



TREASURE ISLAND MOBILITY MANAGEMENT AGENCY

1455 Market Street, 22ND Floor, San Francisco, CA 94103

415-522-4800

info@timma.org

www.timma.org

Memorandum

AGENDA ITEM 4

DATE: January 21, 2022

TO: Treasure Island Mobility Management Agency Committee

FROM: Rachel Hiatt - Deputy Director for Planning

SUBJECT: 01/25/22 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 Policy and Affordability Program 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 Policy and Affordability Program 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:

<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> <p>Upon approval by TIMMA, this Policy and Affordability Program will be submitted to the San Francisco County Transportation Authority (SFCTA) and the San Francisco Board of Supervisors (BoS) for approval, per Assembly Bill (AB) 981.</p>	
---	--

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 BoS 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 BoS 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 (AB) 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. 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).

AB 981 authorizes San Francisco to implement congestion pricing (tolling) on Treasure Island for these purposes. AB 981 requires that TIMMA recommend the initial fee structure for congestion management pricing to the SFCTA and the BoS for approval. Once approved, TIMMA has the authority to revise and refine the pricing policies to meet the TITIP's twin goals.

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 2020-2022. 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.

Recently, TIMMA received public comments opposing adoption of the proposed policy since it would require non-resident recreational motorists visiting the Islands to pay a toll, based on a variety of concerns including the need for more transparent trip analysis and demonstration of nexus between proposed toll policy changes and motorists paying the toll.

TIMMA also received a letter from the San Francisco Bay Conservation and Development Commission (BCDC) asserting that TIMMA may not charge a toll on non-resident visitors without either a new and independent BCDC permit or an amendment to the existing permit held by TIDA and the developer for the Treasure Island/Yerba Buena Island Development Project.

TIMMA staff have met with each of these groups and has:

- a) provided more information in the CEQA Addendum (Attachment 2) and below on travel demand expected under the 2011 TITIP resident-only policy as compared with the 2016 recommended toll policy that included tolling of non-resident (worker and visitor) drive trips; and
- b) added further information to this memo summarizing our recommended findings to the TIMMA and SFCTA Boards and BoS (as required by AB 981) on the relationship and benefit of the proposed non-resident tolls (below); and
- c) offered to work with the Board Sailing Association and TIDA on ways to set up storage facilities / lockers for sailing equipment, to support transit use; and
- d) carefully considered the issues raised in BCDC's letter, in consultation with TIDA. We are continuing to coordinate with BCDC staff to clarify each agency's understandings of the issues BCDC raises. We are also discussing public policy aspects of our respective programs. As we engage in these conversations, we continue to believe that TIMMA has the legal authority and discretion to adopt the proposed Toll Policy and Affordability Program.

Exemptions. In 2019, the TIMMA Board adopted a policy exempting current residents from the toll. In addition, vehicles used by US Coast Guard (USCG) personnel or employees living or employed on the Islands or on any vessel berthed at the Islands, or used by dependents of such personnel or employees are exempt from the toll in accordance with 15 US Code Sections 1005 and 1006.¹ Military and naval personnel requiring access to the Islands during the performance of their duties are also exempt from the toll under these statutes. TIMMA will work with the Bay Area Toll Authority (BATA) to implement this federal exemption by providing holders of special nonrevenue FasTrak transponders with free access to the Islands. Finally, transit, vanpools (as defined by the Bay Area Toll Authority), and authorized emergency vehicles satisfying all conditions specified in California Vehicle Code section 23301.5 are also eligible for exemption from the toll.² As part of the Base Toll Affordability Program, we propose toll exemptions for the lowest income travelers (5th quintile).

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

²

https://leginfo.ca.gov/faces/codes_displayText.xhtml?lawCode=VEH&division=11.&title=&part=&chapter=13.&article=3

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 proposed off-peak rates and the rates for affordability program travelers), the 2011 TITIP.

As authorized by AB 981 and acknowledged in the FEIR and TITIP, following establishment of the tolling program, 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.

Table 1. TIMMA Toll Rate Schedule: Hours and Rates (1-way)

PERIOD	TIMES	BASE TOLL	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 (CHAMP 2021 analyses), in light of the latest developer schedule and pandemic related factors, consistent with regional and San Francisco long-range transportation planning programs. 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 4,500 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 are necessary to reach the twin goals of the Congestion

Management Program. The proposed policies will benefit all travelers by managing congestion on the SF-Oakland Bay Bridge and Islands and expanding transit options, while maintaining traveler affordability.

California Environmental Quality Act (CEQA). The Final Environmental Impact Report (FEIR) for the overall Treasure Island/Yerba Buena Island Development Project was approved by TIDA and certified by the BoS 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 San Francisco Planning Department staff 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 ATCMTD grant in 2016. On behalf of Federal Highways Administration (FHWA) Caltrans provided a Categorical Exclusion determination in spring 2021³ 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.

Finding of Relationship and Benefit (Nexus). As noted above, AB 981 calls for TIMMA to find that the toll policy has a relationship or benefit (nexus) to the motor vehicle drivers who are paying the fee. The Base Toll Policy and Affordability Program (the toll policy) has both a relationship and benefit to all toll payers, as discussed here and in Attachment 2.

Because every drive trip contributes to congestion in an already congested environment, all drive trips were analyzed for potential tolling, following our finding in 2016 that the original toll program design would not meet program goals. This included motoring residents of the new development, as well as non-resident drivers accessing jobs and recreational opportunities on the Islands.

- a) In particular, the FEIR found that the non-residential uses would generate about half of the weekday peak trips, and 57% of weekend peak trips and that social and recreational uses would generate 37% of weekday peak trips and more than half, 55%, of weekend peak trips. Weekend trips were analyzed because Caltrans data showed that weekend congestion in the TI/SF-Bay Bridge corridor was equal or greater than weekday congestion.⁴
- b) Our 2016 Study found that the proposed toll policy changes would have a similar (modest) impact on non-resident drive trips as compared with other drive trip types. The following table compares forecast tripmaking under the original operating assumptions to tripmaking with the toll in operation during middays, weekends, and applied to non-residents.⁵

³ Caltrans has delegated authority for NEPA review in California under the Federal Highway Administration.

⁴ Bay Bridge Congestion Memo, SFCTA, 2014

⁵ TIMMA Demand Analysis Appendix, TI Mobility Management Study, SFCTA, 2016, Table 9

Table 2: Person Trips, Daily Total (average weekday)

	Daily Person Trips, Full Buildout Year		Difference	
	TITIP Residents only tolled 6:00 AM to 9:00 AM 3:30 PM to 6:30 PM	2016 Toll Policy Study All Drivers tolled 6:00 AM to 6:30 PM	Absolute # of Trips	% Change
All Person Trips	72,800	72,300	-500	<1%
Intra-Island Trips	13,400	13,400	0	0%
On/Off Island Trips	59,400	58,900	-500	<1%
Residents	43,900	43,800	-100	<1%
Non-residents	15,200	15,100	-100	<1%

- c) All travelers to TI, not just residents, benefit from the gridlock avoided and improved congestion management that results from the toll policy changes and associated transit provision. The 2016 Study found that the changes in toll policy reduced daily Island-generated Vehicle Miles Traveled (VMT) by 10%.⁶ Transit mode share for trips on and off the Islands increased from 42% to 44% of peak period trips.⁷ More recent analyses affirm that the new transit services and new transportation options that are afforded by the toll benefit all travelers to the Islands, not just residents. The ferry and east bay transit operating hours match the toll hours of operation. Additionally, transit mode share increases among residents and non-residents alike when offered the new transit services. With the changes, transit mode share increases among residents to 41% and among non-residents to 25%. Among visitors, in just the first five years of development buildout, the new transit services are expected to reduce the drive-alone mode share from 40% to 32%.⁸

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.

⁶ TIMMA Demand Analysis Appendix, TI Mobility Management Study, SFCTA, 2016, Table 18

⁷ Ibid.

⁸ SFCTA CHAMP 2021 (includes effects of the pandemic and updated developer's schedule)

SUPPLEMENTAL MATERIALS

Attachment 1 - TIMMA Toll Policy Register

Attachment 2 - CEQA Addendum

Attachment 1
TIMMA Toll Policy Register
Updated: 1/21/22

Toll Policies				
No.	Policy Area	Policy Language	Rationale	Authority/ Source
1	Exemptions	Vehicles used by US Coast Guard (USCG) personnel or employees living or employed on the Islands or on any vessel berthed at the Islands, or used by dependents of such personnel or employees, are exempt from the toll in accordance with 15 US Code Sections 1005 and 1006. ¹ Military and naval personnel requiring access to the Islands during the performance of their duties are also exempt from the toll under these statutes. TIMMA will work with BATA to implement this federal exemption by providing holders of special nonrevenue FasTrak transponders with free access to the Islands.	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. ²	California Vehicle Code section 23301.5; consistent with Bay Bridge and regional policies	Statutory Requirement
2	Tolling Hours	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. “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.	Treasure Island Mobility Management Study (2016) Treasure Island Mobility Program Implementation Report (2021) Peak periods are broadly consistent with Bay Bridge weekday peak/carpool hours.	Proposed Policy

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

² https://leginfo.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>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>“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 Attachment A, 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 Management 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>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>	Proposed Policy

TIMMA Toll Policy Register

Toll Policies				
No.	Policy Area	Policy Language	Rationale	Authority/ Source
		<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>Rate changes are rounded to the nearest quarter for ease of accounting and public information.</p>	

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 Attachment A.</p> <p>Discounts will be as follows:</p> <ul style="list-style-type: none"> 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. 	Consistent with the direction of the Downtown Congestion Pricing Study.	Proposed Policy

TIMMA Toll Policy Register

Attachment A: Toll Rate Schedule

TIMMA Toll Operations: Hours & Rates (1-way)				
Period	Times	Base Toll	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

Attachment 2

ADDENDUM TO ENVIRONMENTAL IMPACT REPORT

Addendum Date: January 21, 2022

Project Title: Treasure Island Tolling Project

Project Sponsor: Treasure Island Mobility Management Authority (TIMMA)

Project Sponsor Contact: Rachel Hiatt, Deputy Director for Planning,
rachel.hiatt@sfcta.org, (415) 522-4809

Lead Agencies: SFCTA and TIMMA

Staff Contact: Eric Cordoba, Deputy Director for Capital Projects,
eric.cordoba@sfcta.org, (415) 522-4812

Introduction and Background

The purpose of this memorandum is to describe the original CEQA clearance and state authorization of for Congestion Pricing on Treasure Island, and subsequent and proposed refinements by the Treasure Island Mobility Management Agency (TIMMA) to implement the congestion pricing program and the associated anticipated environmental effects, as well as to confirm the Toll System (civil works, toll equipment and software) to be implemented, operated and maintained by the Treasure Island Mobility Management Program.

SFCTA, in coordination with TIMMA, are the lead agencies under CEQA and have prepared this Addendum in consultation with the San Francisco Planning Department and Treasure Island Development Authority.

Congestion Pricing in TI Redevelopment Project Final EIR

On April 21, 2011, the San Francisco Planning Commission (City) and the Treasure Island Development Authority (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. The Final EIR evaluated 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 Final EIR anticipated significant traffic impacts related to vehicular congestion within downtown San Francisco, on the Bay Bridge and on Treasure and Yerba Buena Islands (the Islands). Congestion pricing was included in the development project description to offset these impacts and to support the provision of robust transit and other sustainable transportation options and strategies, to help realize overall sustainable development goals.

Attachment 2

The Final EIR describes congestion pricing as part of the redevelopment project's Project Definition, given the integral role congestion pricing was intended to play in reducing congestion on the Bay Bridge and downtown San Francisco and in providing a committed, permanent source of ongoing operating support for the new local and regional transit services to and from the Islands.

- Congestion Pricing advanced Project Sponsors' transportation objectives by "creat[ing] a circulation and transportation system that emphasizes transit-oriented development, discourages automobile use, and supports and promotes the use of public transportation and car-sharing, through a comprehensive transportation demand management program."¹
- Numerous plans had developed tolling as an integral part of the transportation strategy for development on Treasure Island and Yerba Buena Island since 1996.^{2,3}
- The Final EIR stated that congestion pricing was a key element of the Transportation Demand Management ("TDM") Plan included as part of the project.⁴
- Further, the approved design of the roadway network on the Islands anticipates tolling in the analysis of traffic and ramp queueing.

Authority to Establish and Modify Tolling Policies Over Time

The Final EIR Project Description stated that "the congestion pricing program would allow for imposition of fees applicable to residents who drive on and/or off the Islands during peak travel periods. The congestion pricing fees could be adjusted to reflect traffic patterns, congestion levels, time of day, and other conditions that affect the roadway system." The Final EIR stated the Treasure Island Transportation Management Agency's (TITMA) [now Treasure Island Mobility Management Agency or TIMMA⁵] has the "authority to impose the congestion pricing fees on other uses of the Islands should it be deemed necessary."⁶ This description was consistent with Streets and Highways Code Section 1967.3 within the Treasure Island Transportation Management Act as enacted by AB 981 (Leno, 2008) and amended by AB 141 (2014), which provided state legislative authority for San Francisco to establish congestion pricing on Treasure Island to achieve the twin goals of 50%+ transit mode share and financial viability of the mobility program. AB 981 also authorized the implementing agency to modify tolling policies over time as warranted to achieve program goals.

- AB 981 states that "*the transportation management agency shall have the exclusive power to... 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,*" and
- to "*adopt amendments to the congestion pricing fee structure initially adopted ... as the transportation management agency deems necessary and appropriate from time to time to*

¹ Final EIR II.5

² 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. Accessed August 11, 2020.

³ 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.

⁴ Final EIR IV.E.45

⁵ TIMMA was designated by the SF BOS in 2014.

⁶ Final EIR II.51; Final EIR 2.7.39-40

Attachment 2

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.”⁷

Addressing the requirement in Streets and Highways Code Section 1967.6, also included within and enacted by AB 981, that the transportation program ensure full public access to waterfront, recreational and open-space areas on Treasure Island, AB 981 further included a statement affirming the congestion management program’s benefits to public lands access. AB 981 states that the “Legislature finds and declares that adoption and implementation of the transportation program under this act, including the use of the congestion pricing, parking, and transit pass fees in accordance with this act, will provide substantial benefit to ... the public trust ... by promoting access to Treasure Island by a wide range of local, regional, and statewide visitors.”^{8, 11}

Addendum to Final EIR – Scope: Toll System and Congestion Pricing Program Policy Updates

Proposed refinements since the Final EIR include designs for five tolling facilities to specifically implement the congestion pricing program element of the congestion management plan. These will be delivered in phases with phase 1 comprising 3 sites and phase 2 comprising 2 sites. 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, the congestion pricing program has also 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 concluded that these changes will benefit all tolled motorists by managing congestion and expanding transit options, while maintaining affordability. The Affordability Program encompasses transit fare and toll discounts and exemptions for current residents, current workers and businesses. Future low-income travelers have also been included in the proposed Toll Rate Schedule (base toll and discounts/exemptions). Ferry service has also been accelerated with a developer-provided Interim public ferry service as well as a new TIMMA-WETA MOU to upgrade the propulsion of the TIMMA-provided public ferry service zero-emission/clean ferry.

The remainder of this document provides further details on these proposed refinements and evaluates the potential for the changes to result in environmental impacts not previously addressed in the Final EIR. The Treasure Island Tolling Project (project) analyzed in this Addendum includes the current TIMMA recommendations for congestion pricing program policies. This Addendum also analyzes the installation of the associated tolling hardware and implementation of the congestion pricing program.

Current Project Description

To implement the TDM Plan as envisioned in the Final EIR, specifically the congestion pricing program element, the SFCTA in coordination with TIMMA would install tolling facilities at several locations on Yerba Buena Island. During program operation, TIMMA would administer a congestion fee for accessing the Bay Bridge from the Islands and vice versa, to encourage the use of, and fund the operating costs of, alternative modes of transit. Amounts and hours that the fees would be charged would be controlled by TIMMA.

⁷ Streets and Highways Code §1967.3

⁸ AB 981, Sec. 2

Attachment 2

Tolling Location Refinements

Since certification of the Final EIR, the project has been refined to include 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 would 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.

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

Attachment 2

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)

Attachment 2

- 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.

Congestion Pricing Operating Assumption Refinements

Since certification of the Final EIR, the details for congestion pricing have been refined, pursuant to TIMMA's authority under AB 981 and AB 141, and consistent with the explanation in the Final EIR that TIMMA was authorized to adjust charges to respond to program performance and travel behaviors.

The Final EIR assumed congestion pricing to be applied to residents during peak periods only, with no toll discounts and no transit fare discounts. The Final EIR assumed that visitors would be initially exempt from congestion pricing, and that "fees would be charged to Island residents for auto access between the Bay Bridge and the Islands during periods of peak congestion... the amounts and hours that fees would be charged would be controlled by the TITMA; however, as currently envisioned and analyzed in this report, the fees would be charged between 6 and 9 AM and between 4 and 7 PM, in both directions, Monday through Friday. One of the key attributes of this program is that the TITMA would have the authority to adjust the amounts and duration of charges to dynamically respond to changing travel behaviors."⁹

As currently proposed, fees would apply to all drivers, except current residents, in both directions going on and off the Islands, seven days a week, according to a variable fee structure with higher base tolls in peak periods and lower toll levels during middays and weekends. High occupancy vehicles (HOVs) are defined as consistent with the Bay Area Toll Authority definition for vanpools, currently defined as vehicles with more than ten passenger capacity. Existing nonprofits and neighborhood-serving food services will receive subsidies to offset the cost of the toll. Existing residents and eligible Island workers will also be offered a discounted 3-operator transit pass for WETA, AC Transit and Muni services. In addition, TIMMA is proposing to implement toll discounts and exemptions for future moderate- and below-income travelers.

⁹ Final EIR IV.E.45

Attachment 2

Why the Change in Congestion Pricing Policy

The Treasure Island Transportation Management Act as enacted by AB 981 (2008) and amended by AB 141 (2014) states that the transportation program, including the congestion pricing program, serves a number of purposes and goals. As further described below, TIMMA has determined that achieving these goals requires modifications to the congestion pricing policy as assumed in the Final EIR.

The congestion pricing program is a key element of meeting the transportation program's goal to encourage the use of public transit and other sustainable forms of transportation rather than automobile usage, as mandated by the Treasure Island Transportation Management Act and the long history of planning for redevelopment of the Island. Streets and Highways Code Section 1967.1 states that:

"[t]he purpose of the Treasure Island transportation program is to accomplish all of the following: (1) To facilitate the implementation of an innovative, sustainable transportation program for Treasure Island that will encourage public transit, bicycle, pedestrian, and waterborne modes of transportation, reduce vehicle miles traveled, and minimize the impact of Treasure Island development on the system of state and local roadways affected by the San Francisco-Oakland Bay Bridge, as well as on the bridge itself, in furtherance of the California Global Warming Solutions Act of 2006 (Division 25.5 (commencing with Section 38500) of the Health and Safety Code)"

and

"(2) To develop a comprehensive set of transportation demand management programs to encourage and facilitate transit use and to minimize the environmental and other impacts of private motor vehicles traveling to, from, and on Treasure Island."'¹⁰

Subsequent to Final EIR certification, TIMMA adopted the Treasure Island Mobility Management Study (2016), which analyzed and recommended policies for the congestion pricing component of the transportation program and found that the original toll policy design would not achieve the program's transportation and financial goals. In order to achieve the twin goals of transit mode shares above 50 percent and financial viability for the overall mobility program, the 2016 Mobility Management Study recommended that tolling be applied to both residents and non-residents, as demand forecasts indicated that visitors and workers will make about 25 percent of on-off-Island trips, and that a toll will influence the travel decisions of these non-residents. Public outreach also strongly supported the extension of the toll to non-residents. The 2016 study additionally recommended that the hours of tolling operation be extended to include non-peak periods, as demand forecasts indicated that 55 percent of Island-generated trips will take place during non-peak periods. ; a resident-only toll during weekday peak periods only will not meet the transportation program's 50 percent transit mode share requirement.

Relationship and Benefit of 2016 Recommended Toll Policy Changes to Non-Resident/Off-Peak Travelers

¹⁰ Streets and Highways Code §1967.1(h)

Attachment 2

The 2016 operating assumption refinements and recommended toll policy changes relate to and benefit the drivers proposed to pay the congestion fee. The following section identifies the relationships and benefits between the toll policy recommendations and a) the midday and weekend travelers, and b) the non-resident travelers, a group that includes both work-based travelers and social/recreational travelers.

Relationship to Non-Residential Trips: Weekday middays and weekends are just as congested as peak periods, if not more so. At the time the analysis supporting the 2016 Study was conducted, Caltrans data indicated that both midday and weekend congestion routinely matched or exceeded peak levels.¹¹

The Development Project will generate significant new non-residential trips, not just resident trips. The land uses on the Island include not only residential units, but up to 140,000 square feet (sq. ft.) of new commercial and retail space, up to 100,000 sq. ft. of new office space, a hotel, a conference center, and 300 acres of new parks and public open space. These non-residential land uses will generate substantial new employee and visitor tripmaking.

All drivers contribute to congestion, not just resident drivers. The FEIR found that the non-residential uses would generate about **half** of the weekday peak trips, and **57%** of weekend peak trips. Social and recreational uses would generate 37% of weekday peak trips and **more than half**, 55%, of weekend peak trips.

Benefit. All travelers to TI, not just residents, benefit from emissions reductions and reduced congestion that results from the 2016 toll policy changes and associated improvement in congestion management. The 2016 Study found that the changes in toll policy reduced daily Island-generated Vehicle Miles of Travel (VMT) by 10%.¹² Transit mode share for trips on and off the Islands increased from 42% to 44% of peak period trips.¹³

Specifically, among visitors (neither Island residents nor Island workers), the project will increase visitorship as well as increasing the share of visitors using transit. In the first five years of development buildout, the new social and recreational land uses on the Island combined with ferry and other transit options are projected to increase visitor trips by 38%,¹⁴ including with the proposed changes in toll policy.

The new transit services and new transportation options that are afforded by the toll benefit all travelers to the Islands, not just residents. The ferry and east bay transit operating hours match the toll hours of operation. Additionally, transit mode share increases among residents and non-residents alike when offered the new transit services. With the toll policy changes, transit mode share increases among residents to 41% and among non-residents to 25%. Among visitors, in just the first five years of development buildout, the new transit services reduce the drive-alone mode share from 40% to 32%.¹⁵

¹¹ Bay Bridge Congestion Memo, SFCTA, 2014

¹² TIMMA Demand Analysis Appendix, TI Mobility Management Study, SFCTA, 2016, Table 18

¹³ Ibid.

¹⁴ SFCTA CHAMP 2021 (includes effects of the pandemic and updated developer's schedule)

¹⁵ Ibid.

Attachment 2

The following table compares forecast tripmaking under the original operating assumptions to tripmaking with the toll in operation during middays, weekends, and applied to non-residents.¹⁶

Table 1: Person Trips, Daily Total (average weekday)

	Daily Person Trips, Full Buildout Year		Difference	
	TITIP Residents only 6:00 AM to 9:00 AM 3:30 PM to 6:30 PM	2016 Toll Policy Study All Drivers 6:00 AM to 6:30 PM	Absolute # of Trips	%
All Person Trips	72,800	72,300	-500	<1%
Intra-Island Trips	13,400	13,400	0	0%
On/Off Island Trips	59,400	58,900	-500	<1%
Residents	43,900	43,800	-100	<1%
Non-residents	15,200	15,100	-100	<1%

Equity. The changes to the initial operating assumptions also result in a more equitable program. A larger base population paying the toll – all drivers that contribute to congestion – allows the overall toll rates to stay significantly lower than they would need to be if the toll population base were limited to residents or another subset of the drivers who contribute to congestion. This is a progressive effect of the toll policy changes, as nonresidents have significantly higher incomes than residents: the average household income of visitors to TI today is twice the average income of Island residents and workers.¹⁷

The other significant purpose of the congestion pricing program is to generate funds to ensure that stable (permanent and committed) operating funding is provided for the necessary transit service serving Treasure Island. Streets and Highways Code Section 1967.3 states that “[t]he 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.”¹⁸

The 2016 Treasure Island Mobility Management 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 meet the operations and maintenance cost recovery target for the transportation program. A toll applied to residents-only (as assumed in the Final EIR) was also found to be more costly to enforce and administer. The 2016 study also 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, operate, and maintain the transportation program. Furthermore, TIMMA’s 2021 update to the Treasure Island Travel Demand Forecast Report for Years 2025, 2030, and 2035 demonstrated that implementation of the recommended policy refinements can

¹⁶ TIMMA Demand Analysis Appendix, TI Mobility Management Study, SFCTA, 2016, Table 9

¹⁷ SFCTA CHAMP, 2021

¹⁸ Streets and Highways Code §1967.3

Attachment 2

achieve the transportation program’s goals of expanded transit service levels to achieve FEIR Mitigation Measure M-TR-2 Expanded Transit Service, along with the other goals of mode share and cost recovery.

Public Outreach

The proposed project 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 program for Treasure Island, including the development of the congestion pricing program, 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, small group conversations with business owners and non-profit representatives, and multilingual surveys.

In response to feedback gathered from the community and the 2016 study, the following details for the congestion pricing and mobility management (transit, ferry) 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
- Hours of operation
- Proposed rate
- Discounts and exemptions for current residents, workers, and businesses, as well as future low income travelers
- 3-operator transit pass with discounted passes for eligible residents and Island workers
- Proposed zero-emission ferry (TIMMA-WETA MOU, 2021) by 2024/5 vs. original diesel ferry
- Interim ferry offered by Developer TICD in early 2022.

Table 1 below summarizes key tolling assumptions from the Final EIR, the proposed project refinements, and their justifications.

Table 1, Summary of Key Topics, Final EIR Assumptions, Proposed Refinements, and Justifications

Key Topic	Final EIR Assumptions	Proposed Refinements	Justifications
Who pays the toll?	Fees would apply to residents only	Fees would apply to all drivers, except for current residents; low income workers and regional visitors/travelers would also receive discounts or exemptions	Community outreach The 2016 study found that a toll during weekday peak periods only will not meet the transportation program’s 50% transit mode share and financial cost recovery requirements.
When would tolling apply?	Tolling would apply during weekdays only	Tolling would apply seven days a week	The 2016 study found that a toll during weekday peak periods only will not meet the transportation program’s 50% transit mode share and financial cost recovery requirements.

Attachment 2

What are hours of operation?	Weekdays between 5-10 AM and between 3-7 PM Weekends from 8 AM to 8 PM	Peak expanded to match SFOBB peak periods; and expanded to include the midday non-peak period and weekends between 8 AM and 8 PM.	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 and will not meet the mode share goal.
What is the toll level?	Initially \$5; however, pricing is designed to remain flexible with respect to time of day, amount charged, and directionality, among other factors, such that it can dynamically respond to transportation and financial conditions over time.	\$5.00 during peak periods and \$2.50 during non-peak toll hours; to be reviewed periodically	The 2016 study found that TIMMA should set the toll level based on further study and the availability of additional supplemental operating funding sources. Base Toll Rate and Discount policy is the result of travel demand and financial forecasting conducted following the 2016 study.
Are discounts and exemptions included?	Visitors to the Islands, high-occupancy vehicles (assumed for transportation analysis purposes to be HOVs with three or more persons), and Coast Guard-related vehicles would not be charged a congestion pricing fee	<ul style="list-style-type: none"> • Discounts and exemptions for current residents, workers, and businesses, as well as future low income travelers. • Transit, shuttles, and vanpools, (10+ passenger capacity) as well as pedestrian and bicycle trips, are exempt from the toll. • Two-and three passenger carpools are not exempt from the toll. 	The 2016 study recommended that tolling be applied to both residents and non-residents, as financial modeling and demand forecasting indicated that a resident-only toll will not raise sufficient revenue to meet the operations and maintenance cost recovery target for the transportation program and will not meet the mode share goal. Recent travel demand analysis indicates proportional travel demand effects for visitors compared with other trip markets/groups and net benefits from the mobility management program for all travel groups.

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.

Attachment 2

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:

Construction Phasing

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

Phase 2 (July 2024 – June 2025)¹⁹

- Tolling Location 4 – West Side Bridges Project
- Tolling Location 5 – Treasure Island Road
- CCTV-2 – Hillcrest
- CCTV-3 – Treasure Island Road

Analysis of Potential Environmental Effects of Project Revisions

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

¹⁹ Pending Westside Bridges Project schedule

Attachment 2

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 project changes described above that have occurred since certification of the Final EIR 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

The project changes relative to the tolling facility installation would occur within existing street right-of-way, and would not change the intensity and duration of overall project construction. 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.

Changes to the congestion pricing policy have been made to ensure the goals and objectives of the transportation program would be achieved and produce the congestion management results as envisioned in the Final EIR.

As such, the project changes would not result in new significant or substantially more severe impacts in the following topics:

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

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 (fewer automobile emissions and less fuel consumption) and local noise reduction (less traffic) would still occur. The changes to the congestion pricing program are recommended to ensure that the twin goals of transit mode share and program cost recovery are met; and to ensure equity and to address economic concerns of existing residents, employees, and businesses on the Island. See discussion above under "Why the Change in Congestion Pricing Policy" for further explanation.

Attachment 2

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 the project.

- **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 Final EIR found that implementation of the congestion pricing program would be consistent with the Transportation Control Measures contained in the Clean Air Plan for the San Francisco Bay Area Air Basin. Changes proposed to the congestion pricing program are based on public input and more detailed study in order to ensure the transportation program goals as envisioned in the Final EIR would be achieved. Demand and financial modeling analysis indicates that the project changes would reduce congestion and provide air quality benefits through a reduction in VMT, automobile emissions, and fuel consumption, in a degree which is consistent with the Final EIR analysis and conclusions.

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.

Attachment 2

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*²⁰, 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 program 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 the project.

- **Mitigation Measure M-BI-1a:** A qualified botanist shall conduct presence/absence surveys for special-status plants prior to any ground disturbance work.

²⁰ 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.

Attachment 2

- **Mitigation Measure M-BI-1b:** A qualified biologist shall conduct a pre-project survey for nesting birds between February 1st and August 15th.
- **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.
- **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 revised 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.

Attachment 2

The changes proposed to the congestion pricing program 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 the project.

- **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.

Attachment 2

The changes proposed to the congestion pricing program 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 the project.

- **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 program 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. Since the time of approval in 2011, San Francisco has changed its transportation impact measure under CEQA from level of service (private vehicle delay) to vehicle miles traveled.

This section provides analysis to understand whether the project refinements described above – both the physical location refinements as well as the changes in operating assumptions – would result in any new significant transportation 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.

This section first considers the refinements to **physical location** of the tolling equipment. The following transportation mitigation measure **Mitigation Measure M-TR-1** was outlined in the Final EIR and will be carried out for the project.

- **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

Attachment 2

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 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.²¹ Accordingly, benefits of the congestion pricing program include reduced congestion.

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.

This section also provides analysis to understand whether the proposed changes in congestion pricing and mobility management **policies or programs**, as described above, that have occurred since certification of the Final EIR, would result in any new significant transportation 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. The analysis concludes that the proposed refinements will not result in any new significant adverse impacts related to transportation beyond those identified in the Final EIR, nor would they substantially increase the severity of the significant and unavoidable impact determination under CEQA. In fact, the changes proposed to the congestion pricing program would ensure that the transportation system's performance goals, including mode share and financial sustainability, would be met.

²¹ Final EIR IV.G.51

Attachment 2

As identified in the Final EIR, operation of the Treasure Island/Yerba Buena Island Redevelopment Project would have significant and unavoidable transportation and circulation impacts. Generally, although Bay Bridge mainline operations would operate similarly to today's peak hour conditions, through-traffic on the Bay Bridge could experience some increased congestion in the eastbound direction near the eastbound diverge section at Yerba Buena Island. The Final EIR also found that the Treasure Island/Yerba Buena Island Redevelopment Project would increase congestion in downtown San Francisco on streets approaching the Bay Bridge, which would increase travel times and impact regional transit operations. Additionally, a potential secondary impact of transit crowding on Muni's 108-Treasure Island (now 25-Treasure Island) bus line, was identified in the Final EIR as significant and unavoidable.

The following transportation mitigation measures **Mitigation Measure M-TR-2** and **Mitigation Measure M-TR-24** were outlined in the Final EIR and will be carried out for the project.

- **Mitigation Measure M-TR-2:** As a means to reduce vehicular travel to and from the Islands, additional transit capacity shall be provided. The project sponsors shall work with WETA and SFMTA to develop and implement the Proposed Project's transit operating plan.
- **Mitigation Measure M-TR-24:** Implementation of **Mitigation Measure M-TR-24** would only be triggered if the extent of actual vehicle queuing impacts the Muni line on Treasure Island Road and creates delays for Muni buses accessing the westbound transit-only on-ramp. As such, throughout the life of the project, the TIMMA, in consultation with SFMTA and using SFMTA's methodology, shall monitor the length and duration of potential queues on Treasure Island Road and the associated delays to Muni service.

The 2016 Study found that the original operating assumptions of the Final EIR would not alone suffice to meet the mode share and financial sustainability goals of the program, resulting in a project that would generate higher levels of VMT and delays, and that the policy changes are required to meet those goals. These changes, to user groups; hours of operation; and high occupancy definition, further decrease the vehicular trips associated with the project and increase the share of High-Occupancy Vehicle (HOV) 3+, bus and ferry trips, relative to the original operating assumptions in the Final EIR. The changes to the operating assumptions are also required to generate sufficient funding to support the enhanced and new bus, ferry, and shuttle transit as called for in the Final EIR's "enhanced transit" mitigation measure (**Mitigation Measure M-TR-2**) to reduce the traffic impacts of the Treasure Island/Yerba Buena Island Redevelopment Project.

In addition, TIMMA's 2021 update to the Treasure Island Travel Demand Forecast Report for Years 2025, 2030, and 2035 demonstrates that the changes to the operating assumptions would still achieve the expanded transit service level called for in the Final EIR's **Mitigation Measure M-TR-2**, along with the other transportation program goals of mode share and cost recovery. These forecasts guide policy decisions regarding new Treasure Island specific transit service plans, affordability programs, parking policy, toll rates, and toll hours of service. The forecasts also help to inform recommendations for transit services, tolling rates, and affordability program policies from opening date to full buildout.

The 2021 report describes the following proposed enhancements to transit service within and to Treasure Island:

- New and expanded MUNI routes to the Transbay Terminal and San Francisco Civic Center

Attachment 2

- New AC Transit route serving trips to/from Oakland Civic Center
- New ferry service operating out of the San Francisco Ferry Building
- Shuttle service to serve collect and distribute trips within Treasure Island
- Transit hub serving as an intermodal terminal for trips to/from and within Treasure Island

The proposed enhanced transit services are designed to overlap with the tolling hours of operation, offering Treasure Island residents and visitors high quality transit alternatives during the times that tolls are enforced. Incorporating the transit assumptions above, the 2021 report forecasted that transit ridership will more than double between 2019 and 2025 and will continue to double between 2025 and 2030. An increase of transit ridership of approximately 50 percent will occur between 2030 and 2035. These large increases in transit ridership on both weekdays and weekends are attributed to the new residential dwelling units, increased transit frequency and start of new East Bay bus and San Francisco ferry transit services, the tolling program, and strict on-island parking policies.

Some of the proposed refinements, such as the exemption for current residents, and the discounts and exemptions for future moderate- and low-income travelers, are forecast to increase vehicle trips among those user groups, relative to the original operating assumptions in the Final EIR. However, the toll policy changes also extend the congestion pricing fee to more driving trips by drivers with higher average incomes than the residents (that is, the Island workers and visitors). As a result, analysis indicates that the program remains able to generate sufficient revenue to fund the operating and maintenance costs of the Final EIR's "expanded transit" mitigation measure (**Mitigation Measure M-TR-2**). Analysis indicates that the toll exemptions and discounts will decrease transit mode share and increase VMT. However, increased transit and a 3-operator transit pass with discounts for eligible low-income residents and workers would be available. As a result, these effects do not impact transit mode share and VMT to a degree which is substantially greater than the transportation effects found in the Final EIR.

In conclusion, with the proposed refinement, the congestion management plan will be effective in reducing traffic congestion to a degree which is consistent with, or an improvement over, the Final EIR analysis and conclusion, and would not result in any new significant adverse impacts related to transportation. In addition, with the proposed refinements, the congestion management plan will be effective in funding the expanded transit service to a degree which is consistent with the Final EIR analysis and conclusion, including funding **Mitigation Measure M-TR-2**, and would not result in any new significant adverse impacts related to transportation. With the proposed refinements, the congestion pricing and mobility management program provide for positive net transportation (accessibility) and environmental benefits for all user groups.

Recreation and Public Access

This section provides analysis to understand whether the project changes described above that have occurred since certification of the Final EIR would result in any new significant environmental impacts on recreation and public access, substantially increase the severity of previously identified effects, or necessitate implementation of additional or considerably different mitigation measures for recreation and public access than those identified in the Final EIR.

The Final EIR impacts analysis discusses the changes in demand for recreational facilities that would increase the use of existing recreational facilities, require construction or expansion of recreation

Attachment 2

facilities, or physically degrade existing recreational Resources (FEIR IV.J.1). The City has not formally adopted significance thresholds for impacts related to recreation. The Planning Department Initial Study Checklist form provides a framework of topics to be considered in evaluating potential impacts under CEQA. Implementation of a project could have a potentially significant impact related to recreation if it were to:

- Increase the use of existing recreational facilities such that substantial physical deterioration of the facilities would occur;
- Include recreational facilities might have an adverse physical effect on the environment; or
- Physically degrade existing recreational resources.

The FEIR found no significant impacts from the project on recreational facilities, and the change in toll policy would not affect that finding. The Final EIR also 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.

Mitigation measure **Mitigation Measure M-TR-1** was outlined in the Final EIR and will be carried out for construction of the tolling facilities. Please see *Transportation* above for further description.

Tolling locations would be along existing roads and would not restrict recreation and 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 recreation and public access.

Changes proposed to the congestion pricing program would not adversely affect recreation or public access and would maintain or enhance access to public lands. The changes proposed to the congestion pricing program would not affect a significant number of trips compared to the volume of recreational and public access trips estimated in the Final EIR.²²

Additionally, the increase in transit service levels cannot be afforded without the policy changes, and provides significantly more transit than the base level assumed in the Final EIR, resulting in an increase in trips by non-residents. During operation, revenue generated through tolling will fund alternative modes of transportation on and off the Islands which will improve accessibility to public trust areas and public recreation opportunities on the Islands. AB 981 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 states 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.

²² TIMMA Demand Analysis Appendix, TI Mobility Management Study, SFCTA, 2016, Table 9

Attachment 2

As such, the refined congestion pricing program would meet the revenue goals of the transportation program and would be applied to support enhanced and new bus, ferry, and shuttle transit, as well as bicycle sharing. Consistent with AB 981 and the analysis and conclusions in the Final EIR, the proposed project changes would improve accessibility to public trust and public recreational opportunities on the Islands and would be a beneficial impact of the project. In conclusion, the project revisions described above that have occurred since certification of the Final EIR would not result in any new significant environmental impacts on recreation and public access, substantially increase the severity of previously identified effects, or necessitate implementation of additional or considerably different mitigation measures for recreation and public access than those identified in the Final EIR.

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)).

As described above, the project changes would not result in one or more significant effects not discussed previously in the Final EIR and would not result in substantially greater impacts than those found and disclosed in the Final EIR. The changes to the congestion pricing policy would ensure that the goals of the transportation program as envisioned in the TITIP and Final EIR would be achieved, and that beneficial effects from implementing the congestion pricing program would be achieved. 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

Attachment 2

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.

Attachment 2

References

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. Accessed August 11, 2020.

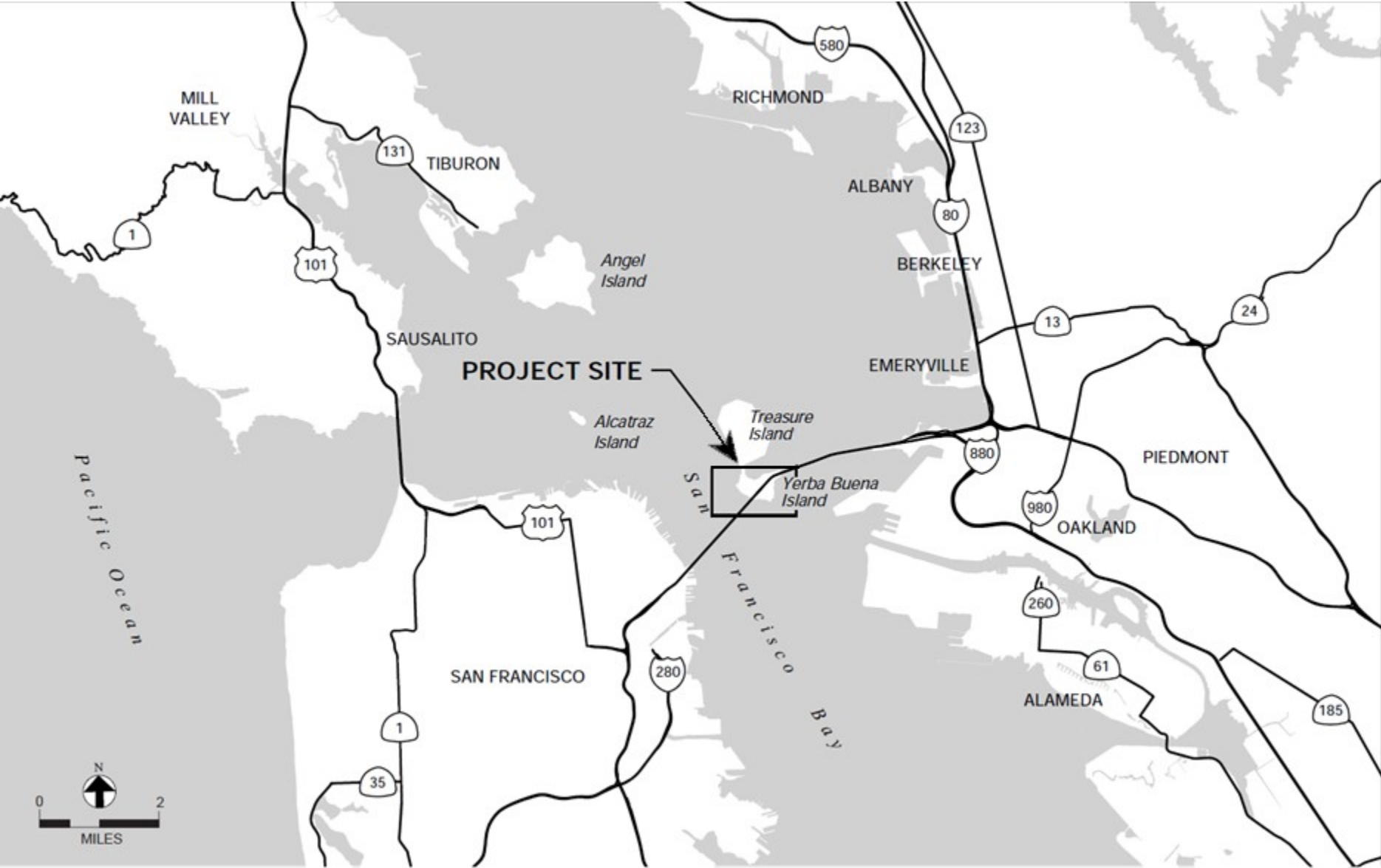
City and County of San Francisco 2011. *Treasure Island/Yerba Buena Island Redevelopment Project. Final Environmental Impact Report*. Certified April 21, 2011. Available here: <https://sftreasureisland.org/FinalEIR>. Accessed June 1, 2020.

Treasure Island Development Authority (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.

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.

Treasure Island Mobility Management Agency (TIMMA) 2016. *Summary Report – Treasure Island Mobility Management Study*. Adopted July 2016. Available here: <https://www.sfcta.org/sites/default/files/2019-03/TIMM%20Study%20Summary%20Report.pdf>

Treasure Island Mobility Management Agency (TIMMA) 2021. *Treasure Island Demand Model Analysis Report for years 2025, 2030, and 2035*. Updated November 2021.



Regional Location

Figure

Source: Turnstone Consulting 2011; Circlepoint 2020



Toll Location 1 (Macalla Road)

Figure

Source: HNTB 2020; GoogleEarth 2020



Toll Location 2 (Macalla Rd)

Figure



Toll Location 2 Simulation

Figure

04



Toll Location 3 (Southgate Project)

Figure

05



Toll Location 3 Simulation

Figure

06



Toll Location 4 (West Side Bridges Project)

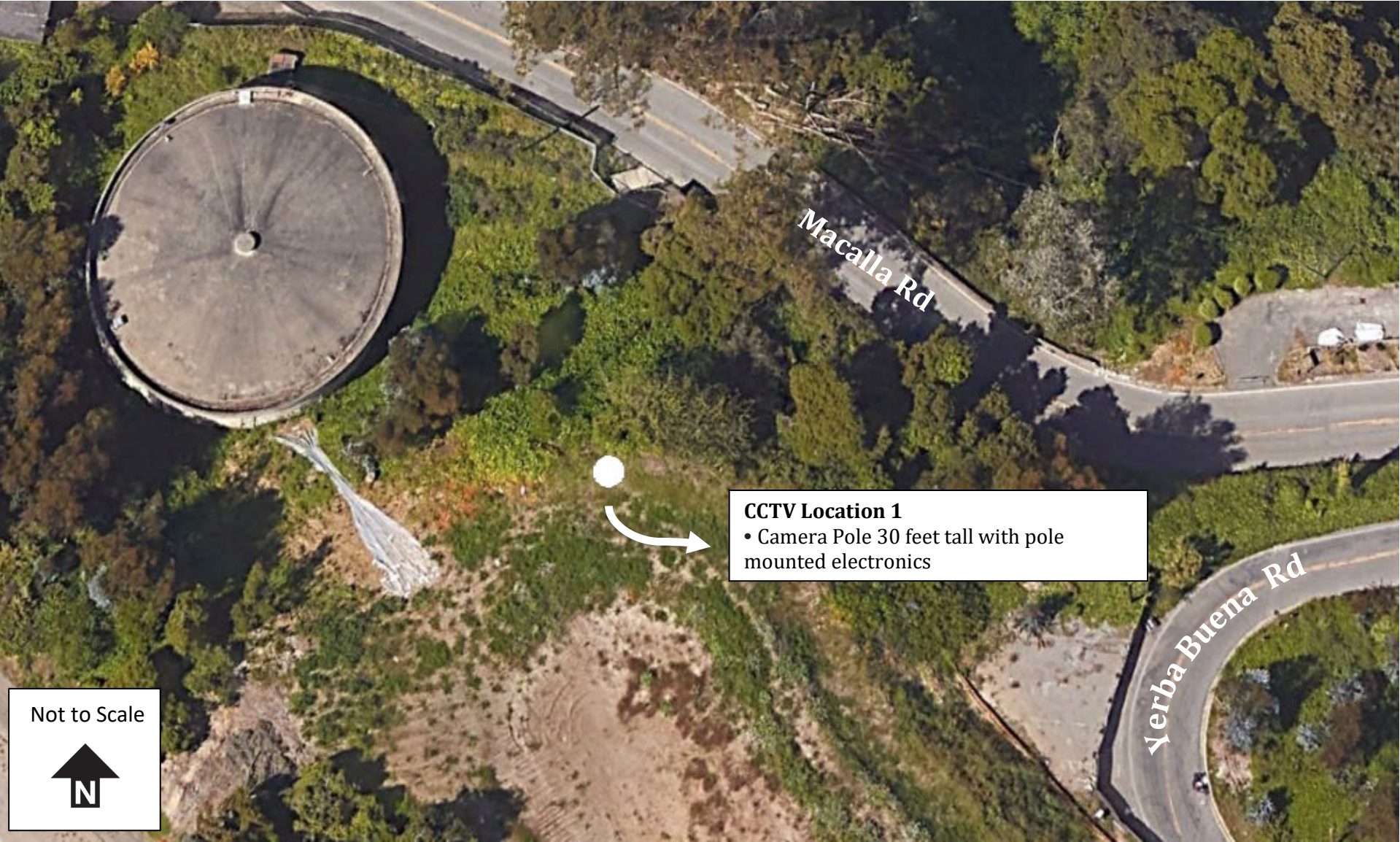
Figure

Source: HNTB 2020; GoogleEarth 2020



Toll Location 5 (Treasure Island Road)

Figure



CCTV Location 1 (Macalla Rd)

Figure



CCTV Location 2 (Hillcrest Rd)

Figure

Source: HNTB 2020; GoogleEarth 2020



CCTV Location 3 (Treasure Island Rd)

Figure

Source: HNTB 2020; GoogleEarth 2020

Goals of Treasure Island Outreach

Members of the Treasure Island community have shaped the TITIP through the feedback they have provided during the planning process. These refinements and updates are captured in the Treasure Island Mobility Management Program Implementation Report (TIMM PIR). Since the 2014 formation of the TIMMA, the goals of agency outreach to the Treasure Island community have been to:

- Learn about the transportation priorities of those who currently live, work, or visit Treasure Island;
- Publicize the development of the TITIP policies and programs so community members are able to shape policy aspects that were not finalized in the 2011 TITIP;
- Co-create solutions to remaining challenges and customize remaining policy issues to address needs not tackled in the 2011 TITIP; and,
- Create 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 since the TIMMA's formation in 2014 shaped the TIMM PIR in various ways. Key takeaways include:

- Overall, Treasure Island community members expressed a concern that the future of the island was one that would only cater to high-income residents, and that the toll had the potential to increase inequity on the island. In response to this concern, the TIMMA Board adopted the Toll Exemption for Current Residents. In addition, the Base Toll and Discount Policy includes toll discounts for all future low-income travelers for any trip purpose.
- 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 to attracting customers and employees. In response, the TIMMA Board adopted toll subsidies for current nonprofit employers and resident-serving food service businesses and workers. For those employers and businesses not eligible for the business affordability program, TIDA should take cost of doing business into account when negotiating lease terms with these tenants.
- The TITIP policies that discourage driving need to be matched by high quality transit. In response, the TIMMA recommends higher ferry, shuttle, and bus transit service levels at Program launch than those originally contemplated in the 2011 TITIP, discussed further in Chapter 10 of the TIMM PIR.
- Stakeholders questioned whether other funding sources could pay for the regional transit ongoing operations, such as developer or other City sources. In response, the TIMMA has developed a revised funding strategy that includes additional local, regional, state, and federal funding sources not originally anticipated in the 2011 TITIP, discussed further in Chapter 11 of the TIMM PIR.
- Stakeholders expressed concern with the change in toll policy initial operating assumptions to extend to all drivers, not just residents. In response, the recommended Base Toll and Discount Policy offers means-based toll discounts or exemptions to 60% of all Bay Area households based on income: a 50% toll discount for all Treasure Island driving trips for travelers earning between 55 and 120% of Area Median Income, and a 100% exemption for travelers earning below 55% of Area Median Income. These discounts apply for any trip purpose.

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 TIDA Citizens Advisory Board meetings, multilingual community open houses, focus groups, and co-creation workshops, small-group conversations with business and non-profit representatives, and multilingual surveys. Outreach opportunities were refined over time, 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 the COVID-19 pandemic 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.