side of YBI, construction of a westbound hook on-ramp from Macalla Road on the east side of YBI, and construction of a westbound off-ramp to Macalla Road on the east side of YBI.

Selected Alternative

The Preferred Alternative will provide a westbound on-ramp and off-ramps on the east side of YBI and would provide standard lane and shoulder widths. The project components for Alternative 2b include a high occupancy vehicle (HOV) lane and mixed-flow lane on the westbound on-ramp, a stop sign at the westbound off-ramp terminus, widening of Macalla Road adjacent to the terminus of the westbound on- and off-ramps, relocation of the stairway adjacent to the Caltrans substation to the west side of the building, and relocation of Quarters 10/Building 267 to the north end of YBI adjacent to Treasure Island Road and Macalla Road.

Background

The Project has been developed to increase traffic safety and address the geometric and operational deficiencies of the existing westbound on- and off-ramps and their effects on the San Francisco-Oakland Bay Bridge (SFOBB or Bridge) (I-80) mainline. The YBI Ramps, built in the early 1960s, provide access to YBI and Treasure Island (TI) for motorists traveling to and from the San Francisco-Oakland Bay Bridge (SFOBB) portion of Interstate 80 (I 80). The ramps need to be upgraded to meet current safety standards. The nonstandard features of the ramps, current accident safety records, and the projected build-out growth have increased the need to reconstruct the ramps.

This Project is separate and independent of the SFOBB East Span Seismic Safety Project (ESSSP), which is currently under construction. Of the six ramps on YBI, the ESSSP will replace the eastbound on- and off ramps on the east side of YBI. The new westbound ramps proposed under this Project would improve operations and provide connections between YBI and the transition structure of the new SFOBB.

In September 2008, Caltrans prepared a SAFETEA-LU Coordination Plan for the project and invited agencies to become participating or cooperating agencies during the NEPA environmental review process. The U.S. Coast Guard (USCG) has been a cooperating agency throughout the process and the following agencies were participating agencies: U.S. Environmental Protection Agency (USEPA), U.S. Army Corps of Engineers (USACE), U.S. Department of Interiors (USDO), U.S. Fish and Wildlife Service (USFWS), California Department of Fish and Game (CDFG), Federal Transit Administration (FTA), San Francisco Regional Water Quality Control Board (SFRWQCB), San Francisco Municipal Transportation Agency (SFMTA), Treasure Island Development Authority (TIDA) and the U.S. Navy.

Alternatives Considered

No Build (No Action) Alternative. With the exception of the eastbound on- and off-ramps, which are part of the SFOBB East Span Seismic Safety Project, the No Build Alternative assumes that the existing westbound on- and off-ramps would remain in place and no further action or improvements would occur.

Build Alternatives. Two build alternatives, Alternatives 2b and 4, were evaluated for the Project. Alternatives were selected based on the purpose and need for this project—to increase traffic safety and to improve geometric and operations of the westbound on- and off-ramps. The two build alternatives are described below.

Alternative 2b: Alternative 2b includes removal of the existing westbound on- and off-ramps on the east side of YBI, construction of a westbound hook on-ramp from Macalla Road on the east side of YBI, and construction of a westbound off-ramp to Macalla Road on the east side of YBI.

This alternative proposes to reconstruct two of the existing six on- and off-ramps at the I-80/YBI interchange. The proposed on- and off-ramps would provide standard lane and shoulder widths, and would include the following features:

- Westbound on-ramp on the east side of YBI. This ramp would begin at a “T” intersection at Macalla Road, loop right with a tight radius, and merge on to the north side of the Bay Bridge. The length of this ramp would be approximately 267 meters (867 feet). This ramp would have two traffic lanes, merging into one as it connects to the SFOBB. One lane would be a high occupancy vehicle (HOV) lane¹ and the other a mixed-flow² lane.
- Westbound off-ramp on the east side of YBI. This ramp would diverge from the new SFOBB Transition Structure between bents W3 and W4 and terminate at a “T” intersection at Macalla Road. The length of this ramp would be approximately 340 meters (1,115 feet). A stop sign is proposed at the ramp terminus.
- Macalla Road would be widened for approximately 202 meters (662 feet) adjacent to the terminus of the westbound on- and off-ramps. The existing roadway is about 6 meters (20 feet) wide near the ramp terminus. The roadway widening is required to accommodate a future 3.7-meter (12 feet) wide multi-use pedestrian/bike path and two 3.7-meter (12 feet) wide lanes within the Caltrans right-of-way. A retaining wall would be constructed adjacent to Macalla Road to provide the required width. The height of the retaining wall would vary from 1.2 to 4.9 meters (4 to 16 feet) and would retain the hillside above Macalla Road. The stairway adjacent to the Caltrans substation would be relocated to the west side of the building to make room for the new retaining wall. The roadway width would vary around the curve at South Gate Road to provide proper width for truck turning movements.
- The westbound on- and off-ramps would terminate at Macalla Road where Quarters 10/Building 267 are currently located, requiring their removal.

Alternative 4: Alternative 4 includes the removal of the existing westbound on- and off-ramps on the east side of YBI, construction of the westbound on-ramp from South Gate Road, and construction of the westbound off-ramp to Macalla Road on the east side of YBI.

¹ Under California’s Treasure Island Transportation Management Act (Assembly Bill 981, signed into law in September 2008), high occupancy vehicles would be able to exit or enter Treasure Island free of charge.

² A mixed-flow lane is a general purpose travel lane with no traffic restrictions.

This alternative proposes to reconstruct two of the existing six on- and off-ramps at the I-80/YBI interchange. The proposed on- and off-ramps would provide a standard lane with standard shoulder widths and would include the following features:

- Westbound on-ramp on the east side of YBI. This ramp would begin at South Gate Road, proceed east paralleling the eastbound on-ramp, loop under the new SFOBB Transition Structure near its eastern end to provide adequate merging distances, and cross over the westbound off-ramp along the north side of the Bay Bridge. The length of this ramp would be approximately 879 meters (2,884 feet). An HOV lane would not be provided.
- Westbound off-ramp on the east side of YBI. This ramp would diverge from the new SFOBB Transition Structure between bents W2 and W3, parallel the Transition Structure, cross under the westbound on-ramp, and terminate at a "T" intersection at North Gate Road. The length of this ramp would be approximately 356 meters (1,168 feet). A stop sign is proposed at the ramp terminus. An HOV lane would not be provided.
- Pavement reconstruction on Macalla Road and South Gate Road at the ramp intersections is proposed to ensure a proper pavement conform and truck turning movements.
- Quarters 10/Building 267 and associated landscaping would remain in place.

The primary difference between the two build alternatives is the configuration of the westbound off-ramp. Under Alternative 2b the off-ramp is a tight loop which requires continuous turning movements while under Alternative 4 the off-ramp is a linear, longer ramp which provides a straighter road section for the driver. In addition, Alternative 2b allows for an HOV bypass on the westbound on-ramp and locates the ramp terminals near each other on Macalla Road on the north side of I-80. Alternative 4 does not allow for an HOV bypass and locates the westbound on-ramp terminal on the south side of I-80 near the eastbound on-and off-ramps.

Alternatives Considered and Withdrawn

The planning process for identifying, designing and screening alternatives began with the study of many alternatives from a conceptual feasibility perspective in 2002. A number of build alternatives were presented to stakeholders and the public during several meetings by the project development team to solicit comments and suggestions on the design. Nonstandard features of the design were discussed and the results were used to further refine the alternatives in the Project Study Report (PSR) prepared by Caltrans in December 2007.

The range of alternatives discussed in the PSR was limited to the design and reconstruction of the ramps on the east side of the YBI tunnel. Nonviable alternatives considered reconstructing the eastbound off-ramp but were deemed infeasible due to the mandatory closure of the SFOBB, geometric challenges, their effects on land use, excessive cost, and safety concerns. The ramps west of the YBI tunnel have not been considered for reconstruction because the space available is insufficient to provide enough room for the ramps to be designed and reconstructed to meet current geometric standards. After many conceptual planning refinements, the PSR recommended that two of the alternatives, Alternatives 2b and 4, be carried forward for analysis in the EIR/EIS. Seven additional build alternatives (Alternatives 1, 1A, 2, 2A, 3, 5, and 6) were determined to be nonviable and not practicable and were eliminated from further study for various reasons. These alternatives are included in the Alternatives Screening Analysis Summary presented in Table 2-3 of the EIR/EIS. Additional screening criteria were applied during the EIR/EIS stage of the project compared to the PSR to further examine alternatives considered and withdrawn. The criteria used to determine nonviable alternatives included: engineering (geometric and safety, access/traffic/circulation and safety, bridge structure area and material quantity), environmental (land use, 4(f) and historic properties, visual, noise, air quality, and biological resources), stakeholder considerations (BCDC public access, community considerations) construction (operation impacts during construction, phasing/staging, constructability), right-of-way impacts (USCG right of way impacts), and feasible financial costs, which are briefly summarized below.

Alternative 1 was removed from consideration for the following reasons:

Engineering: The ramps require reduced stopping sight distance and design speeds. The access and circulation contains potentially confusing driver situations at the entrances and exits to the ramp that could result in potential wrong-way movements.

Environmental: The off-ramps would adversely affect the historic Nimitz House, a Section 4(f) resource, and affecting the larger historic district. Aerial structure of the ramp would be located within the San Francisco Bay Conservation and Development Commission's (BCDC's) 30.5 meter (100-foot) shoreline band. Structure would require approximately 22 support columns which would intrude into the landscape and obstruct views. Three of the support columns would be within the Senior Officers' Quarters Historic District. Minor changes in operational noise levels would be anticipated.

Construction: Operational impacts would be expected including rerouting access, reduction in lanes and road closures, causing delays. Offshore access may be required to construct in soft soils at the San Francisco Bay edge.

Right-of-Way and Cost: Requires the largest acquisition of USCG property to construct the westbound on-ramp. Cost is nearly double Alternative 2b.

Alternative 1A – Similar to Alternative 1, this Alternative was removed for the following reasons:

Engineering: The ramps require reduced stopping sight distance and design speeds. The access and circulation contains potentially confusing driver situations at the entrances and exits to the ramp that could result in potential wrong-way movements.

Environmental: The east bound off-ramp would adversely affect and disturb the archaeologically sensitive area underneath the future SFOBB. The aerial structure of the ramp would affect the visual integrity of historic district and a portion would be located within the BCDC's 30.5 meter (100-foot) shoreline band. The structure would require approximately 22 support columns which would intrude into the landscape and obstruct views. Three of the support columns would be within the Senior Officers' Quarters Historic District. Minor changes in operational noise levels are anticipated.

Construction: Operational impacts would be expected including rerouting access, reduction in lanes and road closures, thereby causing delays. Offshore access may be required to construct in soft soils at the San Francisco Bay edge.

Right-of-Way and Cost: Requires the largest acquisition of USCG property to construct the westbound on-ramp. Cost is more than double Alternative 2b.

Alternative 2 – This alternative is similar to Alternative 1A and was removed for the following reasons:

Engineering: The ramps require reduced stopping sight distance and design speeds than Alternatives 1 and 1A. The access and circulation contains potentially confusing driver situations at the entrances and exits to the ramp that could result in potential wrong-way movements.

Environmental: Aerial structure of the ramp passes above historic district affecting the visual integrity. Structure would require approximately 18 support columns which would intrude into the landscape and obstruct views. Five of the support columns would be within the Senior Officers' Quarters Historic District. Additional operational noise and air quality emissions may be present from vehicles traveling further into the site.

Construction: Operational impacts would be expected including rerouting access, reduction in lanes and road closures, causing delays. Constructing through the historic district requires complex phasing and staging.

Right-of-Way and Cost: Requires additional right-of-way north of the existing SFOBB mainline and aerial easement for eastbound off-ramp. Cost is nearly double Alternative 2b.

Alternative 2A – This alternative is similar to Alternative 2 and was eliminated for the following reasons:

Engineering: The ramps require reduced stopping sight distance and design speeds compared to Alternatives 1 and 1A. The eastbound hook ramp has a short, nonstandard length which has a higher potential for accidents.

Environmental: Aerial structure of the ramp passes above historic district affecting its visual integrity. Structure would require approximately 18 support columns which would intrude into the landscape and obstruct views. Five of the support columns would be within the Senior Officers' Quarters Historic District. Additional operational noise and air quality emissions may be present from vehicles traveling further into the site.

Construction: Operational impacts would be expected including rerouting access, reduction in lanes and road closures, causing delays. Constructing through the historic district requires complex phasing and staging.

Alternative 3 – Similar to Alternative 2, this Alternative was eliminated for the following reasons:

Engineering: The ramps require reduced stopping sight distance and design speeds than Alternatives 1 and 1A. The access and circulation contains decrease radius curves that could create driver difficulty resulting in potential for accidents.

Environmental: Aerial structure of the ramp passes above the historic district affecting its visual integrity. The structure would require approximately 23 support columns which would intrude into the landscape and obstruct views. Four of the support columns would be within the Senior Officers' Quarters Historic District. Eastbound on-ramp would encroach into an archaeologically sensitive area. Ramp passes over San Francisco Bay with more potential to adversely impact biological resources. Additional operational noise and air quality emissions may be present from vehicles traveling further into the site.

Construction: Operational impacts would be expected including rerouting access, reduction in lanes and road closures, causing delays. Constructing over the San Francisco Bay, the 100-foot shoreline band and around the historic district requires very complex phasing and staging.

Right-of-Way and Cost: Requires additional right-of-way north of the existing SFOBB mainline and aerial easement for off-ramp. Cost is nearly double Alternative 2b.

Alternative 5 – This Alternative was eliminated for the following reasons:

Engineering: Elimination of the tunnel and retention of the double deck viaduct would require additional seismic tie-in considerations. Widening of the historic YBI tunnel, and relocation of structures would require excavating and daylighting the existing YBI tunnel, a historic 4(f) resource. The bridge connecting

Hillcrest Drive to TI located on east side of YBI would have to be replaced. The WB on and off-ramps are separate and may cause confusion for drivers.

Environmental: Aerial structure of the ramp passes above the historic district impacting a 4(f) resource. Structure would require approximately 10 support columns which would intrude into the landscape and obstruct views. One of the support columns would be within the Senior Officers' Quarters Historic District. Modification of hillside and alteration to historic tunnel will be an impact to a historic 4(f) resource. Challenging visual impacts to tie into bridge structure.

Construction: Construction period would take longer than other alternatives due to complex tie into bridge. Major delays expected due to amount of excavation and alteration to the tunnel.

Right-of-Way and Cost: Requires additional right-of-way north of the existing SFOBB mainline and aerial easement for off-ramp. Cost is nearly fourteen times as much as Alternative 2b and is not feasible and prudent due to the impacts described above and cost is estimated at \$680 million, which is substantially higher than the estimated costs for the other build alternatives.

Alternative 6 – This Alternative was eliminated for the following reasons:

Engineering: This alternative would require construction of westbound on and off-ramps that would dramatically alter the hillside and effect future development proposed for residential use by the TI/YBI Project. More importantly the design has a number of geometry and resulting safety issues. The westbound off-ramp would start its descent after passing over the Historic District boundary and would require a steep grade ranging from 10-16 percent which is over the standard maximum of 8 percent. This would require a lower design speed down to 24.1-32.2 km/h (15-20 mph) on the approach to Macalla Road, due to a non-standard deceleration length of 61 meters (200 feet). The other nonstandard feature of the off-ramp would include a reduced horizontal sight distance before the Macalla Road approach. The divergence angle for the ramp would be 1.5 times greater than the standard in 504.2B of the HDM criteria. The westbound on-ramp would have an S-curve which is an undesirable geometry with a reduced length and tight turning radius. The horizontal curve radius requires slowing to 24.1-32.2 km/h (15-20 mph) maximum speed and there would be a short merge onto the main lanes of the SFOBB. An abrupt departure angle would be needed so the westbound off-ramp could gain enough separation from the mainline to reach the elevation and climb of the entrance ramp tunnel. The reduction in length to less than 30 percent of the standard would require drivers to merge quickly onto the mainline freeway, similar to the existing ramp condition. The available space only allows for a transition ratio of 10:1, in contrast to the design standard minimum ratio of 50:1. Macalla Road would require widening the road to allow for two full lanes, the introduction of a traffic signal, as well as the removal of building 53, to make room for an interchange termini.

Basis for the Decision

The Department's decision is based on information contained in the Final EIR/EIS, which was circulated on October 21, 2011, and provides the detailed statement on environmental impacts required by the NEPA. It is supported by the various technical studies undertaken to support the NEPA process. The Preferred Alternative was selected based on its ability to best meet the purpose and need of the Yerba Buena Island Ramps Improvement Project and would improve the traffic safety, geometric design, and operation levels-of-service of the westbound on- and off-ramps on the east side of YBI to and from I-80. This decision is also based on the comments received from the public, federal and State resource/regulatory agencies, and elected officials on the Draft EIS, and the Final EIS.

This decision is fully consistent with NEPA and all other applicable laws and requirements. In particular, this decision is made in accordance with 23 U.S.C. 109(h), which directs that final project decisions be made in the best overall public interest, taking into account: 1) the need for fast, safe, and efficient transportation, 2) public services, 3) the costs of eliminating or minimizing adverse effects, and 4) a broad array of social, economic, and environmental effects, including:

- a) destruction or disruption of man-made and natural resources, aesthetic values, community cohesion and the availability of public facilities and services;
- b) injurious displacement of people, businesses and farms; and
- c) disruption of desirable community and regional growth.

The Final EIR/EIS considered potential construction and operation impacts to the natural and human environments that would result from a No Build Alternative and two build alternatives, Alternatives 2b and 4. The build alternatives would have different types of potential impacts. The identification of the Preferred Alternative was derived on the basis of a process of elimination that considered potential impacts, local, state and federal environmental laws, and the ability to meet the Purpose and Need. The following is a summary of the reasoning behind identifying Alternative 2b, as the Preferred Alternative:

Both Alternative 2b and Alternative 4 would require the permanent use of portions of the land occupied by the Senior Officers' Quarters Historic District and the Quarters 1/Nimitz House. In terms of their ability to mitigate the adverse impacts to the Senior Officers' Quarters and the Quarters 1/Nimitz House, both alternatives are substantially similar. In addition, Alternative 2b would also require the relocation of Quarters 10 (and Building 267). Although it would appear that Alternative 2b would adversely affect Section 4(f) properties, Alternative 2b moves these resources to an area that has less visual disturbance (see Section 3.21 of the Final EIR/EIS for additional details regarding the relocation). Under Alternative 4, those resources will remain subject to the visual intrusion caused by SFOBB and this project. Accordingly,

Alternative 2b was found to have least overall harm; for detailed discussion see Section 8 of Appendix B – Final Section 4(f) Evaluation. The removal and relocation of the Quarters 10 (and Building 267) proposed under Alternative 2b would make construction in these areas easier.

Alternative 2b would introduce 13 support columns into the landscape, while Alternative 4 would introduce 23 support columns. The additional support columns proposed under Alternative 4 would be located in soft soil near S.F. Bay edge, which would also pose a construction challenge, and would have a slightly greater adverse effect on views than the fewer columns proposed under Alternative 2b. The design of the ramps proposed under Alternative 2b would limit the area of biological resources impacts north of I-80, while the design of Alternative 4 would construct the ramps directly above BCDC jurisdictional 30.5 meter (100-foot) band, impacting biological resources adjacent to S.F. Bay and creating additional environmental concerns.

Alternative 4 would also require additional staging areas resulting from extensive bridge construction in close proximity to the transition structure and Coast Guard facility and would result in 0.92 hectare (2.28 acres) of USCG Right of Way Impacts. Alternative 2b would result in no USCG Right of Way Impacts.

Alternative 2b would cost approximately \$79 million, while Alternative 4 would cost approximately \$159 million, nearly twice as much. The total construction duration for Alternative 2b would be approximately 3 years (January 2012 to January 2015) and for Alternative 4 would be approximately 3.5 years (January 2012 to June 2015).

Considering the factors described above, Alternative 2b best meets the Purpose and Need with the least environmental effects and is therefore the most feasible and practicable alternative.

Environmentally Preferred Alternative

The Environmentally Preferred Alternative is the alternative that causes the least damage to the environment and best protects, preserves, and enhances historic, cultural, and natural resources.

The factors described above, under the “Basis for Decision” section, explain why Alternative 2b best meets the Purpose and Need with the least environmental effects and is therefore (the Preferred Alternative) and is the Environmentally Preferred Alternative. Table 1 below provides a brief summary of the major project impacts for Alternative 2b.

Table 1: Comparison of Environmental Impacts for Alternative 2b and 4

Environmental Resource	Alternative 2b	Alternative 4
Cultural Resources	Permanent use of portions of land occupied by the Senior Officers' Quarters Historic District and Quarters 1/Nimitz House. Moves Section 4(f) properties to an area that has less visual disturbance	Permanent use of portions of land occupied by the Senior Officers' Quarters Historic District and Quarters 1/Nimitz House. Section 4(f) properties remain subject to the visual intrusion caused by SFOBB and this project.
Land Use	Land use impacted where Quarters 10 (and Building 267) would change due to relocation and addition of ramps at Macalla Road grade. Ramps pass over planned institutional areas and open space land planned for future use under the TI/YBI Project.	Ramps pass over a portion of the historic district and planned mix-use, institutional, and open space areas intended for future use under the TI/YBI Project. In addition, the ramps would be directly above BCDC jurisdictional 30.5 meter (100-foot) band.
Visual	Substantial negative visual changes to setting of the resources, including views to and from resources. Introduces 13 support columns into the landscape, obstructing views. Lesser visual impacts than the ramp features associated with Alternative 4 (see Final EIR/EIS Sections 3.7.4 and 3.8.3.2).	Substantial negative visual changes to setting of the resources, including views to and from resources. Introduces 23 support columns into the landscape, obstructing views.
Biological Resources	Impacts on biological resources north of I-80 confined to limited area due to ramp design.	Potential impacts on biological resources north of I-80 within shoreline band, adjacent to San Francisco Bay

Alternative 2b has slightly less impact environmental resources than Alternative 4, although for most resources the alternatives are equivalent in their potential impacts. Based on the information presented above, while the two alternatives are substantially similar for most environmental resources, Alternative 2b is slightly better based on differences in the potential impacts to cultural resources, land use, visual, and biological resources.

Summary of Beneficial Environmental Impacts

The proposed new ramps would provide improved access for emergency vehicles to and from the SFOBB. As discussed in Section 3.6 of the Final EIR/EIS, accident rates for the six on- and off- ramps to the SFOBB exceed the statewide average rate for similar facilities. Because the proposed project would modify the geometric configuration of the existing on- and off-ramps on the east side of the tunnel, accident rates at the two ramps would be reduced. Additionally, the westbound on-ramp west of the tunnel would be reserved exclusively for the use of buses and emergency vehicles. As a result, emergency vehicles would more safely and quickly arrive at their destinations. For that reason, either alternative would have beneficial effects to existing emergency service routes and response times.

Summary of Adverse Environmental Impacts and Mitigation

The Preferred Alternative incorporates all practicable measures to minimize environmental harm, which are described in detail in the Final EIR/EIS in Appendix D, Table D-1, Summary of Avoidance and Minimization Measures and Table D-2, Summary of Mitigation Measures. These measures will either be incorporated into or implemented in conjunction with the design and/or construction for implementation of the Preferred Alternative 2b. Table 2 below provides a brief summary of the major project impacts that would require avoidance, minimization, and/or mitigation measures as a result of the proposed YBI Ramps Improvement would occur for Traffic and Transportation/Pedestrian and Bicycle Facilities, Visual/Aesthetics, Cultural Resources, Geology/Soils/Seismic/Topography, Paleontological Resources, Hazardous Waste/Materials, Air Quality, Noise, and Biological Environment. The measures serve as commitments imposed under this ROD for the Preferred Alternative 2b. A detailed description of impacts and mitigation measures can be found in the appropriate environmental resources section in Chapter 3.0 of the Final EIR/EIS.

Table 2: Potential Project Effects and Avoidance, Minimization, and/or Mitigation Measures

Environmental Resource	Avoidance, Minimization, and/or Mitigation Measures
<p>Traffic and Transportation/Pedestrian and Bicycle Facilities</p>	<p>Construction activities would result in temporary detours and single-lane closures. These impacts would be minimized through coordination with the USCG and emergency service providers. Efforts would be made to concentrate the majority of road closures and construction activity during off-peak hours to reduce traffic impacts. Traffic would be diverted to one side of the road and traffic would be controlled by flaggers stationed at both ends of the closure. Similar traffic handling is currently being used on Macalla Road with the ongoing SFOBB construction by Caltrans. Macalla Road primarily serves the USCG facility.</p> <p>After construction, ramp metering will be in effect, which may cause long delays and queues are expected on the approaches to the on-ramp. With ramp metering, the metering rates can be coordinated such that the number of vehicles entering the Bridge would be based on the number of vehicles exiting the Bridge. Additionally, the Bridge metering lights for westbound traffic (just west of the toll booths) could be coordinated with the on-ramp, such that the traffic entering the SFOBB could be reduced while the metering rate for the on-ramp is increased, and vice versa.</p>
<p>Visual/Aesthetics</p>	<p>Construction of the build alternatives would in some cases have adverse impacts on the visual quality of some areas when these areas are observed from certain viewpoints. This would be noticeable in cases where views toward or from the Senior Officers' Quarters Historic District would be dominated and/or obstructed by the ramp structures.</p> <p>To promote a seamless interaction between the ramps and the SFOBB Transition Structure, the ramps under Alternative 2b would utilize a ribbed design that is consistent with the structural form and architectural vocabulary of the new SFOBB East Span.</p>

Environmental Resource	Avoidance, Minimization, and/or Mitigation Measures
	A landscaping plan for the project area would be developed in cooperation with the District Landscape Architect. The landscaping plan would incorporate the use of native plants, and would be implemented in a manner that is consistent with the Treasure Island/Yerba Buena Island Project. The landscaping plan would be in compliance with the invasive species provisions outlined in the Biological Resources section of this EIR/EIS.
Cultural Resources	Mitigation measures stipulated under the MOA, include preparation of Historic Structure Reports (HSRs), preparation of a historic landscape report and landscaping plan, relocation of Quarters 10/Building 267 and post construction reevaluation of historical integrity, installation of interpretive signs, stabilization/monitoring/security during construction, interpretation of historic properties, and repair of inadvertent damage that may result from construction.
Geology/Soils/Seismicity/Topography	Caltrans would retain California-licensed geologists and geotechnical engineers to assist in final design and review of the final construction plans and specifications to confirm inclusion of recommendations from the Foundation Report. Caltrans would document compliance with this measure prior to the final project design. The geotechnical engineer would conduct inspections and testing during the stages of construction.
Paleontology	Caltrans would retain a qualified principal paleontologist (MS or PhD in paleontology or geology familiar with paleontological procedures and techniques). The paleontologist would review the selected alternative alignment and design, once a preferred project alternative is identified; develop a Paleontological Mitigation Plan (PMP); determine the potential for discovery of fossils; and identify specific avoidance, minimization, and/or mitigation measures as needed. In addition, onsite training and monitoring of project-related, ground-disturbing activities within the Franciscan Complex and Colma formation should occur.
Hazardous Waste/Materials	Determination of specific construction activities planned on or near a potential contaminant source would occur once a preferred project alternative is identified. Additional site-specific delineation of any remaining areas of unabated contamination would be performed to finalize details of construction, to detail procedures for handling of contaminated media, and to ensure worker safety during construction.
Air Quality	The contractor would be required to implement these "Basic Control Measures" during all construction activities. The abatement measures listed in the Yerba Buena Island Ramps Improvement Project Air Quality Analysis (Appendix L) are also required to be implemented during construction activities. In addition, the project site is approximately 1.62 hectares (4 acres); therefore, according to the BAAQMD CEQA Guidelines, the contractor is required to implement the BAAQMD's "Enhanced Control Measures."
Noise	Construction noise abatement would be implemented as required by the Caltrans' Standard Specification 14-8.02, "Noise Control"
Biological Environment	Prior to the onset of construction activities, a qualified biologist would conduct focused surveys for animal species, threatened and

Environmental Resource	Avoidance, Minimization, and/or Mitigation Measures
	endangered species identified in Chapter 3.17 – Biological Environment. In addition, all avoidance, minimization, and compensatory measures outlined in Chapter 3.17 and/or included in permits and regulatory concurrence letters would be implemented.

Public Opportunity to Comment

A Notice of Intent (NOI) was published in the Federal Register on September 8, 2008. Caltrans held a public scoping meeting on September 24, 2008, at the Port of San Francisco conference room, which is located at Pier 1, The Embarcadero, in San Francisco, California. Information boards were available for viewing and there was a formal presentation of the project. The major concerns and suggestions expressed through public comments at the scoping meeting included the following: will greenhouse gas issues be studied; potential contribution to growth on TI following removal of traffic impacts of planned TI/YBI Project; relationship of this project’s Final EIR/EIS to the EIR produced for the TI/YBI Project; and traffic analysis should look at a comprehensive region relative to the highway system that is affected by the bridge, reaching as far south as Cesar Chavez Street and reaching into the East Bay.

The Draft EIR/EIS was released on February 25, 2011. Distribution of the document and a 45-day public comment period followed, ending April 11, 2011. The Draft EIR/EIS was made available for review online at <http://www.sfcta.org/content/view/516/311/> and print copies of the environmental document and supporting technical reports were provided for review at the Caltrans Transportation Library, 111 Grand Avenue, Room 12-639, Oakland, CA 94612; Oakland Main Public Library, 125 14th Street, Oakland, CA 94612; and San Francisco Public Library Government Information Center, 100 Larkin Street, San Francisco, CA, 94102. During the comment period of the Draft EIR/EIS, 5 individual comment letters were received from the public which consist of a total of 13 comments. The comments fall under the major categories of cultural and historic resources; air quality; water quality; and selection of the preferred alternative. Copies of these comment letters and responses to these comments are compiled in Chapter 5 of Volume I of the Final EIR/EIS.

A public hearing on this document was held on Wednesday, March 16, 2011 at the Port of San Francisco office, in the Bayside Conference Room located at Pier 1, The Embarcadero, San Francisco, CA 94111 from 6:00 to 8:00 p.m. Legal notices of the Draft EIR/EIS publication and public hearing were printed in three local newspapers: The San Francisco Chronicle, Contra Costa Times, and Oakland Tribune. A total of four people attended this meeting. The public hearing was an open house format, during which time attendees could circulate among exhibit stations and talk to members of the project team. A hard copy of the Draft EIR/EIS was available for review at one of the tables, and extra copies of the document in DVD

format were also available. A presentation of the project summarizing the purpose and need, alternatives, and potential impacts was provided. Project boards were also placed throughout the room summarizing the project. No comment forms or letters were submitted at the meeting.

The Final EIR/EIS was released on October 21, 2011. Distribution of the document was made to federal, state, and local agencies and private organizations, and members of the public who provided comments on the Draft EIR/EIS or who requested a copy of the final document. A Notice of Availability (NOA) was published on October 21, 2011, providing a 30-day comment period ending on November 21, 2011. No comments were received during the 30-day comment period.

Conformity with Air Quality Plans

The Federal Clean Air Act, as amended, requires that transportation projects conform to the State Implementation Plan's purpose of eliminating or reducing the severity and number of violations of the National Ambient Air Quality Standards and of achieving expeditious attainment of such standards. The EPA regulation implementing this provision of the Clean Air Act (40 CFR Parts 51 and 93) establishes criteria for demonstrating that a transportation project is in conformity with applicable air quality plans. The conformity evaluation of the preferred Alternative was presented in Section 3.14, Air Quality, of the Final EIR/EIS. The project meets the criteria in 40 CFR Parts 51 and 93, in that it conforms to air quality plans for the San Francisco Bay region, and conforms to the Clean Air Act Amendments of 1990.

Section 4(f)

Section 4(f) of the Department of Transportation Act of 1966, codified in federal law at 49 U.S.C. 303, declares that "it is the policy of the United States Government that special effort should be made to preserve the natural beauty of the countryside and public park and recreation lands, wildlife and waterfowl refuges, and historic sites." The YBI Ramps Improvement Project's Preferred Alternative, as determined by Caltrans and the Authority will require the use of the following Section 4(f) properties: Senior Officers' Quarters Historic District, Quarters 1/Nimitz House, and Quarters 10/Building 267. The Preferred Alternative would require the following: permanent use of a portion of land from within the Senior Officers' Quarters Historic District and Quarters 1/Nimitz House by constructing a portion of the project within the boundary of the property; and cause a permanent Section 4(f) use of Quarters 10/Building 267 by using the property and removing the two buildings and relocating them to another location. Section 4(f) has a requirement that when there are no "prudent and feasible" avoidance alternatives to the "use" of Section 4(f) properties, the lead federal agency must choose the alternative that causes the "least overall harm" based on the criteria listed in Section 774.3(c). Section 774.3(c)(1) requires a balancing of seven factors when determining which alternative causes the "least overall harm."

Section 4(f) requires a clear analysis of impacts when choosing among alternatives that all use Section 4(f) properties. Section 774.3(c)(1) requires a “balancing of seven factors when determining which alternative causes the “least overall harm.”

Alternative 2b and Alternative 4 are equal in the balancing results for “relative significance of each Section 4(f) property” and the “degree to which each alternative meets the purpose and need.” Both alternatives involve the same Section 4(f) properties—the Senior Officers’ Quarters Historic District and Quarters 10 (and Building 267)—and both alternatives meet the overall purpose and need equally (Alternative 2b is slightly better operationally and Alternative 4 is slightly better geometrically).

Alternative 2b is slightly better in terms of its “ability to mitigate adverse impacts to each Section 4(f) property” and to in its “relative severity of remaining harm.” As discussed above, this slight balancing in favor of Alternative 2b is due to the relocation of the Quarters 10 (and Building 267) to the Clipper Cove area where they will be less subject to the overall visual impacts caused by the project. Also, related to the slight difference in visual impacts, Alternative 2b gains a slight advantage in its “magnitude of any adverse impacts to resources not protected by Section 4(f).” This is due to the reduced number of columns with Alternative 2b and its more consistent design in relation to the SFOBB structures.

Lastly, the balancing is in favor of Alternative 2b with respect to the “views of the officials with jurisdiction” and the “substantial differences in costs.” The SHPO signed the MOA recognizing Alternative 2b as the preferred alternative. In addition with respect to cost, Alternative 2b is roughly half the cost of Alternative 4.

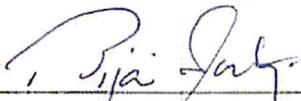
For all of above reasons, Alternative 2b is the alternative that causes the least overall harm.

Measures to mitigate harm to Section 4(f) resources are included in the Final EIR/EIS, Appendix B. These include development of an MOA through consultation between Caltrans, the State Historic Preservation Officer (SHPO), SFCTA, TIDA, the United States Navy, and the United States Coast Guard. The executed MOA stipulates the commitments to mitigate the proposed project’s adverse effects on historic properties including development of historic structures reports for Quarters 10/Building 267 and for the Quarters 1 Nimitz House, a historic landscape report for the Senior Officers’ Quarters Historic District, relocation of Quarters 10/Building 267 to a suitable location and installation of interpretive signs. Measures shall be taken to protect historic buildings and landscape elements from damage during construction, and any inadvertent damage shall be repaired in accordance with the Secretary of the Interior’s standards for the treatment of historic properties, and protection shall be maintained of known or any undiscovered archaeological sites found during construction. Based on consultation with participating agencies and the Section 4(f) Evaluation, Caltrans has determined that there is no feasible and prudent alternative to the use

of these properties and that the proposed action includes all possible planning to minimize harm to the Senior Officer's Quarters and the Quarters 1/Nimitz House and from Quarters 10/Building 267) resulting from such use. Measures to minimize harm have been incorporated into the MOA.

Record of Decision Approval

Based upon a careful consideration of all the social, economic, and environmental evaluations contained in the final environmental impact statement; the input received from other agencies, organizations, and the public; and the factors and project commitments outlined above, it is the decision of Caltrans to select Alternative 2b satisfies the requirements of the NEPA, the Clean Air Act of 1970, and the U.S. Department of Transportation Act of 1966, all as amended, and other related federal laws, regulations and executive orders. All practical measures to minimize and mitigate environmental harm have been adopted and will be incorporated into this decision.



Bijan Sartipi, District Director
California Department of Transportation

November 21, 2011