



# Memorandum

## AGENDA ITEM 4

**DATE:** January 6, 2022  
**TO:** Treasure Island Mobility Management Agency Committee  
**FROM:** Rachel Hiatt - Acting Deputy Director for Planning  
**SUBJECT:** 01/11/22 Committee Meeting: Recommend Approval of Base Toll Policy and Affordability Program and Implementation of the Associated Toll System

**RECOMMENDATION**     Information     Action

- Recommend Approval of Base Toll Policy and Affordability Program and Implementation of the Associated Toll System

### SUMMARY

We have refined travel demand forecasts, in light of the latest developer schedule and pandemic related factors, and updated financial analyses of Treasure Island Mobility Management Program toll policy options. Based on these analyses, the Treasure Island Mobility Management Agency (TIMMA) Board’s guidance, and public feedback, we are recommending a Base Toll and discount policy for future travelers, as the first new housing units on the Islands are being sold. The recommendation defines toll hours of operation and the toll base rate along with associated transit service and means-based discounts. This Base Toll and discount policy will complete the TIMMA mobility management and affordability program. The first component of the Affordability Program, adopted in 2019, exempts current residents from the toll. The second component, adopted in September 2021, provides current businesses and workers with mobility subsidies. The TIMMA Board also adopted a three-operator transit pass as part of the Affordability Program last summer. Together, these affordability policies support the approval of the Base Toll and discounts (Toll Rate Schedule). The TIMMA Board may periodically adjust the Toll Rate Schedule, including the toll level, discount amounts, and eligibility, to respond to conditions as warranted, in order to manage congestion, maintain financial sustainability, advance equity and affordability objectives, and meet non-auto mode share performance goal of 50% or more at peak periods. Taken together, the proposed Base Toll and Affordability policies are projected to result in \$33.1 million in revenue and \$17.7 million in additional program operating costs over a five-year period,

- Fund Allocation
- Fund Programming
- Policy/Legislation
- Plan/Study
- Capital Project Oversight/Delivery
- Budget/Finance
- Contract/Agreement
- Other:  
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<p>which we are seeking to address through various funding and financing strategies. The proposed action also authorizes TIMMA to begin implementation of the electronic toll collection system.</p>	
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## BACKGROUND

On April 21, 2011, in a joint session with the San Francisco Planning Commission, the Treasure Island Development Authority (TIDA) Board of Directors approved the Treasure Island/Yerba Buena Island Development Project, including a Development Agreement and a Disposition and Development Agreement (DDA) with Treasure Island Community Development, as well as the Treasure Island Transportation Implementation Plan (TITIP). On June 7, 2011, the San Francisco Board of Supervisors approved the same.

The DDA referenced and outlined the goals, strategies, and implementation plan for a new transportation system, infrastructure, and services to support the Development Project, including the designation of a transportation management agency to oversee the implementation and management of the transportation programs and revenues. On April 1, 2014, the San Francisco Board of Supervisors approved a resolution designating the Transportation Authority as the Treasure Island Mobility Management Agency (TIMMA). The purpose of TIMMA, as set forth in the Treasure Island Transportation Management Act of 2008 (State Assembly Bill 981, Leno), is to implement the TITIP.

The TITIP calls for a comprehensive, integrated program to manage travel demand on Treasure Island as it develops, with the ability for adjustments to be made as warranted to meet the twin goals of transit mode shares above 50% and financial sustainability. This innovative approach to mobility includes a complementary package of strategies and services including developer subsidy, required purchase of transit passes by market-rate residents, parking fees, and a multimodal congestion pricing program that applies motorist user fees to support enhanced and new bus, ferry, and shuttle transit, as well as bicycle sharing, to reduce the traffic impacts of the project. The TITIP establishes two performance goals for the program, specifically that at least half the residential trips on/off are made by transit and the program raise the revenues needed to pay for the planned regional transit service levels. AB 981 authorizes San Francisco to implement congestion pricing (tolling) on Treasure Island for these purposes. The TITIP also allowed for changes in the congestion pricing program to meet these goals, including expanded hours of operation, inclusion of additional user groups, and adjustment of the toll rate (including discounts/exemptions).

On July 20, 2016, the TIMMA Board approved the recommendations set forth in the Treasure Island Mobility Management Study (Study), a policy and financial analysis of the congestion pricing program. The Study refined the assumptions of the TITIP and recommended a subset of toll policies (including adjustments to the tolled population to include non-residents and high-occupancy vehicle definition)

for the Island based on demand forecasting, financial analysis, and stakeholder input. The Study also recommended the development of an Affordability Program.

On November 21, 2018, the TIMMA Committee recommended approval of the Treasure Island Transit Pass, Toll Policy, and Affordability Program. This recommendation encompassed toll policies not adopted in 2016, including toll level, hours of operation, and discounts for current and future low-income households. On December 11, 2018, the TIMMA Board continued the item, pending further outreach and analysis of additional policy options.

On November 19, 2019, the TIMMA Board approved Resolution 20-03, establishing a toll exemption for current residents, with implementation details to be proposed and adopted as part of future Toll System Business Rules. Financial analysis indicates that a toll exemption for current residents will require additional revenues of up to \$3 million per year over a 15 to 20-year program buildout period, depending on toll rate level. Resolution 20-03 allows for a revision of the policy, pending an evaluation into its effectiveness, at the midpoint (4,000th unit) of the Development Project.

On April 27, 2021, the TIMMA Board approved Resolution 21-05, approving the Treasure Island multi-operator transit pass study final report and adopting the Treasure Island multi-operator transit pass design framework. This study recommends that the pass be available at a discounted price for optional purchase by residents of below market-rate units and by eligible Treasure Island workers.

On September 28, 2021, the TIMMA Board approved Resolution 22-01, establishing a toll affordability program for current non-profit organization and food-services businesses and their workers. Financial analysis indicates that a toll exemption for current residents will require additional revenues of about \$3.5 million over a five-year initial program period, depending on toll rate level. Resolution 21-01 allows for a revision of the policy, pending an evaluation into its effectiveness, at the midpoint (4,000th unit) of the Development Project.

On November 9, 2021, the TIMMA Committee heard draft recommendations for the Base Toll (for all future travelers) and consolidated Affordability Program. These recommendations encompass the remaining toll policies not adopted in 2016 and 2018, including toll level, hours of operation, and discounts for future low-income travelers.

## DISCUSSION

We are presenting the third in a series of toll policy recommendations to complete the Treasure Island congestion pricing program, as the first new units are being sold. Approval of the full toll policy program now will also support delivery of the toll system (civil works, tolling equipment, and software integration) and implementation of a U.S. Department of Transportation Advanced Traffic and Congestion Management Technologies Deployment (ATCMTD) grant we received in 2016. Finally, toll policy approval supports our ability to initiate financing strategy work, which will help meet our schedule to initiate tolling-funded ferry and transit service in mid-2024.

**Public Feedback 2020-2021.** In addition to the outreach conducted throughout 2020 and 2021, we held a remote outreach event on November 17, 2021, to disclose the proposed Base Toll and Affordability Program. Public and Board feedback received through 2020 and 2021 indicated that the Base Toll Policy should consider discounts based on hardships, primarily ability to pay, or household income. Feedback also called for more analysis of related policies such as transit service levels, funding options, and economic effects.

**Exemptions.** In 2019, the TIMMA Board adopted a policy exempting current residents from the toll. In addition, federally owned vehicles are eligible for exemption from the toll in accordance with 15 US Code Sections 1005 and 1006.<sup>1</sup> Finally, transit, vanpools, and authorized emergency vehicles satisfying all conditions specified in California Vehicle Code section 23301.5 are also eligible for exemption from the toll.<sup>2</sup> As part of the Base Toll Affordability Program, we propose toll exemptions for the lowest income travelers (5<sup>th</sup> quintile).

**Hours of Operation.** The proposed tolling hours of operation are based on existing and anticipated traffic levels and broad consistency with the San Francisco-Oakland Bay Bridge peak periods. Toll rates are proposed to vary across periods as shown in Attachment 1, TIMMA Toll Policy Register:

- "Peak Tolling Hours" are defined as hours between 5:00 a.m. and 10:00 a.m. and 3:00 p.m. and 7:00 p.m. weekdays.
- "Off-Peak Tolling Hours" are defined as hours between 10:00 a.m. and 3:00 p.m. weekdays.
- "Weekend Hours" are defined as hours between 8:00 a.m. and 8:00 p.m. weekends.
- "No-Toll Hours" are defined as the hours outside of Peak, Off-Peak, and Weekend Tolling Hours, wherein TIMMA toll collection is not operating.

**Toll Rate Schedule.** Toll rates differ during peak and off-peak periods to influence driving decisions, fund transit provision during tolled hours, and effectively manage congestion at peak travel times. The Toll Rate Schedule, included in Attachment 1, is set to manage travel demand toward the non-auto mode share performance goal of 50% or more at peak periods and to fund accessible, frequent, and reliable operations for transit alternatives that are financially sustainable, in combination with other committed funding. At \$5 per one-way trip, the proposed Base Toll rate is broadly consistent with the 2011 TITIP, or less than (in the case of off-peak rates and the rate for affordability program travelers), the 2011 TITIP.

The TIMMA Board may periodically adjust the Toll Rate Schedule and Affordability Program policies, including discount amounts and eligibility, to manage congestion and demand, maintain financial sustainability, to meet equity and affordability goals, and to meet the mode share performance goal of 50% or more trips by transit/non-automobile mode at peak periods. The TIMMA Board will need to manage the tolling system, affordability policy, and transit services (Mobility Management Program) toward being self-funded over time. As part of this effort, TIMMA Board may also adjust toll rates based on the Consumer Price Index and relevant service and other Program costs.

**Discounts.** As part of the TIMMA Affordability Program, moderate- and below-income households will be eligible for a toll discount as per the Toll Rate Schedule, included in Table 1 and in Attachment 1. This discount policy is consistent with the direction of the Downtown San Francisco Congestion Pricing Study.

Discounts will be as follows:

- Households earning up to 55% Area Median Income (AMI) shall receive a 100% discount.
- Households earning between 55% and 120% AMI shall receive a 50% discount.

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<sup>1</sup> <http://uscode.house.gov/view.xhtml?path=/prelim@title15/chapter19&edition=prelim>

<sup>2</sup>

[https://leginfo.legislature.ca.gov/faces/codes\\_displayText.xhtml?lawCode=VEH&division=11.&title=&part=&chapter=13.&article=3](https://leginfo.legislature.ca.gov/faces/codes_displayText.xhtml?lawCode=VEH&division=11.&title=&part=&chapter=13.&article=3)

Table 1. TIMMA Toll Operations: Hours and Rates

PERIOD	TIMES	BASE TOLL (1-WAY)	MODERATE- AND LOW-INCOME HOUSEHOLDS	VERY LOW-INCOME HOUSEHOLDS
Peak Toll	Weekdays 5a - 10a 3p - 7p	\$5.00	\$2.50	Free
Off-Peak Toll	Weekdays 10a - 3p	\$2.50	\$1.25	Free
Weekend Toll	Weekends 8a - 8p	\$2.50	\$1.25	Free
NO TOLL	Weekdays 7p - 5a Weekends 8p - 8a	Free	Free	Free

**Travel Demand Forecasting.** We have refined travel demand forecasts, in light of the latest developer schedule and pandemic related factors, consistent with Plan Bay Area 2050 and ConnectSF, San Francisco’s long-range transportation planning program. These forecasts supported Base Toll and Affordability Program design and informed updated financial analyses of the Treasure Island Mobility Management Program.

**Financial Analysis and Program Funding.** The proposed base toll results in \$33.1 million in toll collections generated during the first five years of the program. These revenues combined with developer subsidy, fund the robust transit program for the Islands including ferry service between Treasure Island and San Francisco proper, east bay shuttle and bus service, on-Island shuttles and other travel demand management and parking programs. Additionally, the affordability policies create an additional program cost and net funding need. The revised program financial analysis and funding plans are documented in the Treasure Island Mobility Management Program Implementation Report (Report), which is agendized as a parallel information item (Agenda Item #5). The toll affordability policies are projected to cost approximately \$17.7 million over the first five years of operation. When combined with other expenditures and program revenues from tolls, developer subsidies, and grants, this results in a total overall Program funding gap of approximately \$16.6 million over a five-year period. We are seeking various grants and funding strategies to address the operating shortfall, including exploring public financing, as the program is currently projected to be revenue positive in year seven of its operation (at 4500 units).

**Toll System Installation and Operation.** The congestion pricing program toll system encompasses five electronic tolling facilities to collect and process vehicle tolls. These will be delivered in phases with phase 1 comprising three sites and phase 2 comprising two sites as described in the attached CEQA Addendum (Attachment 2). The full tolling system will include civil works, toll equipment, and communication software. TIMMA will operate and maintain the toll system. In terms of operation, as described above, the congestion pricing program and Toll Rate Schedule has been refined over the past several years to include proposed changes to the following: hours of tolling operation, toll rate/discount schedule, high-occupancy vehicle definition, and user groups. In so doing, TIMMA continues to find that these changes will benefit all travelers by managing congestion and expanding

transit options, while maintaining traveler affordability.

**California Environmental Quality Act (CEQA).** The Final Environmental Impact Report for the overall Treasure Island/Yerba Buena Island Development Project was approved by TIDA and certified by the San Francisco Board of Supervisors in April 2011. The Base Toll and Discount Policy was considered for supplemental environmental review under CEQA. TIMMA prepared a CEQA Addendum to evaluate the physical effects of the Project updates on the environment, including transportation effects. The CEQA Addendum was reviewed by the San Francisco Planning Department and TIDA staff and resulted in no new significant environmental impacts compared with the original project CEQA review and clearance in 2011. The CEQA Addendum is provided in Attachment 2.

**National Environmental Policy Act (NEPA).** The capital project to collect toll revenues consisting of infrastructure and system integration program (Toll System) received a U.S. Department of Transportation ACTMTD grant in 2016. Caltrans provided a Categorical Exclusion determination in spring 2021<sup>3</sup> for implementation of the Toll System. Federal review of the proposed Base Toll Policy and Affordability Program, including an assessment of Environmental Justice policy issues, is under way to revalidate the Categorical Exemption and will support an eventual tolling agreement between the Federal Highway Administration and TIMMA.

## **FINANCIAL IMPACT**

Approval of the recommended Base Toll Policy and Affordability Program will enable us to begin efforts to implement the policy and begin construction of the Toll System, such as procuring a toll system integrator, executing agreements with various agencies, etc. As noted above, if the TIMMA Board approves the recommended Base Toll Policy and Affordability Program, it will result in program revenues of \$33.1 million in toll revenues collected and \$17.7 million in operating cost (including toll revenues forgone) over a five-year period. The overall TIMM Program faces a five year shortfall of \$16.6 million, but is projected to be revenue positive in its seventh year of operation, and to result in financial self-sufficiency in 2036 as the development reaches full buildout. We will incorporate related expenditures and funding into future year budgets and will bring procurements, where applicable, to the TIMMA Board for approval as part of future agenda items.

## **SUPPLEMENTAL MATERIALS**

Attachment 1 - TIMMA Toll Policy Register

Attachment 2 - CEQA Addendum

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<sup>3</sup> Caltrans has delegated authority for NEPA review in California under the Federal Highways Administration)

**TIMMA 2021 Policy Recommendations**  
**Updated: 12/30/2021**

<b>Toll Policies</b>				
<b>No.</b>	<b>Policy Area</b>	<b>Policy Language</b>	<b>Rationale</b>	<b>Authority/ Source</b>
1	Exemptions	Federally owned vehicles are eligible for exemption from the toll in accordance with 15 US Code Sections 1005 and 1006. <sup>1</sup>	Extends U.S. Code Title 15, Chapter 19, Section 1005 to the TIMMA toll; consistent with Bay Bridge and regional policies	Statutory Requirement
		Authorized emergency vehicles satisfying all conditions specified in California Vehicle Code section 23301.5 are eligible for exemption from the toll. <sup>2</sup>	California Vehicle Code section 23301.5; consistent with Bay Bridge and regional policies	Statutory Requirement
2	Tolling Hours	<p>Tolls shall be collected during all “Tolling Hours,” as defined in this Policy, to manage congestion by influencing driving decisions. Tolling hours are determined by anticipated traffic levels, and toll rates may vary across periods as provided below. Tolling hours apply to holidays and tolls shall be collected per the policy during holidays.</p> <p>“Peak Tolling Hours” are defined as hours between 5:00 a.m. and 10:00 a.m. and 3:00 p.m. and 7:00 p.m. weekdays, without exclusions for holidays, during which tolls are collected.</p> <p>“Off-Peak Tolling Hours” are defined as hours between 10:00 a.m. and 3:00 p.m. weekdays, without exclusions for holiday, during which tolls are collected.</p>	<p>Treasure Island Mobility Management Study (2016)</p> <p>Treasure Island Mobility Program Implementation Report (2021)</p> <p>Peak periods are broadly consistent with Bay Bridge weekday peak/carpool hours.</p>	Proposed Policy

<sup>1</sup> <http://uscode.house.gov/view.xhtml?path=/prelim@title15/chapter19&edition=prelim>

<sup>2</sup> [https://leginfo.legislature.ca.gov/faces/codes\\_displayText.xhtml?lawCode=VEH&division=11.&title=&part=&chapter=13.&article=3](https://leginfo.legislature.ca.gov/faces/codes_displayText.xhtml?lawCode=VEH&division=11.&title=&part=&chapter=13.&article=3)

## TIMMA Toll Policy Register

Toll Policies				
No.	Policy Area	Policy Language	Rationale	Authority/ Source
		<p>“Weekend Hours” are defined as hours between 8:00 a.m. and 8:00 p.m. weekends, during which tolls are collected.</p> <p>“No-Toll Hours” are defined as the hours outside of Peak and Off-Peak Tolling Hours, wherein TIMMA toll collection is not operating.</p>		
3	Rate Schedule	<p>Toll rates vary according to the time of day based on traffic levels to influence driving decisions and effectively manage congestion at peak travel time. The Toll Rate Schedule, included in <b>Attachment A</b>, is set to manage mode share performance goals of 50% or more at peak periods and to fund accessible, frequent, and reliable operations for transit alternatives that are financially sustainable, in combination with other committed funding.</p>	<p>Treasure Island Transportation Implementation Plan (2011)</p> <p>Treasure Island Mobility Management Study (2016)</p> <p>Treasure Island Mobility Program Implementation Report (2021)</p>	Proposed Policy
		<p>The TIMMA Board may periodically adjust the Toll Rate Schedule, including discount amounts and eligibility, to manage congestion and demand, maintain financial sustainability, to meet equity and affordability goals, and meet mode share performance goals of 50% or more at peak periods.</p> <p>Toll rates may be adjusted based on the Consumer Price Index and relevant service and other program costs.</p> <p>Changes to toll rates will be rounded to the nearest quarter.</p>	<p>TIMMA must have operational flexibility to meet goals through toll rates.</p> <p>Rate changes must account for market escalation using a reliable metric (CPI).</p> <p>Rate changes are rounded to the nearest quarter for ease of accounting and public information.</p>	Proposed Policy



## TIMMA Toll Policy Register

Affordability Policies				
No.	Policy Area	Policy Language	Rationale	Authority/ Source
4	Affordability	<p>As part of the TIMMA Transportation Affordability Program, moderate- and below-income households will be eligible for a toll discount as per the Toll Rate Schedule, included in <b>Attachment A</b>.</p> <p>Discounts will be as follows:</p> <ul style="list-style-type: none"> <li>• Households earning up to 55% Area Median Income (AMI) shall receive a 100% discount.</li> <li>• Households earning between 55% and 120% AMI shall receive a 50% discount.</li> </ul>	Consistent with the direction of the Downtown Congestion Pricing Study.	Proposed Policy

# TIMMA Toll Policy Register

## Attachment A: Toll Rates (1-Way)

TIMMA Toll Operations: Hours & Rates				
Period	Times	Base Toll (1-way)	Moderate- and Low-Income Households 55%<>120% AMI	Very Low-Income Households <55% AMI
Peak Toll	Weekdays 5a – 10a 3p – 7p	\$5.00	\$2.50	Free
Off-Peak Toll	Weekdays 10a – 3p	\$2.50	\$1.25	Free
Weekend Toll	Weekends 8a – 8p	\$2.50	\$1.25	Free
NO TOLL	Weekdays 7p – 5a  Weekends 8p – 8a	Free	Free	Free

## ADDENDUM TO ENVIRONMENTAL IMPACT REPORT

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**Addendum Date:** Revised November 30, 2021

**Project Title:** Treasure Island Tolling Project

**Project Sponsor:** Treasure Island Mobility Management Authority (TIMMA)

**Project Sponsor Contact:** Rachel Hiatt, Assistant Deputy Director for Planning,  
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**Lead Agency:** TIMMA

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### Background

The Treasure Island/Yerba Buena Island (Islands) Redevelopment Project EIR (EIR) was certified in April 2011 and evaluated redevelopment projects that included up to 8,000 residential units, up to 140,000 square feet (sq. ft.) of new commercial and retail space, up to 100,000 sq. ft. of new office space, hotel rooms, 300 acres of parks and public open space, etc. As a result of the planned development and projected growth in population, the EIR anticipated significant traffic impacts related to vehicular congestion within downtown San Francisco, the Bay Bridge, and Treasure Island. Congestion management plans identified in the EIR included plans for expanded bus and ferry service, free on-island shuttle service, and transit-only lanes on Treasure Island. A congestion pricing program will administer a congestion fee to travel between the Bay Bridge (with existing toll facilities) and the Islands in a private auto. Such efforts will discourage auto trips on and off the Islands, especially at peak times, and encourage alternative modes of transit. Congestion pricing was anticipated in the 1996 Base Reuse Plan and has been an integral part of redeveloping Treasure Island through subsequent planning and environmental work.<sup>1,2</sup> Congestion pricing continued to be an element of subsequent analysis and plans endorsed or approved by the Treasure Island Development Authority (TIDA) Board and Board of Supervisors, with the State legislature authorizing the use of congestion pricing for the Islands in 2008 (Chapter 317, Stats. of 2008).

The Final EIR identifies the need for a congestion management plan to address significant traffic impacts related to vehicular congestion. To implement the congestion management plan as envisioned in the Treasure Island/Yerba Buena Island Redevelopment Project Final EIR, specifically the congestion pricing

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<sup>1</sup> City and County of San Francisco 1996. *Naval Station Treasure Island Reuse Plan*. July 1996. Available here: [http://files.mtc.ca.gov/library/BBC/pdf/ACCNO\\_000079.PDF](http://files.mtc.ca.gov/library/BBC/pdf/ACCNO_000079.PDF). Accessed August 11, 2020.

<sup>2</sup> Treasure Island Development Authority (TIDA) 2019. *Congestion Pricing Memorandum- History of Congestion Pricing and Development of Treasure Island*. May 8, 2019. Available here: <https://sftreasureisland.org/sites/default/files/050819%20Item%207%20-Congestion%20Pricing%20Workplan%20and%20Outreach%20Approach.pdf>. Accessed August 11, 2020.

program element, the San Francisco County Transportation Authority (SFCTA), in coordination with the Treasure Island Mobility Management Agency (TIMMA), will be installing tolling facilities at several locations on Yerba Buena Island. These tolling facilities will administer a congestion fee for accessing the Bay Bridge from the Islands and vice versa, thereby encouraging the use of alternative modes of transit. The project being analyzed in this Addendum includes installation of the associated tolling hardware and implementation of the congestion pricing program.

TIMMA is the lead agency under CEQA and has prepared this Addendum.

## Project Description

The Treasure Island Tolling Project (project) includes five toll facilities throughout Yerba Buena Island (see **Figure 1** for a regional location, and **Figures 2 through 11** for tolling and CCTV locations of **Appendix A, Figures**). Each tolling system will be unmanned and located on an overhead gantry spanning one or two vehicular travel lanes. Each overhead gantry will be supported by a foundation and include a concrete pad for the roadside cabinet. The toll equipment will communicate with an associated transponder located within an individual's vehicle to collect electronic tolls or through license plate recognition for vehicles that are not equipped with transponders. Violators will be identified with images collected of the vehicle's license plate. Closed-circuit television (CCTV) cameras will be either co-located with the gantry or located on standalone poles. Electrical wiring and fiber optics will be located in separate conduits installed along the entire roadway with evenly spaced pull boxes along Treasure Island, Hillcrest, Southgate and Macalla roads. Conduit will be placed as part of surrounding projects that will be implemented prior to project construction and is not part of this project.

The project includes implementation of the congestion pricing program. Congestion pricing was part of the defined project in the Treasure Island/Yerba Buena Island Redevelopment Project Final EIR (Final EIR) as part of the Treasure Island Transportation Plan (Transportation Plan). Amounts and hours that the fees would be charged would be controlled by TIMMA (identified as Treasure Island Transportation Management Agency (TITMA) in the Final EIR). As currently proposed fees would apply to all drivers, except current residents, in both directions going on and off the Islands. Nonprofits and neighborhood-serving food services will receive subsidies to offset the cost of the toll. In addition, TIMMA is proposing to implement discounts and exemptions for future moderate- and low-income travelers.

One of the key attributes of the congestion pricing program as identified in the Final EIR is that TIMMA would have the authority to adjust the amounts and duration of charges to respond to changing travel behaviors. The State legislature authorized the use of congestion pricing for Treasure Island/Yerba Buena Island in 2008 (Chapter 317, Stats. of 2008).

## Tolling Infrastructure

### *Toll Location 1*

Toll Location 1 is located on Macalla Road, several hundred feet west of the new westbound I-80/Bay Bridge on- and off-ramps. The pole and foundation of the toll gantry will be located on the north side of Macalla Road and span 22 feet over up to two lanes of bi-directional traffic in Toll Infrastructure Phase 1 (Phase 1), and over the north side bicycle path, buffer, and a single travel lane in Toll Infrastructure Phase 2 (Phase 2) or the ultimate buildout of the toll facility to read transponders and license plates of vehicles traveling in the lane(s) underneath the gantry. In Phase 1, the traffic will be in two bi-directional lanes. In Phase 2 or the ultimate build out of the toll facility, there will be only one one-way lane

underneath the gantry with traffic going towards the Treasure Island causeway. A paved tolling station, 15 foot wide and 30 foot long (parallel to the road), will be constructed providing room for the gantry on top of a 60-inch diameter foundation, roadside cabinet/controller pad, and vehicular access (parking). Due to the steep topography in this area, the paved tolling station will be supported by retaining walls on the three non-roadway sides, with wall heights ranging from 2 feet to 25 feet, as depicted in **Figure 2**. The Toll System Integrator (TSI) will install toll related tag readers and license plate capture cameras on the gantry on top of each traveled lane. The TSI may also install roadway embedded loop/fiber sensors to detect the number of vehicle axles. A CCTV camera for traffic surveillance will be installed on a pole extension on top of the toll gantry. The roadside cabinet/controller pad will house the toll system cabinet which hosts the tolling controllers.

#### *Toll Location 2*

Toll Location 2 is also located on Macalla Road, within the inside of the westbound loop on-ramp. The pole and foundation of the toll gantry will be located on the north side of Macalla Road and span 33 feet over the travel lanes covering two lanes of traffic. The toll gantry will span both lanes to support two toll readers as depicted in **Figure 3** and **Figure 4**. The TSI will install toll related tag readers and license plate capture cameras on the gantry on top of each traveled lane. A paved tolling station, 15 foot wide and 20 foot long, will be constructed providing room for the gantry on top of a 60-inch foundation and roadside cabinet/controller pad. Parking will be accommodated at the Caltrans substation across Macalla Road. Due to the steep topography in this area, the paved tolling station will be support by retaining walls on the three non-roadway sides, with wall heights ranging from 2 feet to 25 feet. The TSI may also install roadway embedded loop/fiber sensors to detect the number of vehicle axles. A CCTV camera for traffic surveillance will be installed on a pole extension on top of the toll gantry. The roadside cabinet will house the toll system cabinet that hosts the tolling controllers.

#### *Toll Location 3*

Toll Location 3 is located on Hillcrest Road within the Southgate Interchange Improvement Project limits. The toll equipment will be located on two separate overhead gantries installed on the retaining wall between the eastbound I-80 on-ramp and the new eastbound I-80 off-ramp as depicted in **Figure 5** and **Figure 6**. The on- and off-ramp traveling vehicles are not located at the same elevation. The TSI will install toll related tag readers and license plate capture cameras on the gantry on top of each traveled lane. The TSI may also install roadway embedded loop/fiber sensors to detect the number of vehicle axles. A CCTV camera for traffic surveillance will be installed on a pole extension on top of the toll gantry. A roadside cabinet will be installed in the proximity of the toll gantry in the storm water treatment area. This will be within the loop of the newly constructed I-80 eastbound off-ramp. At this location, a 7 foot by 9 foot controller pad will be constructed for mounting the toll system cabinet that hosts the tolling controllers. Parking for maintenance access to the cabinet will be located just inside the security fencing of the storm water treatment area.

#### *Toll Location 4*

Toll Location 4 is located on the WB I-80 on-ramp and is within the West-Side Bridges Project limits. The gantry poles and foundations will be located on retaining walls on either side of the transit-only WB I-80 on-ramp and span over the lane as depicted in **Figure 7**. The West-Side Bridges Project will implement transit-only facilities on the WB I-80 on-ramp to access the Bay Bridge. The TSI will install toll related tag readers and license plate capture cameras on the gantry on top of the travel lane. Loop/fiber sensors to detect the number of vehicle axles will not be installed at this location due to the proximity of rebar

within the roadway structures. A CCTV camera will be installed on a pole extension on top of the toll gantry. A 7 foot by 9 foot controller pad will be installed adjacent to a maintenance vehicle pullout located alongside the east bound I-80 off-ramp. The controller pad will be constructed for mounting the toll system cabinet that hosts the tolling controllers.

#### *Toll Location 5*

Toll Location 5 is also located on Treasure Island Road. The pole and foundation of the toll gantry will be located over the northbound mixed-flow travel lane of Treasure Island Road, several hundred feet south of where the road intersects with Macalla Road as depicted in **Figure 8**. The TSI will install toll related tag readers and license plate capture cameras on the gantry on top of each traveled lane. The TSI may also install roadway embedded loop/fiber sensors to detect the number of vehicle axles. A CCTV camera will be installed on a pole extension on top of the toll gantry. A roadside cabinet will be installed in the proximity of the toll gantry, and a 7 foot by 9 foot controller pad will be constructed for mounting the toll system cabinet that hosts the tolling controllers.

#### *Standalone CCTV Camera Locations*

In addition to the toll gantries on Yerba Buena Island for the five tolling locations, there are three locations where standalone CCTV cameras will be installed on Yerba Buena Island for traffic monitoring (see **Figures 9 through 11**).

- CCTV-1 - Camera is located on Macalla Road (west of Toll Location 1)
- CCTV-2 - Camera is located on the south end of Hillcrest Road (south of Toll Location 3)
- CCTV-3 - Camera on Treasure Island Road (south of Toll Location 5)

At each of these locations, a CCTV camera will be installed on poles that are 30 to 45 feet in height (to provide adequate coverage). Each one will have a pole mounted cabinet to house network switches, fiber patch panels, surge protector, power distribution unit, and camera accessories mounted on top of the pole.

#### *Signage*

The project will place a static information sign on existing sign gantries on the westbound I-80/Bay Bridge west span upper deck, and the eastbound I-80 east span to inform vehicles that access to within Treasure Island will be tolled. No new sign foundations will be required.

#### *Power and Data Lines*

Electrical and fiber optic communication lines will be installed within an existing utility joint trench encircling Yerba Buena Island within Treasure Island, Hillcrest, Southgate and Macalla roads. Additionally, the power and data lines will extend to all toll readers, cameras and associated communication equipment and cabinets. The power and data lines will be installed as part of adjacent construction projects.

#### **Construction**

Construction of the tolling infrastructure including substructure (conduits and foundation), pull boxes, cabinets and tolling gantries will be performed by the respective contractors for the Southgate Interchange Improvements Project and Yerba Buena Island Westside Bridges Project. Construction methods will include boring (drilling) using an auger for the five gantry and three CCTV locations. Construction activities will occur in two phases, following the schedule of the abovementioned

surrounding projects. The first construction phase (Phase 1) includes Toll Locations 1, 2, and 3 and CCTV-1, and the second construction phase (Phase 2) includes Toll Locations 4 and 5 and CCTV-2 and CCTV-3.

There will be a slight increase in impervious surface due to the concrete pads for roadside cabinets (approximately 108 sq. ft. per toll location), gantry foundations (approximately 20 sq. ft. per gantry), and associated pull boxes. Toll Locations 1 and 2 will also have a 450 and 300 sq. ft of pavement for tolling stations. Foundations for the gantries and CCTVs would be drilled shafts to minimize excavation and ground disturbance, which would also minimize the potential for erosion.

Toll Locations 1, 2, 3 (eastbound gantry) and all CCTV locations, will require traffic control for construction during the daytime, generally from 7:00 AM to 5:00 PM. Flaggers may be used to maintain traffic for at least one lane on Macalla Road. For Toll Locations 1 and 2, traffic control will be required for most construction activities. Traffic control for Toll Location 3 will be limited to installation of the eastbound gantry and for installing equipment on the gantry. No traffic control is required for Toll Locations 4 and 5 as construction will occur away from oncoming traffic. Construction duration at each tolling location is expected to last approximately 2-4 months with Toll Locations 1 and 2 requiring the longest amount of time.

Subsequent to construction of the tolling infrastructure the San Francisco Department of Technology (DT) and the Toll System Integrator (TSI) will require short duration lane closures and traffic control for installing fiber cables, power cables, equipment on each gantry and for installing axle counters in the roadways. These closures will require up to 2-4 hours each day over a period of two (2) weeks (most likely not consecutive weeks) per location. DT will be installing the fiber cables first, followed by the TSI completing the Toll System installation.

The area required for the contractor's staging will be located in maintained areas of the roadway ROW. Construction materials will be stored at offsite contractor yards. No temporary construction easements will be required.

The overall timing for construction of the toll facilities will occur in two phases as follows:

#### Toll Infrastructure Phase 1

- July 2023 – June 2024
  - Toll Location 1 – Macalla Road
  - Toll Location 2 – Macalla Road
  - Toll Location 3 – Southgate Project
  - CCTV-1 – Macalla Road
  - I-80 Signage Updates and Joint Trench

#### Toll Infrastructure Phase 2

- July 2024 – June 2025 (pending Westside Bridges Project schedule)
  - Tolling Location 4 – West Side Bridges Project
  - Tolling Location 5 – Treasure Island Road
  - CCTV-2 – Hillcrest
  - CCTV-3 – Treasure Island Road

#### Operation

The congestion pricing program would be implemented during the first phase of development. TIMMA would administer, monitor, and test the program for effectiveness in meeting the Transportation Plan

objectives, and would make changes as required to meet program objectives. Sponsors of special events will be required to submit a Transportation Demand Management plan designed to meet the event's travel needs without disrupting the travel needs of others.

### Approval Actions

On April 21, 2011, the Planning Commission of the City and County of San Francisco (City) and the TIDA Board of Directors each certified a Final Environmental Impact Report (EIR) for the Treasure Island/Yerba Buena Island Redevelopment Project. On June 7, 2011 and June 14, 2011, the San Francisco Board of Supervisors affirmed the Planning Commission's certification of the Final EIR and approved the redevelopment project, and the City filed a Notice of Determination on June 16, 2011.

Previously, in July 2010, the City and the TIDA had jointly published the Draft EIR. The certified Final EIR incorporated revisions based on, and in response to, public comments, subsequent review by TIDA and TICD, and substantial input from the public and City agencies on the Draft EIR. The Final EIR identifies the need for a congestion management plan to address significant traffic impacts related to vehicular congestion. The congestion management plan will identify construction traffic management best practices in San Francisco and will dictate changes to transit lines to be coordinated and approved, as appropriate, by SFMTA, AC Transit, and TIMMA. Additionally, the approved design of the roadway network on the Islands anticipates impacts of tolling on automobile demand and ramp queueing. The Final EIR assumed congestion pricing to be applied to residents during peak periods only. Under the California Environmental Quality Act, the project cannot move forward without congestion pricing, which is part of the environmentally evaluated and approved project.

Since certification of the Final EIR, the project has been refined to include five tolling facilities to specifically address the congestion pricing program element of the congestion management plan. The project has also been refined to include the following changes to the congestion pricing program: hours of tolling operation, proposed rate, and user groups. Additionally, discounts and exemptions for current residents, current workers and businesses, and future low-income residents have been included.

The remainder of this document evaluates the potential for these changes to result in environmental impacts not previously addressed in the Final EIR.

### Proposed Refinement

As identified in the Final EIR, the congestion management plan will create a construction and implementation plan to alleviate traffic congestion on the Islands. Congestion pricing was part of the defined project in the Final EIR (as a Transportation Demand Management measure in the Transportation Plan) and will be administered by TIMMA.

#### Tolling Location Refinements

Since certification of the Final EIR, the project has been refined to include five tolling locations located around Yerba Buena Island to alleviate congested traffic flow during peak driving hours. Two tolling locations will be installed on the east side of Yerba Buena Island (on Macalla Road), and three tolling locations will be installed on the west side of the Yerba Buena Island (on Hillcrest Road and Treasure Island Road).



## Congestion Pricing Refinements

The Final EIR described a congestion pricing program that would allow for imposition of fees applicable to residents who drive on and/or off the Islands during peak travel periods. Since certification of the Final EIR, the details for congestion pricing have been refined.

Prior to the Final EIR certification in 2011, the Treasure Island Transportation Management Act of 2008 (AB 981) was approved by the California state legislature which authorized the Board of Supervisors of the City to designate a board or agency to act as the Islands-specific transportation management agency, which is referred to in AB 981 as TITMA (now TIMMA).<sup>3</sup> The purpose of the TIMMA is to implement a comprehensive and integrated program to manage travel demand on the Islands as development of the Treasure Island/Yerba Buena Island Development Project occurs. AB 981 granted the transportation management agency the power to recommend congestion pricing tolls; to adopt on-street and off-street parking fees, fines, and penalties; and other parking-related revenues and a transit pass fee structure for the Islands.<sup>4</sup> Per Section 1967.3 of AB 981, *“the board of supervisors directed that the transportation program ensure adequate and reliable funding for transit service for Treasure Island, including bus transit service provided by the city’s municipal transportation agency.”*

AB 981 also states that congestion pricing fees can be applicable to both residents and other motorists and allows flexibility in the setting of congestion pricing rates. Section 1967.3 of AB981 states: *“...the transportation management agency shall have the exclusive power to do any or all of the following pursuant to the terms of a resolution or ordinance adopted by the board of supervisors:*

*(a) Adopt and administer the transportation program and implementing rules and regulations.*

*(b) Recommend to the board of supervisors and the transportation authority an initial fee structure for the imposition of congestion pricing fees applicable to residents and other motorists as they enter or exit Treasure Island in the amount deemed necessary and proper by the transportation management agency to implement the transportation program.*

*(c) Adopt amendments to the congestion pricing fee structure initially adopted by the board of supervisors and the transportation authority pursuant to subdivision (a) of Section 1967.5, as the transportation management agency deems necessary and appropriate from time to time to implement the transportation program, based upon a finding that the amendments to the fee have a relationship or benefit to the motor vehicle drivers who are paying the fee. [...]*

*(k) Undertake studies, performance evaluations, and other mechanisms as it deems necessary and proper to adopt and amend the transportation program with the purpose of relieving transportation-related impacts.”*

Subsequent to the Final EIR certification, TIMMA conducted a Treasure Island Mobility Management Study in 2016 that analyzed and recommended policies for the congestion pricing component of the Transportation Plan. The study recommended that tolling be applied to both residents and non-residents, as financial modeling indicated that a resident-only toll will not raise sufficient revenue to

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<sup>3</sup> Note that while AB 981 identifies the TITMA as the Treasure Island-specific transportation management agency, SFCTA and TIDA staff have elected to utilize a different name – Treasure Island Mobility Management Agency (TIMMA); however, the roles and responsibilities have not in any way been altered.

meet the operations and maintenance cost recovery target for the transportation program. A toll applied to residents-only (as specified in the Final EIR) was also found to be more costly to enforce and administer. Secondly, the 2016 study recommended the expansion of tolling operation hours to include non-peak periods, as financial modeling indicated that a toll during weekday peak periods only will not raise sufficient revenue to implement the transportation program.

Based on the provisions of AB 981, including the requirement to undertake studies and performance evaluations to adopt and amend the congestion pricing fee structure, the congestion pricing has been refined since the Final EIR to apply to all drivers, except current residents, in both directions going on and/or off the Islands, seven days a week. Nonprofits and neighborhood-serving food services will receive subsidies to offset the cost of the toll. In addition, TIMMA is proposing to implement discounts and exemptions for future moderate- and low-income travelers. These refinements are also based on years of feedback received during community outreach conducted with the Island's residents, business owners and employees, and non-profit staff and members. Members of the community have played a key role in informing the Transportation Plan through the feedback they have provided during the planning process. Since 2016, there have been more than 50 opportunities for members of the public to learn about the project and provide feedback, including TIDA Board and Community Advisory Committee meetings, multilingual community open houses, focus groups, and co-creation workshops, one-on-one conversations with business owners and non-profit representatives, and multilingual surveys. Outreach opportunities were refined over time to be more accessible and useful to participants, including when and where meetings were held, and the type of information shared.

In response to feedback gathered from the community, the following details for the congestion pricing program have been refined since certification of the Final EIR:

- Fees would apply to all drivers, except for current residents
- Tolling would apply seven days a week
- Proposed rate
- Discounts and exemptions for current residents, workers, and businesses, as well as future low income residents

Further discussion of the outreach conducted to inform the Transportation Plan is available in **Appendix B, Treasure Island Transportation Plan Outreach Summary** of this addendum.

With the proposed refinement, the congestion management plan will be effective in reducing traffic congestion identified in the Final EIR.

### Analysis of Potential Environmental Effects of Project Modification

CEQA Guidelines Section 15164 provides for the use of an addendum to document the basis of a lead agency's decision to not require a subsequent or supplemental EIR for a project that is already adequately covered in an existing, certified EIR, when project changes are proposed. The lead agency's decision to use an addendum must be supported by substantial evidence that the conditions that would trigger the preparation of a Subsequent EIR, as provided in CEQA Guidelines Section 15162, are not present.

This addendum provides analysis to understand whether the refined project would result in any new significant environmental impacts, substantial increase in the severity of previously identified effects, or

necessitate implementation of additional or considerably different mitigation measures than those identified in the Final EIR.

### Environmental Topics Not Requiring Analysis

There will be a slight increase in impervious surface due to the concrete pads for roadside cabinets (approximately 108 sq. ft. per toll location), gantry foundations (approximately 20 sq. ft. per gantry), and associated pull boxes. Foundations for the gantries and CCTVs would be drilled shafts to minimize excavation and ground disturbance, which would also minimize the potential for erosion. The area required for the contractor's staging will be located in maintained areas of the roadway ROW. Construction materials will be stored at offsite contractor yards. No temporary construction easements will be required.

Because the project changes would be limited to minor physical and operational changes described herein, and would occur within the existing street right-of-way, and the intensity and duration of overall construction activities are anticipated to remain unchanged, the project changes could not result in new significant or substantially more severe impacts to the following topics:

- Land Use/Planning
- Population/Housing
- Utilities/ Service Systems
- Geology/Soils
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Energy
- Public Services and Recreation
- Mineral Resources
- Agriculture/Forest Resources
- Tribal Cultural Resources

The refined project includes installation and operation of tolling hardware to facilitate a long-planned congestion pricing program designed to reduce traffic and encourage the use of multimodal transportation on the Islands. By charging a price for road use, congestion pricing can encourage road users to take transit, walk, bike, carpool, or telework rather than driving alone during peak periods. The Final EIR identified that a decrease in vehicular trips associated with the congestion pricing fee would be met with a corresponding increase in High-Occupancy Vehicle (HOV) 3+, bus and ferry trips. When paired with expanded transit service, the rate of increase in vehicle miles traveled (VMT) would be less than the rate of increase in population from full buildout of the Treasure Island/Yerba Buena Island Redevelopment Project. Accordingly, benefits of the congestion pricing program include reduced congestion, which in turn results in reduced automobile emissions, reduced fuel consumption, and improved air quality. In addition, the reduction in traffic results in reduced noise levels.

A "substantial adverse change in physical conditions" is the fundamental definition of a significant impact under CEQA. The congestion pricing program was originally included to address impacts of increased traffic congestion and promote use of alternative modes of transportation. These are considered beneficial effects under CEQA. Refinements to the congestion pricing program, including user group, tolling hours, proposed fee, discounts, and exemptions, would not change the purpose, intent or environmental effects of the congestion pricing program. Reduction in congestion and resulting benefits to air quality and local noise reduction would still occur. The changes to the congestion pricing program are being done to ensure equity and to address economic concerns of existing residents, employees, and businesses on the Island.

## Air Quality

The Final EIR concluded that construction of the Treasure Island/Yerba Buena Island Redevelopment Project could potentially violate air quality standards and expose sensitive receptors to toxic air contaminants and that mitigation measures will be necessary to avoid air quality impacts.

The Final EIR provides the following mitigation measures to reduce air quality impacts including **Mitigation Measures M-AQ-1, M-AQ-2, M-AQ-3, and M-AQ-4** which directly address construction of the project. The following mitigation measures will apply to construction of the tolling facilities.

- **Mitigation Measure M-AQ-1** : BAAQMD-identified construction mitigation measures shall be incorporated into the required Construction Dust Control Plan.
- **Mitigation Measure M-AQ-2**: TIDA shall require project sponsors to implement combustion emission reduction measures during construction activities.
- **Mitigation Measure M-AQ-3**: At the submission of any Major Phase application, TIDA shall require that an Air Quality consultant review the proposed development in that Major Phase along with existing uses and uses approved in prior Major Phases to determine whether the actual project phasing deviates materially from the representative phasing plan.
- **Mitigation Measure M-AQ-4**: TIDA shall require the project sponsors to implement additional construction mitigation measures recommended for projects with construction emissions above thresholds.

Construction methods to install the five tolling facilities on Yerba Buena Island include boring (drilling) using an auger for the five gantry and three CCTV locations. Construction activities for the tolling facilities would be minimal in comparison to the construction disturbance of the Treasure Island/Yerba Buena Island Redevelopment Project evaluated in the Final EIR. The proposed project will not result in any new significant adverse impacts related to air quality beyond those identified in the Final EIR, nor would it substantially increase the severity of the significant and unavoidable impact determination under CEQA.

The changes proposed to the congestion pricing plan would reduce congestion through implementation of the congestion pricing program and would provide air quality benefits through a reduction in VMT, automobile emissions, and fuel consumption as explained above.

## Aesthetics/ Visual

The Final EIR concluded that the development under the Treasure Island/Yerba Buena Island Redevelopment Project will adversely alter scenic vistas of San Francisco and San Francisco Bay from public vantage points along the eastern shoreline of San Francisco, Telegraph Hill, the East Bay shoreline, and from the Bay Bridge east span, with no feasible mitigation measure available. The proposed project will not result in any new significant adverse impacts to scenic vistas beyond those identified in the Final EIR, nor would it substantially increase the severity of the significant and unavoidable impact determination under CEQA.

The project will install five tolling facilities at several locations on Yerba Buena Island. Traffic control for construction during the daytime for Toll Locations 1, 2, 3 (eastbound gantry) and all CCTV locations will be temporary and with durations approximately lasting 2-4 months. Each tolling gantry will be approximately 21 feet in height and will have an average width of 33 feet. With implementation of the Redevelopment Project, several buildings will be constructed that are taller than existing buildings on

Treasure Island. On Yerba Buena Island, tolling gantries will be comparable in size to existing signages for the Bay Bridge and light fixtures installed along roadways. Per TIDA's *Treasure Island and Yerba Buena Island Streetscape Master Plan*<sup>5</sup>, the tallest light fixtures specified in the plan are 28.5 feet. The lighting on the gantries will be limited (in area, intensity, and duration) to the extent feasible while maintain system performance, with the lighting focused on the area of interest (vehicles) and not directed to the Bay or the sky.

Since the exit ramp off the Bay Bridge onto Macalla Road on Yerba Buena Island travels through a residential area, the light poles located there are not as tall and are between 16-22 feet tall. The average height of the gantries is therefore similar to existing and planned light fixtures. Although the CCTV poles will be higher, these will be placed on single poles and not on gantries spanning over the roadway. The CCTV poles will be placed on the inside of the roadway and will therefore not obstruct views of the Bay for travelers on the roadway. Additionally, installation of the tolling facilities will require minimal removal of trees and vegetation. However, these changes will be negligible due to their minimal footprint in comparison to the construction disturbance of the Treasure Island/Yerba Buena Island Redevelopment Project evaluated in the Final EIR.

The toll gantries design will be consistent with the future visual character and quality of Yerba Buena Island. In addition, tolling facilities will be subject to adhering to TIDA's *Design for Development*, a regulatory document that establishes design standards and guidelines that directs future development of the project area. The project would not change the original significant determination under CEQA. Therefore, there will be no additional impacts to the aesthetic and visual quality of Yerba Buena Island from implementation of the tolling facilities.

The changes proposed to the congestion pricing plan would not result in any physical change to the environment and therefore would not affect visual resources or aesthetics.

### Biological Element

The Final EIR concluded that construction of the Treasure Island/Yerba Buena Island Redevelopment Project could potentially disturb the biological community surrounding the project site, and mitigation measures will be necessary to avoid disturbance to species.

The following biological mitigation measures **Mitigation Measures M-BI-1a, M-BI-1b, M-BI-1c, and M-BI-1d** were outlined in the Final EIR and will be carried out for construction of the tolling facilities.

- **Mitigation Measure M-BI-1a:** A qualified botanist shall conduct presence/absence surveys for special-status plants prior to any ground disturbance work.
- **Mitigation Measure M-BI-1b:** A qualified biologist shall conduct a pre-project survey for nesting birds between February 1<sup>st</sup> and August 15<sup>th</sup>.
- **Mitigation Measure M-BI-1c:** Removal of trees or demolition of buildings showing evidence of bat activity shall occur during the period least likely to impact the bats.

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<sup>5</sup> TIDA 2015. Treasure Island and Yerba Buena Island Streetscape Master Plan. Chapter D – Yerba Buena Island Streetscape Designs. Approved February 2, 2015. Available here: <https://sftreasureisland.org/sites/default/files/150202-Treasure%20Island%20Streetscape%20MP%20Final%20for%20ApprovalPg219-Final.pdf>. Accessed July 13, 2020.

- **Mitigation Measure M-BI-1d:** The project will enforce control of domestic animals and discourage the feeding of feral animals to protect native species on the island.

While the project will occur within the existing and planned roadways, the project will require ground disturbance which may be in close proximity to biologically sensitive resources.

A qualified plant ecologist evaluated all ground disturbance areas for the Treasure Island Toll Hardware Project for special status plant species on June 9, 2020. Suitable habitat for special status plants was not present at any of the project's ground disturbance areas and all CNPS listed species are considered to be absent. No additional actions are required for special status plant species.

If an American peregrine falcon nest is present on the Bay Bridge within 300 ft of the Toll Gantry 4 project location, construction disturbance during the breeding season (February 1 through August 31) could result in the incidental loss of eggs or nestlings, by indirectly causing the abandonment of nests. Mitigation Measure M-BI-1b from the Final EIR will be implemented to ensure that project activities comply with the MBTA and California Fish and Game Code, and avoids substantial impacts to American peregrine falcon.

Due to the abundance of potential roost sites for non-special-status bats in the project vicinity, the physical loss of the roost site itself would not substantially affect these species' populations. Although the loss of a small colony of non-special-status bats would not result in a substantial effect on regional populations because of the regional abundance of these species, injury or mortality of individuals in multiple colonies, or in a particularly large colony, of non-special-status bats may substantially impact regional populations. Therefore, implementation of Mitigation Measure M-BI-1c will avoid injury or mortality of non-special-status bats as a result of the project.

The toll gantries and CCTV installations proposed as part of the project do not include buildings or residents, so much of Mitigation Measure M-BI-4a does not apply to the project. However, the toll gantries and CCTV may meet the definition of a monopole as discussed in the mitigation measure. The qualified ornithologist for the project has assessed preliminary designs for the toll gantries and CCTV installations and has confirmed that these features do not include guy wires and are therefore consistent with the measure. The lighting on the gantries will be limited (in area, intensity, and duration) to the extent feasible while maintain system performance, with the lighting focused on the area of interest (vehicles) and not directed to the Bay or the sky. This report constitutes the required documentation of biologist review required by Mitigation Measure M-BI-4a. No further action is required for this impact.

The refined project is expected to have no effect on biological resources, and would implement the avoidance measures described above to reduce impacts under NEPA so that no substantial impacts to biological resources will occur. Thus, the project will not have a cumulatively considerable contribution to biological resources.

The changes proposed to the congestion pricing plan would not result in any physical change to the environment and therefore would not affect biological resources.

## Cultural Resources

The Final EIR concluded that construction of the Treasure Island/Yerba Buena Island Redevelopment Project could disturb significant archaeological and paleontological resources within the project site, due to ground disturbance.

The Final EIR provides the following mitigation measure **Mitigation Measure M-CP-1**, which directly addresses construction of the project to reduce impacts on cultural resources. The following mitigation measure will apply to construction of the tolling facilities.

- **Measure M-CP-1:** The project sponsors shall retain a qualified archaeological consultant to prepare and submit a plan for pre-construction archaeological testing, construction monitoring, and data recovery, for approval by the San Francisco Environmental Review Officer (ERO). If based on the archaeological testing program the archaeological consultant finds that significant archaeological resources may be present, the ERO, in consultation with the archaeological consultant, shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archaeological testing, archaeological monitoring, and/or an archaeological data recovery program. If the ERO determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsors, either:
  - (a) The proposed project shall be re-designed so as to avoid any adverse effect on the significant archaeological resource; or
  - (b) A data recovery program shall be implemented, unless the ERO determines that the archaeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible, in which case interpretive reuse shall be required.

Ground disturbance during construction of the tolling facilities will be minimal and will not add substantial impact beyond those identified in the Final EIR. The closest known historic architectural resource identified in the Final EIR is Naval Quarters 10, located 0.03 mile west of the project. Naval Quarters 10 and its associated carport, Building 267, were successfully relocated to Clipper Cove as part of the surrounding Yerba Buena East Side Ramps Project in January 2015. Therefore, there will not be any impacts to this cultural resource due to project implementation.

The refined project will also implement the **Mitigation Measures M-CP-1** as described in the Final EIR. **Mitigation Measures M-CP-1** will mitigate potential impacts to cultural and paleontological resources encompassing the project site, if extensive ground disturbance activities will occur. The project will not directly, nor appear to indirectly affect these resources due to limited ground disturbance during construction. No ground disturbance will occur during operation of the installed hardware. Additionally, the project will take place within areas previously disturbed, especially since power and data lines will be installed as part of adjacent construction projects. The project will not cause any new significant impacts to cultural resources nor does it require any new mitigation measures beyond what is described in the Final EIR.

The changes proposed to the congestion pricing plan would not result in any physical change to the environment and therefore would not affect cultural resources.

## Noise

The Final EIR concluded that construction of the Treasure Island/Yerba Buena Island Redevelopment Project could result in noise impacts due to the anticipated 20 year duration of construction activities.

The Final EIR provides the following mitigation measures to reduce impacts related to noise including **Mitigation Measures M-NO-1a** and **M-NO-1b**, which directly address construction of the project. The following mitigation measures will apply to construction of the tolling facilities.

- **Measure M-NO-1a:** Noise reduction measures for construction activities shall be incorporated into the construction contract agreement documents to be implemented by the construction contractor.
- **Measure M-NO-1b:** The project sponsors and developers of each structure (project applicant) shall require the construction contractor to use noise-reducing pile driving techniques if nearby structures are subject to pile driving noise and vibration.

Foundations for the gantries and CCTVs would be drilled shafts to minimize excavation and ground disturbance. Construction activities for the tolling facilities would be minimal in comparison to the construction disturbance of the Treasure Island/Yerba Buena Island Redevelopment Project evaluated in the Final EIR. The proposed project will not result in any new significant adverse impacts related to noise beyond those identified in the Final EIR, nor would it substantially increase the severity of the significant and unavoidable impact determination under CEQA.

The changes proposed to the congestion pricing plan would reduce traffic through implementation of the congestion pricing program which would provide the benefit of reduced noise levels.

## Transportation

The Final EIR concluded that construction of the Treasure Island/Yerba Buena Island Redevelopment Project could potentially result in significant impacts on the transportation and circulation network, and mitigation measures will be necessary to anticipate and minimize transportation impacts.

The following transportation mitigation measure **Mitigation Measure M-TR-1** was outlined in the Final EIR and will be carried out for construction of the tolling facilities.

- **Mitigation Measure M-TR-1:** The project sponsors shall develop and implement a Construction Traffic Management Plan designed to anticipate and minimize transportation impacts of various construction activities associated with the Treasure Island/Yerba Buena Island Redevelopment Project.  
The Plan shall disseminate appropriate information to contractors and affected agencies with respect to coordinating construction activities to minimize overall disruptions and ensure that overall circulation on the Islands is maintained to the extent possible, with particular focus on ensuring pedestrian, transit, and bicycle connectivity and access to the San Francisco Bay and to recreational uses to the extent feasible.

Construction of the tolling infrastructure will occur in two phases and expected to last approximately 2-4 months for each tolling location. For Toll Locations 1 and 2, traffic control will be required for most construction activities. Traffic control for Toll Location 3 will be limited to installation of the eastbound gantry and for installing equipment on the gantry. No traffic control is required for Toll Locations 4 and 5 as construction will occur away from oncoming traffic. Lane closures and traffic control for a short



duration (up to 2-4 hours each day over a period of 2 weeks) would be required for installing fiber cables, power cables, equipment on each gantry and for installing axle counters in the roadways.

The refined project will implement **Mitigation Measure M-TR-1** as described in the Final EIR. **Mitigation Measures M-TR-1** will help reduce construction-related traffic impacts during installation of the tolling facilities. The proposed project will not result in any new significant adverse impacts related to transportation beyond those identified in the Final EIR, nor would it substantially increase the severity of the significant and unavoidable impact determination under CEQA.

Changes proposed to the congestion pricing plan would provide reduced congestion benefits by encouraging use of multi-modal transportation and reducing the need for private vehicle use. As stated in the Final EIR, a decrease in vehicular trips associated with the congestion pricing fee would be met with a corresponding increase in High-Occupancy Vehicle (HOV) 3+, bus and ferry trips. Congestion pricing fees would be applied to support enhanced and new bus, ferry, and shuttle transit, as well as bicycle sharing, to reduce the traffic impacts of the Treasure Island/Yerba Buena Island Redevelopment Project.

#### Public Access

The Final EIR concluded that construction of the Treasure Island/Yerba Buena Island Redevelopment Project would not include development that would be inconsistent with San Francisco Bay Plan recreation and public access policies, and as such, no mitigation is required. To further ensure that public access to the San Francisco Bay and to shoreline recreational uses would be maintained to the extent feasible during construction of the project, **Mitigation Measure M-TR-1** would be implemented.

The following transportation mitigation measure **Mitigation Measure M-TR-1** was outlined in the Final EIR and will be carried out for construction of the tolling facilities.

- **Mitigation Measure M-TR-1:** The project sponsors shall develop and implement a Construction Traffic Management Plan designed to anticipate and minimize transportation impacts of various construction activities associated with the Treasure Island/Yerba Buena Island Redevelopment Project.

The Plan shall disseminate appropriate information to contractors and affected agencies with respect to coordinating construction activities to minimize overall disruptions and ensure that overall circulation on the Islands is maintained to the extent possible, with particular focus on ensuring pedestrian, transit, and bicycle connectivity and access to the Bay and to recreational uses to the extent feasible.

Tolling locations would be along existing roads and would not restrict public access to the shoreline. For a description of lane closures and traffic control, see *Transportation* above. The refined project will implement **Mitigation Measure M-TR-1** as described in the Final EIR. The proposed project will not result in any new significant adverse impacts related to public access.

Changes proposed to the congestion pricing plan would not adversely affect public access. AB 981 which authorized the implementation of a comprehensive and integrated program to manage travel demand on the Islands, including congestion pricing, notes that the transportation program shall ensure that public access to waterfront, recreational, and open-space areas on Treasure Island is sufficient to support public trust activities. AB 981 notes that public access to areas subject to the public trust is

facilitated in part by transportation program elements, such as (1) an on-island shuttle, (2) secure bicycle parking, and (3) limitations on long-term parking on streets that are subject to the public trust that will discourage residential use of public trust streets for parking but allow appropriate time for recreational and visitor activities. These transportation program elements are funded and implemented through revenues generated by the congestion pricing program. As such the refined congestion pricing plan which would be applied to support enhanced and new bus, ferry, and shuttle transit, as well as bicycle sharing would not adversely affect public access on the Islands.

## Conclusion

Based on the analysis above, which compares the potential effects of the project with the potential environmental impacts as discussed in the Treasure Island/Yerba Buena Island Redevelopment Project Final EIR, the project will not require revisions of the Treasure Island/Yerba Buena Island Redevelopment Project Final EIR due to:

- **No Substantial Project Changes:** There are no substantial changes proposed in the project which will require major revisions of the previous EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects (State CEQA Guidelines Section 15162(a)(1)).
- **No Substantial Changes in Circumstances:** In addition, no substantial changes have occurred with respect to the circumstances under which the project would be undertaken which would require major revisions of the Final EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects (State CEQA Guidelines Section 15162(a)(2)).
- **No Substantial New Information:** Finally, no new information of substantial importance has been presented which would show any of the following:
  - a) The project would have one or more significant effects not discussed in the previous EIR,
  - b) Significant effects previously examined will be substantially more severe than shown in the previous EIR,
  - c) Mitigation measures or alternatives previously found not to be feasible would in fact be feasible and would substantially reduce one or more significant effects of the project, but the project proponents declined to adopt the mitigation measure or alternatives; or
  - d) Mitigation measures or alternatives which are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment, but the project proponents declined to adopt the mitigation measure or alternative (State CEQA Guidelines Section 15162(a)(3)).

Therefore, none of the conditions described in Section 15162 of the State CEQA Guidelines requiring preparation of a subsequent EIR have occurred. The project as revised, and as described in this addendum, does not create any of the conditions described in Section 15162 of the CEQA Guidelines that call for the preparation of a subsequent EIR.

Thus, an addendum to the adopted EIR is the appropriate environmental documentation to analyze the potential environmental impacts that would result from the refinement to the project description.

## References

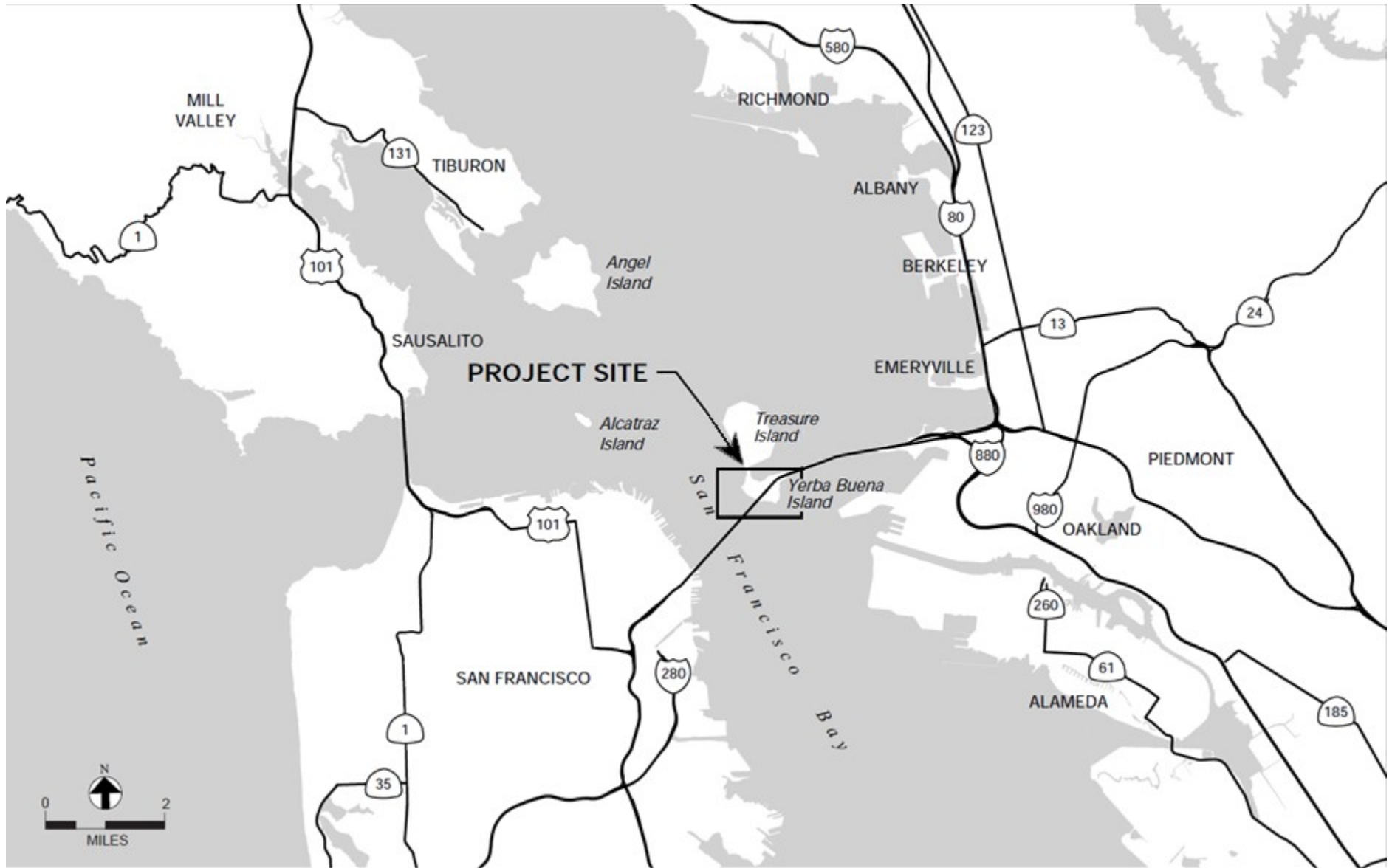
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## Appendix A, Figures



Regional Location

Figure





Toll Location 1 (Macalla Road)

Figure





Toll Location 2 (Macalla Rd)

Figure



Toll Location 2 Simulation

Figure

Source: HNTB 2020





Toll Location 3 (Southgate Project)

Figure



Toll Location 3 Simulation

Figure

Source: HNTB 2021





Toll Location 4 (West Side Bridges Project)

Figure





Toll Location 5 (Treasure Island Road)

Figure





CCTV Location 1 (Macalla Rd)

Figure





CCTV Location 2 (Hillcrest Rd)

Figure





CCTV Location 3 (Treasure Island Rd)

Figure

Appendix B, Treasure Island Transportation Plan Outreach Summary



### **Goals of Treasure Island Outreach**

No one knows Treasure Island and the needs of its community better than the island's residents, business owners and employees, and non-profit staff and members. Members of the TI community have played a key role in informing the TITP through the feedback they've provided during the planning process. The goals of outreach to the TI community have been to:

- Learn about the transportation priorities of those who currently live and work on Treasure Island or travel there as non-profit members and service recipients;
- Inform the existing Treasure Island community about the development of the TITP so community members were able to provide meaningful feedback;
- To co-create solutions to challenges and customize the TITP to fit the needs of people who will be served by it; and,
- Create strong lines of communication with the Treasure Island residents and learn from them how to reduce barriers to their participating in the planning process.

### **What we learned**

The community members who participated in outreach related to the TITP provided a wealth of insights that had direct effects on the development of the plan. Key takeaways include:

- Overall, Treasure Island community members expressed a sentiment that the future of the island was one that would only cater to high-income residents. The design of the toll had the potential to increase equity on the island.
- The 2024 roll out of the toll alongside the 2036 development completion timeline felt off to current residents. There was a sense of being asked to pay for a problem that future residents should be responsible for. This led to the exemption of current residents from the future toll.
- Similarly, businesses and non-profits that struggle to hire staff and attract customers to the island during development felt that implementing a toll would be a significant challenge. This led to the delay of the toll until new transportation services were available. This also allows for development to continue so that by the time the toll is implemented there will be a larger on-island patronage.
- The island's low-income residents, workers, and visitors were a top priority for the entire community. This led to the development of a cash rebate model for businesses and non-profits to defray toll costs of employees and members.

### **How outreach was conducted**

Connecting with Treasure Island's diverse community called for a multipronged outreach effort. Since 2016, there have been more than 50 opportunities for members of the public to learn about the project and provide feedback, including TIDA Board and Community Advisory Committee meetings, multilingual community open houses, focus groups with residents and businesses, co-creation workshops, one-on-one conversations with business owners and non-profit representatives, and multilingual surveys. Additionally, local news outlets like Treasure Island News were used to provide general updates, solicit feedback, share meeting notices, and distribute surveys and questionnaires. Outreach opportunities were refined over time to be more accessible and useful to participants, including when and where meetings were held, and the type of information shared.

Events and surveys were publicized in partnership with local businesses and community-based organizations and with elected officials and other community leaders, with the aim of meeting people where they are. With the onset of COVID in 2020, outreach pivoted to online channels with the utmost effort to include those with barriers to digital access. Participants in lengthy workshops were paid for their time and expertise.