

VOLUME II

**TRANSBAY TERMINAL /
CALTRAIN DOWNTOWN EXTENSION /
REDEVELOPMENT PROJECT**

in the City and County of San Francisco

**FINAL ENVIRONMENTAL IMPACT STATEMENT/
ENVIRONMENTAL IMPACT REPORT AND
SECTION 4(f) EVALUATION**

**RESPONSES TO PUBLIC COMMENTS ON THE
DRAFT ENVIRONMENTAL IMPACT STATEMENT/
DRAFT ENVIRONMENTAL IMPACT REPORT AND
DRAFT SECTION 4(f) EVALUATION**

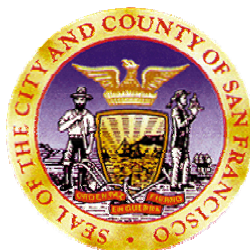
by the

**U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL TRANSIT ADMINISTRATION**

and the

**CITY AND COUNTY OF SAN FRANCISCO,
PENINSULA CORRIDOR JOINT POWERS BOARD, AND
SAN FRANCISCO REDEVELOPMENT AGENCY**

March 2004



**Responses to Public Comments on the Transbay Terminal/
Caltrain Downtown Extension/Redevelopment Draft Environmental
Impact Statement/Environmental Impact Report**

INTRODUCTION

The Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project Draft Environmental Impact Statement/Environmental Impact Report (Draft EIS/EIR) was released for public review on October 4, 2002. Notice of availability of the Draft EIS/EIR was published in the *San Francisco Independent* newspaper and posted at the Planning Department. Five hundred fifty newsletters were sent to the mailing list announcing the availability of the Draft EIS/EIR, and a letter was sent directly to property owners whose properties could be directly affected by the Project. Fifty 11"X17" posters were posted throughout the Project area, including along Second Street. Notices were sent to all property owners within 300 feet of the project boundary as required by the San Francisco Administrative Code Chapter 31.

As announced, the Draft EIS/EIR was available for on-line review on the Transbay Joint Powers Authority (TJPA) web site. Three hundred eight two copies, both printed and compact disc versions, of the Draft EIS/EIR were mailed to agencies and individuals. The document was also available for review at the following locations:

- Caltrain Headquarters, Second Floor Reception, 1250 San Carlos Ave., San Carlos
- San Francisco Central Library, 100 Larkin Street (at Grove)
- City of Berkeley Central Library, 2090 Kittredge Street (at Shattuck)
- San Francisco Planning Department, 1660 Mission Street, First Floor Public Information Center
- AC Transit Headquarters, 1660 Franklin Street, Oakland (Board Secretary)
- Main libraries of cities along the Caltrain Corridor

Three public hearings were held:

- November 12, 2002 at 5:00 pm – San Francisco Redevelopment Agency Commission in the San Francisco City Hall,
- November 13, 2002 at 7:00 pm (with an open house at 6:30 pm) – Caltrain Headquarters, San Carlos, California, and
- November 26, 2002 at 12:30 pm – San Francisco Planning Commission in San Francisco City Hall.

At the request of the public, the comment period was extended by the Planning Commission on November 26 to December 20, 2002. The agencies, organizations, associations, businesses, and individuals listed in the table beginning on the next page provided comments on the Draft EIS/EIR.

The final environmental documentation consists of three volumes. Volume I is the Final EIS/EIR (which is the Draft EIS/EIR as amended). Volume II contains responses to public comments on the Draft EIS/EIR, and Volume III contains the written comments and transcripts from the public hearings. In this Volume II, public comments are organized under specific categories. The following table provides the comment number(s) provided by each agency, organization, association, business, or individual along with the page number(s) on which the corresponding comment(s) and response(s) to these comment(s) can be found.

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COMMENTS AND RESPONSES

The following provides all the public comments received on the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project Draft Environmental Impact Statement/Environmental Impact Report. The comments are organized by subject matter, and responses are provided to each comment. In some instances there were many similar comments which are grouped with a single overall response.

1.0 "PURPOSE AND NEED"

1.1.1 AC Transit – Kathleen Kelly, Deputy General Manager, Service Development, December 20, 2002

"In reviewing the draft EIS/EIR, the Planning Committee of AC Transit's Board of Directors raised some concerns. One concern was that the Purpose and Need statement contained on page S-1 did not make any mention of improvements for passengers. We propose that the following language be added to the listing of needs addressed by the project: "Improve the Terminal as a place for passengers and the public to use and enjoy."

Response 1.1.1 The Purpose and Need Section of the Final Environmental Impact Statement/Environmental Impact Report (Final EIS/FEIR) has been revised to incorporate this suggestion.

1.1.2 Golden Gate Bridge District, Alan R. Zahradnik, Planning Director, November 19, 2002

"District concurs with the primary objectives of the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project (Project) to improve public access to bus and rail services, modernize the Transbay Terminal, and reduce non-transit vehicle usage."

Response 1.1.2 The EIS/EIR co-lead agencies acknowledge the District's concurrence with the Project's primary objectives.

1.1.3 San Francisco Muni, Jose Cisneros, Deputy General Manager for Capital Planning & External Affairs, December 17, 2002

"We are please to see this project moving forward, as it is a very important project for the future of transportation in San Francisco and for the entire Bay Area. This project is critical as a major regional linkage, and will improve transit services for a wide variety of riders."

Response 1.1.3 The project has been designed to provide a major regional linkage and improve transit services.

1.1.4 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

"In recounting the history of recent planning efforts in and around the Transbay Terminal, it is important that this document cite the voter initiative of November 1999 that instituted the current process. Two sections are particularly relevant to this document; Section 2. 'As part of the extension of Caltrain downtown, a new or rebuilt terminal shall be constructed on the present site of the Transbay Transit Terminal serving Caltrain, regional and intercity bus lines, Muni, and high speed rail, and having a convenient connection to BART and Muni Metro...' Section 9. 'The mayor, the Board of Supervisors, and all relevant city officers and agencies are hereby forbidden

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from taking any actions that would conflict with the extension of Caltrain to downtown San Francisco, including, but not limited to, pursuing any uses that conflict with Section 2; or undertaking any other land use or development efforts that would conflict with the intent of this legislation.'

"This mandate must be followed in implementing this project. In the case of this document, it should be the guide for determining the environmentally superior project."

Response 1.1.4 It is assumed that the commentor is referring to Proposition H, an initiative passed by the San Francisco voters in 1999. This proposition is referred to in the Draft EIS/EIR seven times as follows:

Summary Chapter, Section S-1, page S-3	Describes the proposed extension of Caltrain as consistent with Proposition H.
Chapter 1 Purpose and Need, Section 1.2.4, page 1-11.	Discusses the importance of the terminal and Caltrain in the context of the voters improving Proposition H. Provides a brief statement of what is contained in the proposition.
Chapter 1- Purpose and Need, Section 1.2.4.5, page 1-16	Notes that Proposition H includes the new Terminal as the preferred location of future high speed rail.
Chapter 2-Description of the Project Alternatives, Section 2.3.1.2, page 2-46	Notes that withdrawal of the Main/Beale site as the site of the new terminal is consistent with Proposition H.
Chapter 6-Financial Analysis, Section 6.6.3, page 6-11.	Notes that the project has local support as evidenced by passage of Proposition H in 1999.
Chapter 8 – Draft 4(f) Evaluation, Section 8.6.1.1, page 8-11	States that the proposed new Terminal site is consistent with Proposition H.
Chapter 8- Draft 4(f) Evaluation, Section 8.6.1.2, page 8-11	States that the withdrawal of the Main/Beale site was consistent with Proposition H.

The comments regarding Sections 2 and 9 of Proposition H as being determinant for the selection of the environmentally superior alternative seem to misconstrue the focus of Proposition H. This voter approved measure concerned extension of the Caltrain tracks, which currently terminate at the Fourth and Townsend Caltrain Station, to a new or rebuilt station on the site of the Transbay Terminal and the pursuit of certain improvements in Caltrain facilities and services. The Environmentally Superior Alternative along with the reasons for its selection are found in Volume I, of this EIS/EIR on page S-27, Section S.7.

The comments also cite Section 9 of the ordinance, but the citations omit a relevant portion of this section. Section 9 of Proposition H provides as follows (including the omitted portion in bold):

*"The Mayor, the Board of Supervisors, and all relevant city officers and agencies are hereby forbidden from taking any actions that would conflict with the extension of Caltrain to downtown San Francisco, including, but not limited to, pursuing any uses **for the present Transbay Terminal site** that conflict with Section 2, or undertaking any other land use planning or development efforts that would conflict with the intent of this legislation."*

Such efforts would include development efforts that the City, its officers, or agencies sponsor on public property, or land use planning efforts such as rezoning or redevelopment plan activities that might change the pattern of development in a way that is inconsistent with the intent of the legislation. The EIS/EIR analyzes a project to extend Caltrain to a new or rebuilt terminal that is

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proposed on the present site of the Transbay Terminal. This Project meets the intent of Section 2 of Proposition H and does not conflict with Section 9 of Proposition H.

CEQA only requires that the review process for a project and its alternatives satisfy the requirements set forth in State and local law for the conduct and analysis of environmental review. This EIS/EIR complies with these requirements. As set forth in CEQA Guideline Section 15121, an EIR is an informational document which informs the public decisionmakers and the public about the project's physical impacts to the environment, identifies possible ways to minimize significant environmental impacts, and describes reasonable alternatives to the project. It is not an approval of the project described therein.

1.1.5 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

"The League of Women Voters of the Bay Area, an inter-League organization of twenty-one local Leagues in the nine Bay Area counties has long advocated for this project because of its importance for regional transit connectivity. Several LWVBA goals are in alignment with the opening Statement of Purpose and Need (S-I), notably:

- "Improve public access to bus and rail services.
- "Enhance connectivity between Caltrain and other major transit systems. Reduce non-transit vehicle usage.
- "Improve regional air quality by reducing auto emissions.
- "Facilitate transit use by developing both market-rate and affordable housing next to a major transit hub.
- "Provide a multi-modal transit facility that meets future transit needs."

Response 1.1.5 The co-lead agencies of the EIS/EIR acknowledge the agreement between the League of Women Voters' goals and the Project's Purpose and Need.

1.1.6 BayRail Alliance, Margaret Okuzumi, December 20, 2002

"BayRail Alliance, a rail transit riders' group consisting mostly of Caltrain riders, wishes to submit the following comments on the draft Transbay Terminal EIS/EIR. We are strong supporters of the Transbay Terminal project, and we feel that it is one of the most exciting public transportation and land use projects in the United States..."

"Summary of our Recommendations: Build a new terminal and rail extension that can accommodate the next fifty years of growth for rail and bus transit in the Bay Area and California..."

Response 1.1.6 The EIS/EIR co-lead agencies acknowledge the BayRail Alliance's support for the Transbay Terminal Project. Planning for this Project has been designed to accommodate transit needs far into the future.

1.1.7 Roger Brandon, Speaker, 11/26/02 Public Hearing

"I'm here about the proposal to move the downtown Caltrain terminal from its present location at Fourth and Townsend Streets to First and Mission Streets, going underground on Second Street, having two levels underground at First and Mission Streets. It is expensive to locate a railroad underground. This project raises many other questions. How many trains will be waiting underground to unload at First and Mission Streets during the morning rush hour? "It would be easier to find some other way to get into the downtown business district. If you're familiar with

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the, the train system, you know there could be 10 trains arriving in an hour, and several trains leaving in an hour. This proposal does not seem feasible. "Many people do not realize that we already have a good connection with downtown transportation lines for incoming rail passengers. All they have to do is a cross to street to Fourth and Townsend Streets and board a Muni Metro line which will connect them with a transbay rail system.

"We have a transbay connecting system in places. For good reason, San Francisco voters rejected the proposal on the San Francisco ballot one year ago. It is not necessary. It is impractical. This is another waste of money, spending money for the sake of spending money. The present terminal location at Fourth and Townsend Streets is better for the city, and we should reject this underground terminal. We had better find some practical-minded fiscal managers for the city who do not want to put up a new building every time we find a surplus in the accounting. We find that the EIR overlooks many, many obvious problems and that the proposal, it is a, not realistic, not a good idea. And the voters, the voters decided against it a year ago on the ballot. Their good decision should not, should not be overturned. Thank you."

Response 1.1.7 Based on train simulations performed of the worst case conditions, no trains would be waiting to unload. Incoming trains would enter without delay, unload, and either remain in place, move to the tail track, or move to the yard. The proposed terminal would have sufficient capacity to load and unload trains without delays.

Existing connections at the Fourth and Townsend Caltrain Station to downtown San Francisco do not perform as well as the proposed Caltrain Downtown Extension. The time penalty for transferring to and from Muni Metro and local buses at the Fourth and Townsend Caltrain Station severely limits the number of riders willing to take the train directly to the employment center in the Transbay Terminal area. Even though Caltrain serves the entire Peninsula, its potential to serve downtown San Francisco is greatly limited by the time-consuming transfers. Project studies indicate that the existing Muni Metro connection between downtown and Fourth and Townsend requires about 30 to 35 minutes to reliably make the trip in the PM-peak period. During the AM peak, the trip between Fourth and Townsend to downtown requires about 20 minutes on the average. These times include five-minute walk times on the downtown end. The primary problem, particularly in the PM peak period, is the predictability of the Muni Metro service for connecting with Caltrain. Caltrain departures typically are on time and trains depart on average every 20 minutes during the peak periods. Passengers desiring to catch a particular train on a return trip in the afternoon are required to allot sufficient time for the connection to avoid missing the intended train. Connections to the AM reverse commute have a similar problem, affecting the fastest growing segment of the Caltrain ridership.

With the opening of the Millbrae Intermodal Station in June 2003, BART provides another connection between Caltrain and the downtown, but a trip to the BART station near the Transbay Terminal requires more travel time and a larger fare by comparison to the proposed Transbay Terminal Station. Between Millbrae and the Financial District close to the Embarcadero Station, the new BART connection is only slightly faster (two and five minutes) than the existing Caltrain with a Muni Metro connection and costs an additional \$1.65 each way.

In contrast, with a downtown station at the Transbay Terminal, Caltrain would serve trips from the entire Peninsula to downtown San Francisco, delivering commuters to the center of the downtown quickly and conveniently without a transfer and thus maximizing the number of transit riders to the downtown from the Peninsula. Extending Caltrain to the Transbay Terminal is projected to make the trip to the Financial District eight to 14 minutes faster than BART, with an assumed passenger facility charge (PFC) of \$0.75 at the new terminal, and 10 to 18 minutes

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faster than currently possible on Caltrain between Millbrae and the Financial District with the now required transfer at Fourth and Townsend.

It should be noted that the extension of rail tracks from Fourth and Townsend to the Transbay Terminal would also enable a high-speed rail station in the Financial/South of Market District – a primary purpose of the Project. The rail extension would provide direct service for Caltrain and high-speed rail to the proposed multi-modal facility, allowing for a seamless transfer to the other transit providers operating in the new facility.

Multiple alignment alternatives have been reviewed for the extension of Caltrain into Downtown San Francisco, as described in Section 2.3, Volume I, of this EIS/EIR. The Transbay Joint Powers Authority adopted in March 2003 a Locally Preferred Alternative for the Caltrain Downtown Extension, including the Second-to-Main Caltrain Extension Option.

San Francisco voters did not reject but rather passed Proposition H in 1999 affirming support for a Caltrain Downtown Extension.

**1.1.8 Jennifer Clary, President, San Francisco Tomorrow, Speaker, 11/26/02
Public Hearing**

"I'm president of San Francisco Tomorrow... Norm Rolfe wanted to correct an earlier speaker, and to remind you that Proposition H in November 1999 passed with almost 80 per cent of the vote and designated an extension to Caltrain and a new Transbay Terminal, and continued urban design comments.

Response 1.1.8 The EIS/EIR co-lead agencies concur with Ms. Clary's statements regarding Proposition H.

1.1.9 Michael Rothenberg, December 19, 2002

The Draft EIS/EIR provides a comprehensive view of the project, project alternatives, why it is needed, its overall potential scope, impacts, benefits and costs. The initiating item, as made clear in the document, was the seismic problems of the existing Transbay Terminal and need to replace it with an earthquake-safe terminal. I commend staff of all agencies involved in this project for recognizing, early-on, the opportunity this provided to expand the project scope to include both redevelopment of the surrounding area and extension of Caltrain into a new terminal be built to accommodate its operation.

"The need to replace the current terminal is clear and the opportunity to redevelop the surrounding area should be done where feasible, under either of the "Build" alternatives. However, I believe the Caltrain extension into the terminal should be eliminated from the planning process for the following reasons:

"(1) such proposed extension, estimated to cost in the \$800 million range, is far too costly for the potential ridership gain involved.

"(2) the severe funding difficulties in the current economic environment, likely to continue indefinitely, will work against the Caltrain extension proposal and probably keep it from being funded, especially considering its weak economic features and more financially-attractive and cost-effective aspects of competing projects. The current official state budget shortfall, more than \$34 billion, will result in severe state funding cutbacks for proposed transportation projects and there are Federal cutbacks to also be considered. Therefore, the Caltrain extension

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component should be dropped so the terminal replacement and area redevelopment aspects of the proposal would not be hindered by failure to secure funding for the Caltrain extension component.

"(3) other potentially greater cost-effective approaches benefiting both Caltrain and Muni Metro riders are either available now, or potentially available, and they can be implemented more quickly and should be developed."

"(4) the extension puts all the burden to seek funding and build the Caltrain extension on the project partners (San Francisco Planning Department, the San Francisco Redevelopment Agency, and the Peninsula Rail Joint Powers Board), though it will be designed to allow High Speed Rail trains reach downtown San Francisco. This "piggy-backing" on these three agencies' efforts to reach downtown San Francisco, without itself seeking, obtaining and constructing its own downtown access, is unfair and unethical, and works to divert costs that otherwise should be borne by the California High Speed Rail Authority. (In fact, its own web site, regarding funding and building the system, assumes 15% of the right-of-way is in public ownership and "will be provided to the system at no cost. This cost avoidance amounts to between \$373.5 and \$499 million ".) High speed rail should bear its own construction costs.

"What is the funding situation of current Caltrain and Muni Metro projects?"

"(1) Regarding Caltrain, the DEIS/DEIR notes that Caltrain electrification is based on the assumption that the line will be electrified and new electric powered rolling stock will be purchased. It notes that should electrification not proceed, dual-mode diesel-electric locomotives would need to be purchased and the cost, estimated to be \$235 million, added to the Downtown Extension component of the Transbay Terminal project. Peninsula Corridor Joint Powers Board draft minutes for the October 31, 2002 meeting notes that the funding availability is what is driving the electrification project and without money, there is no way the project could move ahead. In that event, I do not believe spending \$235 million for the alternative approach, buying dual-mode engines, is either wise or feasible. I certainly do not believe it should be made a part of the Transbay Terminal project scope and its cost borne by the overall project.

"(2) Regarding the Muni Metro, state money, if not cut due to the budget shortfall, should allow the design phase of the northern (Central Subway) portion of the Third Street light rail line to be completed. However, there is no funding for its construction, estimated, in 1997, to cost \$750 million. In current dollars, the figure would be even higher.

"What can be done? In place the highly-cost-ineffective Caltrain downtown extension proposal, there are some cost-effective approaches that should be investigated, and design proposals and cost estimates prepared for. The costs for some are almost negligible, compared with the proposed \$800 million cost range for the Caltrain extension. I recommend the following be studied:

"(1) Construct a covered pedestrian bridge over (or a pedestrian tunnel under) the westbound King Street traffic lanes, to provide a direct connection between the existing Caltrain Fourth and King Street terminal and the Muni Metro Fourth Street station. This would not only allow riders to go from one system to the other without needing to wait at red traffic lights at that intersection to turn green but also provide protect them from inclement weather. It should attract additional riders to Caltrain and the Muni Metro extension along the Embarcadero and into the Market Street subway.

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“(2) Give Muni Metro trains on the surface extension to the Fourth Street station complete traffic signal pre-emption capability, i.e., have all signals turn green along the route whenever a Muni Metro train approaches in either direction. This will speed up the time it takes for riders to get from Market Street to the Caltrain terminal. It should attract yet more riders to Caltrain and the Muni Metro extension along the Embarcadero and into the Market Street subway.

“(3) Increase the frequency of Muni Metro trains between the Market Street subway and the Embarcadero and the Caltrain terminal, as warranted by increased ridership.

“(4) Develop a joint design of the Central Subway portion of the Third Street light rail line to include Caltrain single level electric trains that could run directly into it from the peninsula. Multiple use of this subway would result in shared costs between Muni and the JPB, resulting in lower costs for both agencies and make it easier to secure funding to build it, as it would become a more cost-effective project with the multiple uses I propose. Caltrain would need to be equipped with new single-level diesel-electric motor unit (D/EMU) equipment compatible with the tunnel infrastructure. Being standard gauge, it could possible share common trackage with the Muni Metro trains, or it could be built with separate tracks on its own level, as part of a single construction project. This would be similar to the Market Street Subway, where the two levels housing Muni Metro and BART tracks, and common stations and mezzanines, were built in a single cost-effective project. The new Caltrain D/EMU equipment would run using overhead electric line when in the Central Subway, and would run using the on-board diesel engines (generating electricity to power the wheel motors) when on the existing Caltrain right-of-way between San Francisco and San Jose. Should that line get electrified, this equipment would then get power from the overhead electric line and continue to be used. This would be a more cost-effective solution, when compared with the DEIR/EIS proposal to buy a new set of electric engines for Caltrain, needed to access the Transbay Terminal, costing \$235 million. With joint use of the Central Subway and enhanced attractiveness of the Muni Metro surface extension into the Market Street subway, Caltrain riders will have two cost-effective ways to get downtown.”

Response 1.1.9 The EIS/EIR co-lead agencies appreciate Mr. Rothenberg’s comments regarding the comprehensiveness of the EIS/EIR and inclusion of transit oriented development and the Caltrain Downtown Extension in the Project. They acknowledge Mr. Rothenberg’s statement about the need to provide a new Transbay Terminal and an opportunity to provide transit oriented development around the terminal.

Mr. Rothenberg recommends that the Caltrain Downtown Extension be eliminated from the Project. The EIS/EIR notes the multiple benefits from the Downtown Extension. The extension would eliminate the need for train riders to transfer at Fourth and Townsend to reach the employment center of San Francisco, would provide greater seamless connectivity to other forms of transit, reduce travel time for existing passengers as well as attract new passengers, and provide the alignment, trackage, and station for a state-wide high-speed rail system leading to downtown San Francisco.

As part of their action on the FEIS/FEIR, the co-lead agencies will determine if these benefits justify the expenditure of funds for this component of the Project. The co-lead agencies note that the Project, including the Caltrain Downtown Extension, is included as a top priority in the adopted Regional Transportation Plan, as are the other projects identified by Mr. Rothenberg. The regional planning body and regional transportation plan therefore view all of these projects as critical regional priorities. In addition, the voters of the City and County of San Francisco considered this project important enough to pass Proposition H in 1999 directing the City to

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implement the Downtown Extension to the site of the current Transbay Terminal, indicating that a majority of City voters think that the project is worthy of implementation.

A refined financial plan has been incorporated into the Final EIS/EIR that includes funding from an increase in bridge tolls on the Bay Bridge (passed by Bay Area voters on March 2, 2004 – Regional Measure 2) and from the California High Speed Rail Project, should that initiative be passed by the voters. SB 1856, signed by the Governor in 2003, places this initiative on the state ballot in November 2004. The co-lead agencies note that the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project funding plan does not include Section 5309 “New Starts” funds, which is a primary funding component for the “Central Subway.” Thus, the two projects are not competing for these federal funds.

Mr. Rothenberg’s proposal for a shared tunnel under Third Street for the Third Street “Central Subway” would not enable high-speed trains to travel to/from the Transbay Terminal – a requirement of the California High Speed Rail Bond measure. Shared trackage of LRT and Caltrain DMUs, while feasible, would present critical operational challenges; and a multi-level shared tunnel would likely require that the Central Subway be built as a cut-and-cover project (as was done along Market Street for Muni Metro and BART), introducing construction impacts along Third Street.

Transit signal priority technology is already employed on the southbound direction of the N-Judah on the Muni Metro Extension along the Embarcadero. Based on recent discussions with Muni, opportunities for bi-directional transit signal priority technology that would not significantly compromise vehicular traffic flows on streets intersecting with the rail extension are under investigation. Existing ridership levels on the N-Judah line between the Market Street and the Fourth and Townsend Caltrain Terminal do not currently suggest the need for increased capacity. However, Muni would increase frequencies on the N-Judah as demanded by increased rates of ridership.

The need for dual-mode locomotives, should the Caltrain Corridor not be electrified in advance of the Caltrain Downtown Extension, is solely due to the operation of Caltrain in a tunnel from its current terminus at Fourth and King to the Transbay Terminal. Therefore, it is appropriate that such costs be borne by the proposed project. It should be noted, however, some of the existing diesel locomotives may be near the end of their useful economic lives and would need to be replaced or reconditioned regardless of the Downtown Extension Project. Therefore, it would be reasonable to expect that the salvage values of the existing locomotives or reconditioning savings would be credited toward the cost of the dual mode locomotives.

The concept of constructing a covered pedestrian bridge or tunnel connecting Muni and Caltrain at Fourth and King would require a separate study by Muni, the City and County of San Francisco, and the Peninsula Corridor Joint Powers Board. It is outside the scope of the current proposal to extend Caltrain to the Transbay Terminal.

1.1.10 Arthur Meader, Speaker, 11/26/02 Public Hearing

“With regard to the Caltrain issue, and this may be somewhat of an editorial comment, there is a system in place now that I think the city already has spent a lot of money on, basically the N-Judah line which connects perfectly well with Caltrain at Fourth and Townsend. It’s a great system. It works very well. I see absolutely no need for the disruption for God knows how long of Second Street or any other street to run an underground train so people from the Peninsula can get to work five minutes faster than they did already.

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Response 1.1.10 Please see Responses 1.1.7 and 1.1.9 regarding this subject.

1.1.11 Greg Patterson, December 18, 2002

"I am a resident and owner at 246 Second Street. I am writing to voice important concerns about the Transbay Terminal Project. I am not opposed to improving the Transbay Terminal. What needs to be heard loud and clear, however, is that the proposed project area and changes (as well as the construction process itself) will affect not just business, but the increasing number of currently overlooked San Francisco residents in that same area. Also critical is the character, historical buildings, and quality of life for this growing residential area.

There must be designs and development plans that will only enhance the city, rather than hurt its historical buildings, character and residential neighborhoods."

Response 1.1.11 Effects of the Transbay Terminal Project on business, residences, and historic properties are extensively reviewed in the EIS/EIR, along with proposed mitigation measures to reduce or eliminate these adverse effects. The conceptual designs for the Project have taken into account the overall effects on adjoining communities and have been refined to minimize these impacts, to the extent possible and practicable.

The selected Locally Preferred Alternative (LPA), for instance, would involve tunneling along much of Second Street rather than use of cut-and-cover construction. The selection of this tunneling option as part of the LPA took into account the fact that the cut-and-cover option would introduce more severe construction impacts such as noise, air emissions, and traffic and would require demolition of 10 additional historic structures.

1.1.12 Arthur L. Meader, III, December 19, 2002

"How many people does Caltrain actually move and do the projections for increased ridership, even if to be believed, justify a project of this magnitude now?"

Response 1.1.12 Please see Table 3.1-15 (formerly Table 3.1-14) in Volume I of this EIS/EIR that lists the current and projected Caltrain ridership. Also please see Response 1.1.9.

1.1.13 Yevgeniy Lysyy, Speaker, 11/13/02 Public Hearing

"... What's the reason for this project? ... There are much more important problems in the United States and by people in the Bay Area, in particular, the transportation field. Caltrain, I admire Cal- --admire Caltrain. It's -- it's very -- very smart way and like for stupid European multiple units. But one train in half an hour, it does not very good service. Trains would be --Trains could be short just for two cars but around every 10 to 15 minutes. Free to commute costs.

"There --there must be a rapid transit across the bay. There is a bus, but it's also goes rarely, once a half an hour, and it's slow. It goes on city streets. It's convenient for people of Palo Alto and Union City but not for people of Sunnyvale on Amtrak, not the rapid transit... So there are --I mean, I'm from Russia, and I often call Americans "practical impractical Americans." And so what do we see -- So-called practical Americans about to spend huge money. There is a reason for this project? Yes, but there are much more important --important project. And I could show you picture, for instance. This picture [indicating] shows a train -- train coming off. Train -- train comes every few minutes. Most -- most pleasant -- most pleasant subway here. But some use ground transportation. You see many cars, buses, street cars there; and so trust me, all -- three or four trains must go train station to over here. And trust me, all the stuff; it's all been problems...I'm sorry... I have no comments to this project."

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Response 1.1.13 The Caltrain Downtown Extension has been designed so as not to preclude an ultimate extension of the system across the San Francisco Bay to Oakland. The purpose of and need for the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project is described in Chapter 1, Volume I, of this EIS/EIR. Please also see Response 1.1.9.

2.0 PROJECT ALTERNATIVES – TRANSBAY TERMINAL

Note: Comments 2.1.1 through 2.1.11 all concern the West Ramp Alternative for the Transbay Terminal. One response is provided to all of these comments, and this consolidated response can be found following Comment 2.1.11.

2.1 WEST RAMP ALTERNATIVE

2.1.1 AC Transit – Kathleen Kelly, Deputy General Manager, Service Development, December 20, 2002

"AC Transit supports the Environmentally Superior Alternative identified on Page S-27 of the EIS/EIR – the West Ramp Transbay Terminal, Second to Main, Tunneling Option, and Full Build. We believe that the West Ramp alternative strikes an appropriate balance between the needs of bus circulation and the potential for redevelopment in the surrounding area. AC Transit supports redevelopment in the Terminal area as a way to generate both financing for the Terminal and ridership on our service."

2.1.2 SPUR – Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"Toward these ends, our preferred set of options for this project are: West Ramp alternative..."

2.1.3 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

"For the record, here are San Francisco Tomorrow's preferred alternatives: ...West Ramp Transbay Terminal. This reduces the amount of land required for the ramps, allowing more opportunities for residential development..."

2.1.4 M. Kiesling, Regional Alliance for Transit (RAFT), December 18, 2002

"The bus portion of the project is a well-researched design, and is the result of a decade of work. We support the West Ramp Alternative."

2.1.5 Architecture 21, Michael Kiesling, December 20, 2002

"The terminal capacity and operations described in the DEIR meet all the objectives that I worked for over the past years. I support the West Ramp Alternative as the preferred alternative."

2.1.6 Norman Rolfe Speaker, 11/26/02 Public Hearing

"And the western bus alternative, that's the one which is not in the loop, should be preferred because that would offer the best potential for development, and also it will probably result in a superior urban environment."

2.1.7 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

"We are in favor of the West Ramp Alternative. In addition to increased land available for development, its configuration provides better access for bus riders because the buses encircle a single platform."

2.1.8 Margaret Okuzumi, BayRail Alliance, Speaker, 11/13/02 Public Hearing

"Overall, I think as far as the alternatives are concerned, the west ramp alternative looks like it has – you know, it's a superior ramp alternative because it allows for more redevelopment. Just aesthetically also it's better. And so I think we would support that."

2.1.9 BayRail Alliance, Margaret Okuzumi, December 20, 2002

"Summary of our Recommendations: We strongly support the full build, West Ramp alternatives and bus storage facility location.

"On the bus side, we support the West Ramp alternative because it provides adequate capacity and a well-thought-out operating plan while increasing the amount of land available for transit-oriented development. We also support the bus storage area under I-80 as it elegantly meets bus operational needs and it will improve a blighted area."

2.1.10 Andrew Sullivan, Rescue Muni, Speaker, 11/12/02 Public Hearing

"You can take that bus loop down, and use the land to fund the project, and reduce the cost to taxpayers which in this time of economic uncertainty is particularly inappropriate."

2.1.11 Andrew Sullivan, Rescue Muni, December 20, 2002

"Rescue Muni supports the following Alternatives to the Project: West Ramp only. We support the West Ramp option versus a full loop ramp because it will free up much more space for Transit-Oriented Development around the site.

Responses 2.1.1 through 2.1.11 The EIS/EIR co-lead agencies acknowledge AC Transit's, SPUR's, San Francisco Tomorrow's, RAFT's, Mr. Kiesling's, Mr. Rolfe's, League of Women Voters', BayRail Alliance's, and Rescue Muni's support of the West Ramp Alternative. This option was adopted in March 2003 by the Transbay Joint Powers Authority (TJPA) as the Locally Preferred Alternative (LPA) for inclusion in this Final EIS/EIR. The West Ramp Option would not include an eastern bus ramp/loop, and was adopted in part because of its beneficial effects on the overall urban environment and the fact that it would make more land available for Transit Oriented Development.

2.2 PEDESTRIAN CONNECTION BETWEEN NEW TERMINAL AND BART STATION

2.2.1 BART – Thomas E. Margro, General Manager, December 20, 2002

"The current surface connection between the Transbay Terminal and the Embarcadero BART/Muni Metro Station, which is described as "convenient" on page 1-16, is actually quite challenging. The description should be revised to illustrate the physical inconvenience of this connection more accurately, specifically referencing the distance, number of street crossings and elevation changes required to transfer between systems.

"Pages 2-36, 2-37 and 5-118 reference a pedestrian tunnel underneath Fremont Street to connect the Transbay Terminal with the Embarcadero BART/Muni Metro Station. If designed appropriately, such a connection could facilitate transfers between regional systems by removing conflicts between surface traffic and transit patrons, shortening transfer times, and reducing elevation changes. BART has recommended this connection in our Embarcadero Station Access Plan, released earlier this year.

"We are concerned that the pedestrian linkage is not sufficiently described or analyzed in the DEIR. Page 5-119 states that only 700 transfers per day are estimated to occur between BART and Caltrain in Downtown San Francisco (only 2% of Caltrain riders, as indicated on page 5-135).

"Given the existing traffic volumes on the Bay Bridge and Highway 101 corridors, we believe this may be an underestimate and would like the Final EIR to provide a justification for this number.

"In addition, the EIR should be revised to describe the connection's "footprint" (including the width, height and depth of the proposed tunnel) and include a diagram illustrating its configuration. Besides reducing street-activating foot traffic, underground passageways may pose security concerns if they are underutilized and poorly designed. The EIR should discuss security-enhancing features such as retail activity, clear sightlines and cameras, and patron amenities. Additionally, the EIR should include and analyze a moving sidewalk option to shorten transfer times, reduce the frequency of missed connections, and improve convenience for senior citizens, people with disabilities, and patrons with luggage.

"We recognize that funding may not be sufficient initially for an underground passageway. Consequently, a clearly-defined aboveground connection should be added as an alternative and analyzed in the Final EIR."

Response 2.2.1 Compared with the existing Caltrain Station at Fourth and Townsend Streets, the proposed Caltrain Station at the Transbay Terminal would provide more convenient connections between Caltrain services and Muni, BART, AC Transit, SamTrans, Golden Gate Transit, and private carriers. The station would also allow Caltrain passengers from the Peninsula to reach downtown San Francisco without transferring to other modes of travel. As noted in Sections 2.2.2.1 and 2.2.2.2, Volume I, of this EIS/EIR, both options for the Caltrain Downtown Extension would include an option for a pedestrian connection underneath Fremont Street to the Embarcadero Muni Metro/BART Station. Please see Section 5.19.6.1, Volume I, of this EIS/EIR for an analysis of the anticipated pedestrian impacts of this design option.

The analysis of transfers between BART and Caltrain in downtown San Francisco in the Draft EIS/EIR was based on projections by the MTC regional model, which was used as an adjunct to the main ridership analysis. Recent regional model projections were performed to check the transfer volumes but did not yield a higher number. The transfers between BART and Caltrain in

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downtown San Francisco may be understated due to the lack of model sensitivity or other factors, but no further information is available to determine a more refined transfer volume.

The pedestrian connection between the new Transbay Terminal and the Muni Metro/BART Embarcadero Station would facilitate transfers between regional systems, remove conflicts between surface traffic and transit patrons, shorten transfer times, and reduce elevation changes between these facilities. The co-lead agencies for the EIS/EIR acknowledge that BART has recommended this connection in its Embarcadero Station Access Plan released in 2002.

The San Francisco Planning Department also recognizes some of the design challenges associated with this proposed underground connection, e.g., security and the desire not to pull pedestrians from the street level. The following points summarize the San Francisco Planning Department's position:

- The design of such a pedestrian tunnel should be oriented primarily (or in some fashion limited exclusively) to transit passengers making connections between stations, rather than as an alternative circulation system that might draw general pedestrian traffic from the street level.
- Any retail or services located in the tunnel should not compete with street level commerce and should be oriented to transferring transit patrons (i.e., convenience retail such as newsstands) making connections between stations.
- The design of such a pedestrian tunnel should encourage non-transferring transit passengers to use the street level for general circulation downtown and should direct pedestrians to street level amenities and services.

Should the underground connection not be implemented in the short or long term due to funding constraints, the San Francisco Redevelopment Agency, as part of its redevelopment plan – design for development, will evaluate means by which pedestrian connections between the new Transbay Terminal and existing BART stations (both the Embarcadero and Montgomery stations) could be enhanced. The Redevelopment Plan will propose a large, atrium-style plaza north of the terminal on Mission Street that will greet pedestrians as they enter and exit the terminal. This plaza would be transparent to the sky and open to the public and could accommodate retail space and other amenities to enhance the entrance and exit to the terminal along Mission Street. There would also be improvements to the sidewalks on Mission Street such as landscaping and new street trees. These and other improvements are part of the *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) for the Transbay Redevelopment Area. Potential surface connection improvements to both BART stations could include such actions as:

- Improvements and expansion of sidewalks on Beale, Fremont, and First streets
- Installation of a mid-block pedestrian signal at the intersection of Ecker and Mission Street
- Implementation of traffic calming measures on Stevenson and Jessie streets.

A cross section of the optional passageway is provided in the EIS/EIR (please see Figure 2.2.24 in Volume I), but a plan view of the proposed facility's footprint has yet to be produced. Actual location of the facility would be dependent upon a number of factors including the provision of easy access to the stations at either end, the location of existing underground utilities and other potential design constraints. Detailed design features of this walkway will be developed during final design.

2.2.2 AC Transit – Kathleen Kelly, Deputy General Manager, Service Development, December 20, 2002

"In reviewing the draft EIS/EIR, the Planning Committee of AC Transit's Board of Directors raised some concerns ... They also discussed the potential pedestrian tunnel connecting the Terminal and BART/Muni Metro at Market St. Our view is that this tunnel would help improve the Terminal as a multi-modal transit hub. However, AC Transit is more concerned with building the Terminal and bus facilities in a timely fashion. Therefore, we would suggest that the tunnel to Market St. be built if and only if there are sufficient funds available to complete both the basic project and the pedestrian tunnel. If funds are insufficient, Transbay Terminal could be designed and built in a way that allows the tunnel to be constructed at a later date."

Response 2.2.2 Please see Response 2.2.1 above. The co-lead agencies acknowledge AC Transit's position regarding funding priorities. The new Transbay Terminal will be designed to accommodate (not preclude) construction of an underground connection in either the short or long term.

2.2.3 M. Kiesling, Regional Alliance for Transit (RAFT), December 18, 2002

"Generally, we support the fully tunneled option, leading to a Second to Mission terminal, with no underground connection to BART."

"Specific revisions to these basic alternatives include: A good pedestrian connection to a Market Street subway (Muni/BART) is important, but recommend that other options besides a costly and sterile underground corridor be considered."

Response 2.2.3 Please see Response 2.2.1 above.

2.2.4 Architecture 21, Michael Kiesling, December 20, 2002

"Connection to Market Street: I do not support an underground connection to Market Street, although I do urge surface improvements to both sidewalks along Beale, Fremont and First Streets, and installation of a mid-block pedestrian signal at the intersection of Ecker and Mission Street. Ecker Street has been improved as a pedestrian way between Mission and Market Streets, leading to the Montgomery Street (Muni/BART) station. The intersections of Stevenson and Jessie with Ecker should also be modified to raise the Ecker crossing to slow traffic on Stevenson and Jessie. As a further improvement, the possibility of adding an entrance to the Montgomery Street station near Ecker on Market Street should be assessed."

Response 2.2.4 Please see Response 2.2.1 above.

2.2.5 BayRail Alliance, Margaret Okuzumi, December 20, 2002

"Summary of our Recommendations: Contain overall project cost by eliminating or postponing construction of underground tail tracks and storage yards and the underground pedestrian connection to Market Street; and by avoiding cut-and-cover construction wherever feasible.

"Similarly, postpone constructing the underground pedestrian connection to BART. We ask that it be included in the project design, but this connection can be built at a later date when pedestrian volumes at the terminal increase."

Response 2.2.5 The co-lead agencies for the EIS/EIR acknowledge BayRail Alliance's suggestions regarding funding priorities. The Transbay Joint Powers Authority (TJPA) has adopted a Locally Preferred Alternative (LPA). As part of this adoption, the TJPA recommended

inclusion of the underground connection between the new terminal and the Muni Metro/BART Embarcadero Station, but only if funding can be obtained. This TJPA position is consistent with the BayRail Alliance's recommendation.

2.2.6 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President, League of Women Voters of San Francisco, November 22, 2002

"We are concerned about transit connectivity after construction is completed. The document states that construction of a pedestrian tunnel connecting the TBT to BART is more likely in one configuration than the other. The (perhaps unintended) message seems to be that this connection might easily be dispensed with, especially if financing is short. This is a necessary link in the regional transit network, and is critically important for physically challenged persons. It is not just a rainy day convenience."

Response 2.2.6 The co-lead agencies for the EIS/EIR acknowledge the League of Women Voters' position on this connection. The TJPA has adopted a LPA, and, as part of this adoption, recommended inclusion of the underground connection if funding can be obtained. As stated during the TJPA meeting, this position was not taken to diminish the benefits of the underground connection but rather to recognize Project funding constraints and the need to establish funding priorities.

2.2.7 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

"A pedestrian tunnel or other seamless enclosed pedestrian connection between the Transbay Terminal and BART is absolutely essential to make this a regional multi-modal transit facility. It is a necessary link in the regional transit network, and is critically important for physically challenged persons. It is not just a rainy day convenience."

Response 2.2.7 Please see Response 2.2.6 above.

2.2.8 SPUR – Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"Toward these ends, our preferred set of options for this project are: ... Pedestrian connection to BART."

Response 2.2.8 Please see Response 2.2.6 above.

2.2.9 Andrew Sullivan, Rescue Muni, Speaker, 11/12/02 Public Hearing

"We favor an underground connection to Muni Embarcadero station. It's much like in Europe where we have connection to SBahn and UBahn to the underground connection. It needs to be considered as part of the ultimate plan so users can stay out of the weather."

Response 2.2.9 Please see Response 2.2.6 above.

2.2.10 Mr. Sheerin, Speaker, 11/13/02 Public Hearing

"And I think the whole project should be built as close as possible to Market Street because that's where you've got the greatest number of people commuting through, and the transit corridor is all right there with the surface rail and the Muni and the BART. And if you live further away, even with an underground terminal, the further away you make it from Market Street, the longer

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that transit time is and the longer people's overall commute is. And you really need to make sure that connections are short, simple, easy, and direct as possible."

Response 2.2.10 Please see Response 2.2.6 above.

2.2.11 William Blackwell, Architect, November 12, 2002

"On other items, Joan Kugler insisted that an underground connection to BART is in the TBT project. It is not in the cost estimate, however, and otherwise ignored in the EIS/EIR. I think the underground concourses with moving walkways connecting BART, Caltrain, and TBT are the links that make a multi-modal facility."

Response 2.2.11 The cost for the underground connection to BART is shown in the capital cost tables in Chapters 2 and 6, Volume I, of this Final EIS/EIR. Please see Response 2.2.6.

2.2.12 William Blackwell, Architect, December 2, 2002

"Page 2-6. The diagram shows an underground connection to BART as a design option. The summary on page 5-7 says this pedestrian connection would be to the Embarcadero Station, rather than to Montgomery Street. There is only one short paragraph in EIS/EIR (Page 5-118) and the choice of BART stations is not discussed. The BART connection is evidently not in the cost estimate.

"Page 5-118. Pedestrian tunnel if under Fremont Street would be to the BART Embarcadero Station rather than Montgomery Street. See comment, page 2-6. These spacious pedestrian tunnels with moving walkways would greatly enhance public access to bus and rail services, a primary purpose of these projects. See the detail drawing of the underground pedestrian intersection at Second & Minna included with Attachment No.1."

Response 2.2.12 Please see Responses 2.2.1 and 2.2.6 above.

2.2.13 Frances Wong, November 22, 2002

"Para S.7 Concur ... and the Market to Mission pedestrian tunnel build or no build should be in the Superior Alternative statement. This tunnel should be built as part of the initial construction.

"Page 5-118. This tunnel would be a catalyst not only for the one block Fremont Street corridor between the Transbay Terminal and Market Street, but then the area adjoining the perimeter of the Embarcadero station mezzanine concourse. A comfortable climate controlled passageway from work to transit would extend from First and Folsom to Market and Drumm. The pedestrian count for this tunnel underestimates the potential uses and benefits for the redevelopment area."

Response 2.2.13 Please see Responses 2.2.1 and 2.2.6 above.

2.3 CONNECTION TO FERRY SERVICES

2.3.1 Golden Gate Bridge District, Alan R. Zahradnik, Planning Director, November 19, 2002

"EIR Comments/Ferry Building

- "Page 4-52 attributes the decline in use of the Ferry Building "to almost nothing" as being a result of electric trains over the Bay Bridge. The DEIS/DEIR should recognize that the decrease in ferry transportation described only reflects travel to and from the East Bay. Overall decline in ferry transportation to the Ferry Building is primarily attributed to construction of the Bay Bridge (for East Bay communities) and the Golden Gate Bridge (for North Bay communities).
- "The DEIS/DEIR should acknowledge the current growth in ferry transportation at the Ferry Building and its status as a regional transportation facility.

Response 2.3.1 The following two paragraphs have been added to Section 4.16.6.1, Volume I, of the FEIS/FEIR

"Caltrans' reports identify the introduction of electric train services on the Bay Bridge as causing the rapid decline in ferry use, and the corresponding decline of the Ferry Building as a transportation hub. In addition, there was also a modal shift from public transit to private automobile use with the opening of the Bay and Golden Gate Bridges, which also contributed to the almost total loss of ferry patronage. During this era, the Transbay Terminal became the primary transit gateway into the city."

"It should be noted that as congestion on the Bay and Golden Gate Bridges has increased, the Ferry Building reclaimed some of its historic importance as a transportation terminal. Current plans anticipate 33,000 to 40,000 weekday daily passengers on commuter ferry boats by 2020. (Water Transit Authority Implementation and Operations Plan, Section 2)."

2.3.2 Architecture 21, Michael Kiesling, December 20, 2002

"Additional transbay commute capacity can be achieved through expansion of the transbay bus service, an integral part of this project, and the growth of the ferry network. AC Transbay service today is a fraction of what it was in the 1970's, so simple expansion to previous levels can add significant capacity. Finally, the expansion of the regional ferry system will take place mainly in the Bay Bridge corridor."

Response 2.3.2 Increases in AC Transit service are expected to be the primary means to meet anticipated peak period Bay Bridge travel demand. Ferry service studies have indicated that while new water transit service will assist in meeting these needs, it cannot meet all the transit demands in the corridor (*Water Transit Authority Implementation and Operations Plan*).

2.3.3 Mr. Sheerin, Speaker, 11/13/02 Public Hearing

"I'm also concerned that there don't seem to be any plans with the Ferry Building or the Ferry terminals; and it seems to me that by – I don't know if it's possible, but by shifting it a block east, it might be possible to make another underground connection to the Ferry terminals or overhead pedestrian passways to make it possible to have more direct connections possibly even with a small people mover. But I think that's very important that you give people an easy way to get from the Ferry Terminal to the integrated terminal."

Response 2.3.3 It would not be possible to move the proposed new Transbay Terminal, given that Proposition H requires that the new facility be built on the site of the current terminal.

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However, as part of the proposed redevelopment area's design for development, the San Francisco Redevelopment Agency will evaluate means by which pedestrian connections between the new Transbay Terminal and the Ferry Building could be enhanced. Potential surface connection improvements to the Ferry Building could include improvements and expansion of sidewalks on Mission, Beale, Fremont, and Main Streets. The recently released *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) proposes sidewalk improvements to all the streets in the proposed Project Area, though not expansion of sidewalks on Mission and Fremont Streets (or other high-traffic vehicular corridors). Howard, Folsom, Beale, and Main Streets would have widened sidewalks, and all streets would have improved landscaping and new street trees.

2.4 PEDESTRIAN/BICYCLE/ACCESSIBILITY

2.4.1 Leah Shahum, Executive Director, San Francisco Bicycle Coalition (SFBC), December 5, 2002

"I am writing on behalf of the San Francisco Bicycle Coalition (SFBC) in response to the Draft EIS/EIR for evaluation of the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project. The SFBC is a nonprofit advocacy group promoting bicycling for everyday transportation. In addition to our 4,000 members, we also work on behalf of the estimated 30,000 regular bike riders in San Francisco. The SFBC has been a supporter of this project, in general.

"The SFBC has serious concerns about the severe underestimation of bicycle parking spaces recommended in the proposed project. The proposed 105 bike parking spaces in the new Transbay Terminal is inadequate. The project should provide at least 300 indoor bike parking spaces, which meet the city's legal requirements for new commercial buildings (Section 155.4 of the S.F. Planning Code).

"Bicycle parking at transit centers in the Bay Area has proved immediately successful and popular in the past few years. The Berkeley BART bicycle station regularly reaches capacity at its 75-space bike parking station. The Palo Alto Caltrain bike station regularly parks 60 bikes per day.

"The S.F. Embarcadero BART bike station, planned to open in early 2003, is expected to hold 150 bicycles. And Caltrain's planned bike station at the S.F. Fourth & King site, projected to start operation in Fall 2003 will hold at least 100 bikes. Given the central location and high regional transit ridership expectancy for the new Transbay Terminal, it will clearly call for significantly more bike parking spaces than the more constrained transit stations listed prior.

"Simply considering the bicycle ridership levels in San Francisco and, specifically, on Caltrain proves the wisdom of increasing the number of Transbay Terminal bike spots. In San Francisco, an estimated 30,000 residents bike regularly for transportation, according to a 1998 David Binder Research Poll. This number is expected to have risen in the past four years, and does not even include non SF residents traveling to the city via combined means of transit and bikes.

"That multi-modal commute choice of bikes and transit is increasingly popular in the Bay Area, as evidenced by the fact that 6% of Caltrain's riders bring their bikes on the trains, a figure that is actually over capacity.

"While most transit systems in the Bay Area accommodate bicycles at some level – including AC Transit, Samtrans, Golden Gate Transit, BART, and Caltrain – there is clearly a capacity problem, as evidenced by the regular overflow of bikes on Caltrain. In addition, the buses hold only up to two bicycles each. As space on transit is limited, indoor, secure bicycle parking must be provided at as many transit stations – particularly regional ones – as possible.

"We formally request that the Transbay Terminal project increase its bike parking units to 300 to be located indoors in a secure, visible, easily reached location.

In addition, a change should be made in the EIR to reflect that a stretch of Howard St. does now have bike lanes between 5th and 11th Streets. The SF Department of Parking and Traffic is currently considering a proposal to extend those bike lanes eastward to Fremont Street. Bike lanes on Howard Street will only increase the ease and frequency of bike trips to and from the Transbay Terminal."

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Response 2.4.1 Bicycle access and storage are important aspects of the Transbay Terminal design. Program space, although not specifically allocated at this stage of conceptual planning and design, has been established in general terms to be consistent with multi-modal facilities with similar passenger volumes. Provisions for bicycle storage and a staffed bike station will be considered in the design process, and the TJPA will assure that there is sufficient space for bicycle parking to be consistent with demand.

At this stage of planning, the estimated demand for bike parking at the new Transbay Terminal has been recalculated as 232 spaces. If needed, a facility that double- or triple-stacks bicycles (like the Berkeley and Embarcadero bike stations) could be provided in the same overall space. The methodology used to derive this estimate along with revised assumptions is fully described in Section 5.19.6.2 Bicycle Impacts, Volume I, of this EIS/EIR.

Presently, most of the AC Transit buses can accommodate two bikes, although 39 of AC Transit's MCI's can handle six bikes. Section 3.4.2.1, Volume I, of the Final EIS/EIR has been revised to reflect the striping of a bike lane on the north side of Howard Street between Fifth and Eleventh Streets.

**2.4.2 Golden Gate Bridge District, Alan R. Zahradnik, Planning Director,
November 19, 2002**

"EIR Comments/Pedestrian Impacts

- "Page 3-44 of the DEIS/DEIR provides an accurate portrayal of sidewalk conditions at GGT bus stops on Fremont and Mission streets near TTT. It accurately describes potential conflicts between queuing bus passengers and sidewalk pedestrians on sidewalks that are narrow and furnished with street furniture that effectively reduces pedestrian space. The DEIS/DEIR also highlights the benefits for both queuing bus passengers and sidewalk pedestrians of the Fremont Street overhang of the existing 350 Mission Street building. District strongly advocates the use of overhangs for new buildings constructed in San Francisco with adjoining bus stops to reduce sidewalk obstacles.
- "The DEIS/DEIR also discusses the general lack of curb space for GGT buses on Fremont Street. For this reason, GGT Routes 2, 4, and 8 completely bypass the TTT area. District supports expansion of GGT curb space near TTT to enhance bus passenger queuing space and facilitate consolidated bus operations.
- "Page 5-131 summarizes pedestrian levels-of-service in the TTT study area. The poor levels-of-service at the Mission and Fremont street intersection highlight the need to make improvements at the street level for bus queuing passengers and sidewalk pedestrians.
- "Since a mid-block pedestrian analysis for the sidewalks on Fremont Street between Market and Mission, and between Mission and Howard streets, was not performed, the EIR does not address levels of sidewalk congestion that could be exacerbated for 2020 Baseline Plus Project conditions.
- "Page 5-136 recommends potential mitigating measures to enhance pedestrian flow near TTT. District supports these strategies, not only for TTT area but for all new buildings built in San Francisco."

"EIS/EIR Comments/Paratransit and Taxi Services

- "DEIS/DEIR should mention that a new TTT should be designed to provide a street level paratransit transfer location adjoining the primary taxi zones as well as the ground level terminal facilities between Fremont Street and First Street. Enclosed is an October 24, 2000 letter from the Partnership Transit Coordination Committee to Metropolitan Transportation

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Commission (MTC) pertaining to many design-related issues. It is offered for your information.”

Response 2.4.2 The request from Golden Gate Transit for use of overhangs for new buildings constructed in San Francisco with adjoining bus stops to reduce sidewalk obstacles will be provided to San Francisco Planning Department case planners with projects in the area around the terminal for consideration during project review for those proposed projects. The request for additional curb space will be communicated to the planning and design team for the new terminal for coordination with other City agencies such as the Department of Parking and Traffic and ISCOTT (the City’s Interdepartmental Staff Committee on Traffic and Transportation). The mitigation measures listed on page 5-136, Volume I, of the EIS/EIR will be incorporated into the Project design as much as feasible, although there may be some restrictions on limiting newspaper boxer or magazine racks.

As noted in Section 5.19.6.1 Pedestrian Impacts, not all of the increase in pedestrian activity anticipated for year 2020 around the Transbay Terminal is attributable to the Transbay Terminal/Caltrain Downtown Extension Project, including area redevelopment. A considerable increase in pedestrian movements results from area growth that will occur even without the project between 2001 and 2020. Only about a seven percent increase (9,482) in total pedestrian volumes by 2020 would actually be generated by the project of 140,845 pedestrian trips among the traffic zones analyzed.

As described in Section 5.19.6.1, Pedestrian Impacts, Volume I, the pedestrian level of service analysis was performed in accordance with city requirements at the corners and crosswalks of five intersections surrounding the Transbay Terminal. Qualitative observations of the existing conditions on Fremont Street were documented and summarized in Section 3.4.1.3, Special Pedestrian Conditions, Volume I. These observations included descriptions of the sidewalk, physical design characteristics, and bus loading patterns.”

Curb space would be allocated for paratransit on street level at locations consistent with ADA requirements.

2.4.3 Partnership Transit Coordination Committee (PTCC) Accessibility Committee, October 24, 2000

“At the September 11, 2000 meeting of the PTCC Accessibility Committee, Rod McMillan, MTC staff, gave an informative presentation on the status of the Transbay Terminal (TBT) Improvement Plan, the regional effort to replace the existing San Francisco Transbay Transit terminal with a new, state-of-the-art building and multi-modal center. On October 10, 2000, a subcommittee of the Accessibility Committee met with Mr. McMillan to further review the conceptual plan and report back to the full Committee. As a result of this review, PTCC can advise MTC that it supports the plan and would like to compliment the design that was ultimately developed as well as the consultants' obvious hard work. The Accessibility Committee would also like to forward to MTC and the Bay Area Toll Authority (BATA) the following comments and recommendations regarding the plan which were adopted by the Accessibility Committee at its October 23, 2000 meeting:

“1. TBT should be designed to provide a street level paratransit transfer location adjoining the primary taxis zone as well as the ground level terminal facilities between Fremont and First Street. The location should enable paratransit vehicles to approach from all directions, facilitate connections between paratransit van and taxi service, and minimize the distance between terminal facilities and transfer location for disabled passengers. Referring to the current concept

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design, a location on the north side of Natoma Street between First and Fremont St. west of the proposed mid-block crosswalk appears to meet this criteria. Less vehicle traffic on Natoma Street would minimize conflicts with other vehicles and minimize potential hazards to transferring passengers. Because as many as four paratransit providers may use the transfer location, the location should be approximately 100 ft. long, sufficient to accommodate up to three vans or small buses.

"2. The facilities adjoining the transfer location should be in keeping with adopted regional criteria for paratransit transfer locations. According to these criteria, the facilities should:

- o "be clean, safe, sheltered, well-lit and provide seating; provide accessible telephones and restrooms near the location;
- o "be open during comparable hours to the paratransit service, with ample activity and people nearby;
- o "be clearly marked with the adopted regional transfer location sign.

"In accordance with these criteria, the terminal building should be designed so that restroom, escalator, elevator, telephone, seating, ticketing, and staffed facilities are located as close as feasible to the paratransit transfer site.

"3. As a new state-of-the-art transportation center, TBT presents a unique opportunity to create a state-of-the-art accessible facility. Innovative accessible features and concepts should be incorporated into the design where ever possible. These include:

- "minimizing distance, slope, and travel requirements between accessible features within the facility
- "providing restrooms and telephones on every floor; providing elevators and escalators between all floors and within each section of the proposed three section TBT building. (Accessibility Committee understands that space is constrained in the portion of TBT containing the ground floor Muni/Golden Gate Transit bus-bays. However, Accessibility Committee believes an elevator connecting these bays to all other transit levels is a necessity for mobility impaired customers.)
- "orientation surfacing as well as warning tiles (easily recognized by color, contrast, texture and sound) to assist visually impaired passengers with navigation through out the building;
- "crosswalks and paths of travel clearly signed or marked and indicated by a central tactile guideline;
- "providing tactile orientation maps at every building entrance;
- "clear paths of travel, free of street furniture and other architectural obstructions between entrances and boarding areas;
- "providing Braille signage and information to indicate bus poles, ticket machines, rest rooms, elevators, and other essential landmarks;
- using "talking" or auditory signs in addition to visual signs;
- "provide the means to make visual as well as audible public service announcements throughout the station; .windscreens where needed;
- other concepts as needed.

"Accessibility Committee is in the process of preparing a list of accessible design guidelines (to be forwarded to you under separate cover) that will include specific criteria for such components as bus bays, cross walks, pathways, bus pole and sign locations.

"4. An accessibility professional who is expert in the ADA Accessibility Guidelines N (ADAAG) and California Title 24 requirements must be part of the design team as the project moves forward. This project provides an opportunity to design and build a state of the art accessible transit

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facility that incorporates the principals of universal design to insure that the terminal is user-friendly and accessible to all transit customers. This opportunity can be realized by:

- "including an accessible transit professional on the design team;
- "including passengers with disabilities in the public review process to obtain feedback on the design of TBT;
- "inviting the PTCC Accessibility Committee to provide input and review and comment on the plan.

Response 2.4.3 The new Transbay Terminal will be designed to be user-friendly and accessible to all transit customers. The TJPA intends to ensure participation of all members of the community in the terminal's design. The detailed layout and inner workings of the terminal and street frontages will be developed following the conclusion of the EIS/EIR process and securing of the Record of Decision on the EIS. The building, street, curb and sidewalk designs will be in accordance with all ADA requirements and the designs will strive to meet the adopted goals of the PTCC Accessibility Committee.

The linear nature of the terminal creates significant curb space and building frontages at every block of the facility. Planning and design that capitalizes on frontages immediately adjacent to fully ADA accessible elevators, telephones, ticketing, and restrooms will provide efficient and comfortable patronage for all passengers, and specifically disabled passengers.

Wayfinding for terminal users, whether they are daily commuters or the one-time visitor, will be given a high priority. Tactile wayfinding using surfacing, Braille maps, signage and transit information, audio visual signage and clear paths of flow are all vital ingredients to achieving the goal of a first-class intermodal facility.

The co-lead agencies request that the list of accessible design guidelines from the PTCC be forwarded to the Transbay Joint Powers Authority prior to initiation of design on the terminal. The PTCC Accessibility Subcommittee is encouraged to continue to participate in the design and review of the Terminal when the project moves from the environmental process into more detailed design.

2.4.4 Margaret Okuzumi, BayRail Alliance, Speaker, 11/12/02 Public Hearing

"The projected bicycle parking figure at a Transbay Terminal seems pretty low. It's listed as 105. I'm sure that the San Francisco Bicycle Coalition might have some more input on this. I know the Palo Alto bike station is currently parking 60 bikes a day. And ridership at that station is lower than projected at the Transbay Terminal, especially 20 years from now."

Response 2.4.4 Please see Response 2.4.1.

2.4.5 Margaret Okuzumi, BayRail Alliance, Speaker, 11/13/02 Public Hearing

"Also, the amount of bicycle storage at the terminal seems a bit low. I mentioned last night that the Palo Alto Bike station is currently parking 60 bicycles a day, and their patronage is not as high as – as Fourth and King right now, especially projecting out 20 years into the future, and it seems low."

Response 2.4.5 Please see Response 2.4.1.

2.4.6 BayRail Alliance, Margaret Okuzumi, December 20, 2002

"Bicycle Accommodation: The projected number of bike parking spaces required at the Transbay Terminal, 105, is extremely low. The Palo Alto Caltrain station, for example, has approximately 400 class 1 bike parking spaces (open-air racks), 3 dozen class 2 spaces (bike lockers) and 90 class 3 spaces (bike parking spaces monitored by staff).

"On-board bicycle accommodations will be limited to 32 spaces with the new Baby Bullet cars even as demand grows. Bicycle-riding Caltrain patrons have long complained about the problem of "bumping", or being unable to board a train that is already full of bikes. The problem has been exacerbated by lack of secure bike parking at stations.

"It is much easier to provide additional bicycle facilities at the station than to expand on-board bicycle capacity. It is highly desirable to encourage bicycling in lieu of driving to the station, to reduce automobile congestion in the vicinity of the station. It is also as much as ten times cheaper to provide bike parking than automobile parking.

"The Nakano train station in Tokyo has a staffed bike parking garage which accommodates over 3600 bikes in a double-decker, two-story structure, and it is regularly 80% full. Over 55 train stations in Japan have bike parking facilities which have capacity for more than 2000 bikes. Similarly, many train stations in Europe have bike parking facilities which accommodate from 300 to 3,000 bikes, depending on passenger volume at the station. For example, Munster station has bike parking for 3,000 bikes; Rheine, 1,500; Oldenburg, 1,500; Bremen, 500; and Hanover, 350. (see Figure 4)

"The world-class, high-volume Transbay Terminal is sure to see much greater bicyclist patronage than the smaller Palo Alto station does today. We ask that you greatly increase the amount of bike parking at the Transbay Terminal, and include provisions for a staffed bike station."

Response 2.4.6 Please see Response 2.4.1.

2.4.7 Andrew Sullivan, Rescue Muni, December 20, 2002

"Bike Storage: Significantly increase bike storage at the new terminal over the 105 spaces planned. We suggest 1,000 spaces."

Response 2.4.7 Please see Response 2.4.1.

2.4.8 Transportation Solutions Defense and Education Fund (TRANSDEF), David Shronbrunn, President, December 20, 2002

"5-138: Please explain the methodology used in developing the surprisingly low projected need for bike storage."

Response 2.4.8 Please see Response 2.4.1.

2.4.9 City and County of San Francisco; Traffic Engineering Division; Bond Yee, Deputy Director and City Traffic Engineer, Jack Fleck, Senior Transportation Engineer, Jerry Robbins, Transit Planner V, December 18, 2002

"It is not clear that the LOS calculations account for increased pedestrian volumes at intersections like First/Mission and Fremont/Mission. These intersections used to be much more congested in the pre-BART era when there were more pedestrians going to and from the TBT at peak hours. Does the report include the impact of increased ped crossings?"

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"Bicycles -Page 3-49- DPT is proposing to add bike lanes on Howard Street from Fremont Street to 5th Street. Bike lanes are already installed on Howard from 5th to 11th.

"Page 5-138 -The plan for 105 bike storage spaces is good, but there should be a provision for additional space if needed. We do expect large increases in bike riders as bicycle facilities continue to improve in San Francisco."

Response 2.4.9 The LOS analysis in Section 5.19.6, Volume I, addresses the increases in pedestrian volumes that are anticipated to result from the project (including redevelopment and increased ridership on AC Transit and Caltrain) by the year 2020, The analysis includes the intersections, First/Mission and Fremont/Mission, and estimates the level of service at the crosswalks and corners of these intersections. This analysis incorporates the pedestrian volumes that are expected to occur as a result of growth in the Transbay Terminal Area unrelated to the project.

Section 3.4.2.1, Volume I, of this Final EIS/EIR has been revised to reflect the installation of the bike lane on the north side of Howard Street between Fifth and Eleventh Streets. Please also see Response 2.4.1.

2.4.10 BAAQMD, William C. Norton, Executive Officer/ APCO, November 21, 2002

"We believe that if the Terminal is to function optimally as a multi-modal facility then the design of the building and the surrounding redeveloped area must improve access to pedestrians and bicyclists. The DEIR indicates that the future project scenarios would significantly increase the number of pedestrians on sidewalks and at intersections in the vicinity of the Terminal and result in a significant impact. The measures in the DEIR to improve pedestrian access appear insufficient to mitigate the impacts to less than significant. We request that the FEIR consider improving pedestrian access by expanding the sidewalks and narrowing street widths in the vicinity of the Terminal. The DEIR also indicates that future project scenarios would result in an almost ten-fold increase in bicyclists in the vicinity of the Terminal. To integrate bicycling with the multi-modal Terminal, we recommend that the Project link planned bicycle routes along Howard and Second Streets with the Terminal. Once inside the Terminal, bicyclists should be able to easily connect with buses and trains or have the option of on-site storage, such as a bike station."

Response 2.4.10 During the planning for the new Transbay Terminal bus facility, one of the goals was that any changes in the area surrounding the terminal be balanced so that any one transportation mode is not favored over another. Increasing sidewalk widths is one of the proposals included in the recently released *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) produced by the San Francisco Redevelopment Agency (please see Section 2.2.4.2 and Appendix F, Volume I, of this Final EIS/EIR). Please also see Responses 2.4.1 and 2.4.12.

2.4.11 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

"Pedestrian Access (post construction) (Page 5-135). The underground connection from the terminal to BART seems important to provide transit linkage, to serve physically challenged riders, to relieve sidewalk congestion and exposure to wind, rain, and traffic mishaps. While

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restricted vehicle access is a corollary of intense transit-oriented development, poor Pedestrian Levels of Service would seem to suggest more specific mitigations.

- "Is connection to buildings with commercial offerings either below grade or from bus level skyway possible?"
- "Would the linkage save on total trip times, attracting more transit ridership?"
- "Could a table be provided summing potential users (bus, Caltrain, high speed rail passengers)?"
- "How does the Great Expectations plan in the DEIR/EIS compare with that MTC analyzed?"

Response 2.4.11 As noted in Sections 2.2.2.1 and 2.2.2.2, Volume I, both of the proposed alignments for the Caltrain downtown extension include a design option for a pedestrian connection underneath Fremont Street to the Embarcadero Muni Metro/BART Station. As noted in Section 5.19.6.1, Volume I, of the EIS/EIR, the pedestrian tunnel would divert some of the pedestrian traffic from surface streets. The Level of Service (LOS) analysis indicates that the pedestrian tunnel would improve the performance of the southern crosswalk of the Mission/Fremont intersection from LOS C to LOS B. However, none of the other crosswalks or corners of the five intersections studied in the LOS analysis would be affected by the pedestrian tunnel.

Assuming that many transit users of the Transbay Terminal would find the pedestrian connection underneath Fremont Street convenient just to cross Market Street away from traffic and weather, Table A illustrates what the range of users might be. It is estimated that those connecting to BART and Muni Metro would make up about one-third of the total low case, or about 2,400 daily users.

Table A				
Potential Daily Users of the Proposed Fremont Street Pedestrian Tunnel				
Case	High-Speed Rail	Caltrain	AC Transit	Total
Low Estimate	2,300	3,400	2,400	8,100
High Estimate	4,700	6,800	5,400	16,900
Note: Assumes range of 10% (low) to 25% (high) of transit passengers using the tunnel to cross Market Street in addition to those connecting with BART or Muni Metro.				
Source: Parsons Corporation, September 2003				

Connections to buildings with commercial offerings either below grade or from bus level skyway may be possible but will depend on a variety of factors to be explored during final design. The suggestion will be communicated to the team to be selected for the design of the new terminal. It should be noted, however, that the San Francisco Planning Department discourages skyways across rights-of-way (including alleys) in accordance with the San Francisco General Plan. Such skyways block public view corridors and reduce sunlight/sky exposure, in addition to pulling pedestrians off of the streets. Below grade connections between buildings are evaluated by the Planning Department on a case-by-case basis.

The Transbay Terminal concept as identified in Working Paper #12, Terminal Design Modifications and Improvements (MTC, March 2001), and the West Ramp Alternative described in the Draft EIS/EIR are the same.

**2.4.12 SPUR, Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group,
December 20, 2002**

"Pedestrians

- "The Second-to-Main and Second-to-Mission Caltrain Extension Alternatives both include a design option for a pedestrian connection underneath Fremont Street to the BART Embarcadero Station (S-7, also 5-118). However, only 0.16% of people walked, 4.63% took BART, and 0.23% took Muni rail to get to the Transbay Terminal in the morning (3-46). Also, while 78% of TBT patrons walked from the Terminal to their destinations in SF in the mornings, only 1.7% of them use BART and 2.96% of them use Muni rail. Please explain how the pedestrian tunnel to BART/Muni would significantly promote linked transit ridership and stem pedestrian reductions in the TBT area.
- "Special Pedestrian Conditions concerning casual carpool and Golden Gate Transit queues are mentioned (3-43); however, there are no mitigation measures proposed for these conditions.
- "The EIS makes no mention of current or future obstacles to pedestrians with disabilities, or how the TBT intends to comply with the Americans with Disabilities Act."

"Bicycles: The EIS adequately covers the issues of bike lanes, bike ridership, and bike storage. However, it also needs to identify short-term bike parking at the TBT or on the sidewalks around it as a way to promote bike ridership and lessen automobile impacts."

Response 2.4.12 The increased convenience of a pedestrian tunnel for transferring between BART and Muni Metro under Market Street to the modes using the Terminal would likely increase the use of transit. Inconvenience is frequently given as a major reason for not taking transit. Factors like convenience, reduced exposure to weather or traffic are difficult to model, however, with the result that the estimates of connecting transit trips based on existing conditions may not be accurate. Please see Response 2.4.11 for a range of estimates of potential pedestrian tunnel users that also includes those walking to land uses north of Market Street.

Please see Response 2.4.3 regarding the anticipated full compliance with ADA requirements during the design and development of the Transbay Terminal and Caltrain Downtown Extension. Bike racks for temporary storage will be accommodated at accessible street level locations near the Terminal in areas providing good levels of visibility.

Section 5.19.6.1 Pedestrian Impacts, Volume I, proposes mitigation measures that would improve pedestrian conditions in the areas around the new terminal. This area includes the segments of Fremont Street that are used for Golden Gate Transit queuing as well as the segment of Beale used for casual carpool. The proposed measures include widening sidewalks and corners along streets and intersections. Other signalization improvements for pedestrian crossings at key intersections are also described in Section 5.19.6.1. The San Francisco Redevelopment Agency recently released the *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003). This document includes proposed sidewalk widenings along Folsom, Beale, Main, and Spear Streets (please see Section 2.2.4.2 and Appendix F, Volume I, of this Final EIS/EIR).

2.5 RELATIONSHIP TO THIRD STREET LIGHT RAIL (IOS AND NEW CENTRAL SUBWAY), GEARY CORRIDOR, AND TRANSBAY CROSSING

2.5.1 San Francisco Muni, Jose Cisneros, Deputy General Manager for Capital Planning & External Affairs, December 17, 2002

"Our other main concern is that Muni has done a significant amount of work on a future Geary light rail subway connecting to Transbay Terminal, which is not referenced in this document. Muni worked with the consultants and staff on the January 2001 MTC study to ensure that provisions for future Geary light rail subway would be included in the new facility, including protection of right-of-way, provision for terminal space in the facility, and other aspects needed to integrate a future Geary LRT line into the facility. We recommend that the work done for the 2001 MTC study be reviewed in this light, and appropriate modifications be made to this document to reflect that work, so that the concepts developed at that time can be developed and expanded in the CER and PE phases of the Transbay Terminal project. Our primary concern is that subway access under Folsom (or Howard) be maintained for the Geary LRT branch off of the Central Subway between Third Street and the Transbay Terminal, and that terminal space for the line be reserved. We want to ensure that neither the Caltrain extension nor the Geary LRT subway project proceed with design assumptions that would preclude the other project from proceeding, particularly at locations where the alignments meet and/or cross. Again, we would be happy to meet to discuss the Geary LRT project in greater detail.

Chapter 2 -Description of the Project Alternatives: This section should include descriptions of the future Geary light rail subway and its interface with the Transbay Terminal and the Caltrain alignment. There should be a new section that describes the route that the subway would take from a junction with the Central Subway at Third & Folsom (existing design concept), or possibly from Third & Howard, then under Folsom or Howard to Transbay Terminal. This section should describe how the subway would be related to the Caltrain underground alignment and any other underground features and how the station would be integrated into the Transbay Terminal. Muni's proposal for all of these features was presented to the MTC project team in 2000. Attachment A is a map from the Executive Summary of the project report that indicates two conceptual alignments for the Transbay Terminal branch off of the Central Subway. Although the alignments shown do not reflect our precise preferred alignment, they do indicate that this issue was known at the time the report was issued in January 2001. Attachment B is more detailed information on the Geary project, from the April 1995 Geary Corridor System Planning Study.

"Page 2-6 -Section 2.2 Project Components: Include a description of the future Geary LRT line as an additional component of the project.

"Page 2-7 -Section 2.2.1 Transbay Terminal Alternatives: Include a description of the future Geary LRT line as an additional component of the project.

"Page 2-8 -Figure 2.2-1 -Transbay Terminal West Ramp Alternative Map: The location of the future Geary LRT line should be indicated on this map.

"Page 2-9 -Section 2.2.1.1 -Transbay Terminal West Ramp Alternative: In the discussion on the floor plan, note that space for a Geary LRT subway station would need to be accommodated in the design.

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"Page 2-16, Section 2.2.1.2, Transbay Terminal Loop Ramp Alternative: In the discussion on the floor plan, note that space for a Geary LRT subway station would need to be accommodated in the design.

"Page 2-17, Figure 2.2-7, Transbay Terminal Loop Ramp Alternative Map: The location of the future Geary LRT line should be indicated on this map.

"Page 2-18, Section 2.2.1.3, Transbay Terminal Construction: This section should include a description of how provisions for the Geary LRT subway would be made in advance of the actual construction of the subway. It is likely that the new Transbay Terminal would be built before the Geary subway, so it would be important to ensure that an appropriate "box" be built at the time the terminal is constructed to reserve space for the subway and station.

"Page 2-28 and 2-29 - Figure 2.2-15 and 2.2-16 -Plan & Profile Drawings: The location of the future Geary LRT line should be indicated on these drawings.

"Page 2-32 and 2-33 - Figure 2.2-19 and 2.2-20 -Plan & Profile Drawings: The location of the future Geary LRT line should be indicated on these drawings.

"Section 3.1.5 - Future Rail Transit and Bus Service - Pages 3-26 through 3-28: This section should include a major Geary rail or bus project as a possible future transit project in the study area. Muni performed a Geary Corridor Planning study in 1994 and 1995, and we have attached excerpts from the Final Report showing the project recommendations and alternatives for terminal configurations (Attachment B). The Geary study recommended moving forward to a Major Investment Study (MIS) and EIS/EIR with three alternatives:

- "Light Rail, all-surface configuration (to Transbay Terminal on a street alignment basically the same as discussed for the E and F-lines in these comments).
- "Light Rail, surface configuration west of Laguna, subway east of Laguna
- "Trolley Coach, surface configuration west of Laguna, subway east of Laguna

"The Geary alternatives with subway configurations contained several proposed downtown routings for the subway. The most likely alternative is for the Geary line to use the Central Subway in the downtown area through the Union Square area and then into South of Market, with a branch off of the Central Subway at Third Street & Folsom (or Howard) for the Geary line, proceeding easterly under Folsom (or Howard) Street to Beale, directly behind the Transbay Terminal. One of the alternatives also included the Central Subway branch coming to the surface on either Folsom or Howard.

"At the time the study was performed, Muni's governing board, the Public Transportation Commission (PTC), accepted the report and elected not to move forward to an MIS and EIS/EIR until a viable financial plan could be developed. The PTC also elected not to select a preferred mode and alignment.

"A Geary project is one of the four corridors listed in the San Francisco County Transportation Authority's 'Four Corridor Plan', and is also included in Muni's recent publication 'A Vision for Rapid Transit in San Francisco', and has been included in Muni's Short Range Transit Plan. Given the proximity to the Transbay Terminal, it should be mentioned in this section.

"In 2002, as part of the Muni publication 'A Vision for Rapid Transit in San Francisco', Muni developed a service plan for a Bus Rapid Transit (BRT) Service on Geary, which would

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significantly reconfigure and speed service on the Geary corridor, from Transbay Terminal to Ocean Beach. This change would increase ridership on the corridor by approximately 5,000 people a day, and would include increased service from the Transbay Terminal. The Geary BRT corridor will be included in an amendment to Muni's SRTP/CIP, and would be operational before any new rail service in the corridor.

"Page 3-27 -Section 3.1.5.3 and 3.1.5.4 - Muni Third Street Light Rail and Muni Central Subway: Muni's Third Street Light Rail project has two phases. Phase 1 is the Initial Operating Segment (IOS), and is referenced in Section 3.1.5.3. Phase 2 is the New Central Subway (NCS), and is referenced in Section 3.1.5.4. These two sections should be combined into one section labeled "Third Street Light Rail Project", with discussion of the two phases as two phases of the same project. Also, it is important to note that the New Central Subway alignment in the South of Market area under Third Street will be built complete with the junction connections for the Geary subway branch to Transbay Terminal."

Response 2.5.1 The Final EIS/EIR, Volume I, has been changed to better highlight the possible future interface between the Third Street Light Rail Project (Phase 1 – IOS and Phase 2 – New Central Subway) and the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project. The co-lead agencies note that both projects – the Transbay Terminal/Caltrain Downtown Redevelopment Project and the Third Street Light Rail Project – are included as top priority projects in the adopted Regional Transportation Plan and will need further coordination as design plans are drafted for the proposed Transbay Terminal and Caltrain Downtown Extension.

Section 2.2, Project Components of the Final EIS/EIR, Volume I, now notes that the Train Mezzanine Level of the new Transbay Terminal would be designed to ultimately accommodate Muni Metro's tracks (leading from the Third Street and Geary Corridor alignments) and a Muni Metro Station in the Terminal at the point in time that Muni implements this project.

In addition, per Muni's request, Sections 3.1.5.3 and 3.1.5.4 of the Draft EIS/EIR have been combined under one section in Volume I of this Final EIS/EIR. The section, entitled "Third Street Light Rail Project," discusses the two phases of the Muni Project. It notes that the New Central Subway (NCS) alignment in the South of Market area under Third Street would be built with junction connections for the Geary subway branch to Transbay Terminal. The section describes how Muni's subway would relate to the Caltrain underground alignment and how the Transbay Terminal will be designed so as not to preclude a Muni Metro station on the train mezzanine level.

A new Section 3.1.5.4 has also been added to Volume I discussing the Geary Rail or Bus Project, and a new figure (Figure 3.1-6, Volume I, of this Final EIS/EIR) has been added (reflecting Muni's Attachment A) showing Muni's anticipated route options that a connecting subway could take to the new Transbay Terminal from a junction with the Central Subway at Third and Folsom (existing design concept), or possibly from Third and Howard Streets, then under Folsom or Howard to the Transbay Terminal. This new figure has been added rather than adding the proposed Muni Metro route options to the figures in Chapter 2. These Chapter 2 figures show components of the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project for which environmental impacts have been evaluated and cost estimates developed.

There appear to be no engineering conflicts with the proposed Muni Metro routes to a new terminal. As shown on Figure 3.1-6, Muni could conceptually travel east from Third Street to Second Street via either Folsom or Howard Streets. The current transbay terminal conceptual

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design would not preclude a Muni Metro Geary Street Line extension into the mezzanine level of the terminal, and future engineering and design will work to not preclude accommodation of Muni Metro into the terminal. The current conceptual design assumes sufficient room above the Caltrain tracks and platforms from a Folsom or Howard Street alignment into the terminal. Final design will be carried out in a cooperative manner to assure that the terminal and track subway box structure layout would not preclude Muni alignments and can accommodate Muni loadings. As the Downtown Caltrain Extension crosses under Third Street at Townsend, the subway box will be designed to support Muni's Third Street system.

2.5.2 San Francisco County Transportation Authority, Jose Luis Moscovich, Executive Director, December 19, 2002

"It appears that the design of the Terminal does not provide for the future development of a Muni Metro station. Since the current plan for the Geary Corridor calls for a station at the Transbay Terminal, the design should accommodate its inclusion, or at least not foreclose on its future development."

Response 2.5.2 Please see Response 2.5.1.

2.5.3 BART – Thomas E. Margro, General Manager, December 20, 2002

"In addition to the Transbay corridor, there are opportunities for rail expansion within San Francisco and elsewhere. For example, rapid transit along the Geary corridor has been contemplated for many decades. Potentially such a service could be linked with a future transbay rail crossing via the Transbay Terminal, which would increase transbay capacity and improve links between the East Bay and the northern half of San Francisco.

"However, it appears that the Transbay Terminal facility has not been designed for future rail service outside of the Peninsula and East Bay corridors. Regardless of current funding limitations, long-term expansion should not be precluded by the facility design. The DEIR should be revised to show how future rail projects, particularly in the Geary corridor, could interface with the Transbay Terminal facility."

"Page 2-4 references Muni's future Third Street Light Rail/Central Subway project. It is our understanding that the light rail line is planned to cross the Caltrain alignment in the vicinity of the existing Caltrain terminal at Fourth and King, but that there are multiple options being considered for that area. Please indicate in the Final EIR both in text and on a map how the light rail line will interface with the relocated Fourth/King Caltrain Station. For safety and security reasons and to minimize transfer times, it would be preferable if the stations were located adjacent to each other so that patrons do not have to cross streets or walk long distances unnecessarily."

Response 2.5.3 Please see Response 2.5.1.

2.5.4 Andrew Sullivan, Rescue Muni, Speaker, 11/12/02 Public Hearing

"This doesn't refer to the proposed Folsom alignment. We don't think a Pine Street alignment would make sense."

Response 2.5.4 Please see Response 2.5.1.

2.5.5 San Francisco Planning Commissioner Michael Antonini, 11/26/02 Public Hearing

“And there are allusions in the report to the possible inclusion of a tube to allow trains to run in other directions, perhaps under the Bay towards the East Bay as part of the project. I think that's very farsighted.”

Response 2.5.5 As part of its planning, the co-lead agencies for the EIS/EIR assured that the train alignments would allow for an ultimate extension across the San Francisco Bay as a future separate project.

2.6 TRANSBAY TERMINAL/RAMPS DESIGN AND TERMINAL OPERATIONS

2.6.1 California Department of Transportation, Timothy C. Sable, District Branch Chief, December 20, 2002

"Ramps: Chapter 2, Sections 2.2.1.1 and 2.2.1.2, the feasibility of providing the bus ramp from the existing east loop ramp down to the new temporary terminal is not clear, since no profiles are shown.

"Additionally, the structural feasibility of "scabbing" the proposed temporary ramp to the existing east loop ramp is not discussed.

"Chapter 2, Figure 2.2-6: Again, due to a lack of profiles, the spatial arrangement of how some of these structures would operate is not clear. For example, it appears that the Department's SFOBB Electrical Substation that supplies power to the entire Bridge and its Communications Center would be impacted by one of these ramps.

"Traffic Operations: Page 2-12 and figure 2.2-6: 'Access to this bus storage area would be via Third Street and a two-way 'storage link' ramp that would connect with the Bay Bridge - Transbay Terminal bus ramps.' We assume that this 'storage link' will be a bus-ONLY facility that does NOT require buses to merge with auto traffic exiting the Bay Bridge on the right side Fremont off-ramp before the buses get to the terminal."

Response 2.6.1 The co-lead agencies have changed the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project so that the temporary bus ramp to the temporary bus terminal is no longer necessary. It therefore is no longer part of the proposed Project. The Final EIS/EIR includes an analysis of the impacts of this change (please see sections 2.2.1.3, 2.2.2.1, and 5.21.1.1, Volume I, of this Final EIS/EIR.) Project capital costs have also been revised to reflect this change (please see Section 2.2.2.4, Volume I, of this Final EIS/EIR).

Additionally, the permanent bus access ramps for the West Ramp Transbay Terminal Option have been redesigned and are shown in the Figure 2.2.4, Volume I, of this Final EIS/EIR. The redesigned ramps no longer include a direct connection between the Bay Bridge and the permanent bus storage area passing over Caltrans' SFOBB Electrical Substation or Communications Center. Therefore, the redesigned ramps would no longer affect these Caltrans facilities.

As shown in Figure 2.2-4, bus circulation from the bus storage areas (under the west approach to the Bay Bridge between Second and Fourth Streets) to the Transbay Terminal would be via the in-bound bus ramps from the Bay Bridge. These bus ramps from the Bay Bridge are bus-only from where they split from the general-purpose lanes to Fremont Street. The split from the Fremont Street off-ramp is planned for approximately the same location as shown in the Caltrans contract documents for the reconstruction of the Bay Bridge West Approach/Seismic Retrofit Project (Caltrans Contract Number 04-0435V4). Thus, the bus access ramps to the Transbay Terminal would be bus-only and would not require buses to merge with auto traffic exiting the Bay Bridge on the right side of the Fremont off-ramp before the buses get to the terminal.

2.6.2 San Francisco Muni, Jose Cisneros, Deputy General Manager for Capital Planning & External Affairs, December 17, 2002

"Muni has participated for several years in the planning of the proposed new Transbay Terminal, including the Metropolitan Transportation Commission planning efforts and in charettes led by

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Simon Martin Winkelstein and Morris (SMWM) as a consultant to MTC. We also interacted extensively with John Eddy at Arup during the MTC planning effort, and developed concepts that should be brought into this EIS/EIR process.

"Muni, with 750,000 rides per weekday, is the largest transit operator in the Bay Area and seventh largest in the U.S. Muni's two largest transit corridors are Market and Mission Streets, both of which feed into Transbay Terminal. Muni currently serves the Transbay Terminal with a number of motor coach (MC) and trolley coach (TC) routes, and Muni is by far the highest volume carried at street level at this facility, both in terms of riders and in terms of number of vehicles.

"Muni is concerned that the Transbay Terminal EIS/EIR does not fully address Muni's current and future needs for Muni service to the Transbay Terminal, including serving current riders, a future Geary light rail line, new customers arriving on Caltrain and other heavy rail services, and new residents and employees in the Transbay Terminal Redevelopment Area. We are concerned that the space allocated to Muni in this document is the minimum level needed for current operations, and does not allow for any of the capacity expansions to our service that can reasonably be foreseen. One good example of this is that, although Muni's surface light rail tracks were recently removed from in front of the existing Transbay Terminal, Muni needs the flexibility to be able to serve the new Transbay Terminal with historic streetcar lines in the future, such as the F and/or E-lines. Muni would like to discuss these issues with you in more detail and to work closely with you to make sure that Muni's needs are met.

"Page 2-10 - Figure 2.2-2: Muni & Golden Gate Transit Street-Level Facilities: The area designated for Muni and Golden Gate Transit to share street-level facilities in the blocks between Fremont and Beale and between Mission and Howard is the minimum space necessary to accommodate current operations, and does not allow for growth and expansion in the future. While the size and capacity of the overall area may initially be adequate, the number of lanes for Muni, the island configuration and the storage areas need to be able to accommodate future capacity expansion and provide flexibility for growth in the future. Muni needs at least five (5) separate lanes inbound (not four, as shown in Figure 2.2-2), with three (3) boarding islands, which can be shorter than the islands shown. Also, Muni needs layover areas. These needs were identified and communicated in meetings regarding Muni and the Transbay Terminal in the period 1999-2001. The following information was communicated to MTC planners in memos and meetings (including 3/24/00), and summarizes Muni's needs for street-level facilities:

"TRANSBAY TERMINAL PLANNING: MUNI OPERATING REQUIREMENTS

"Alternative 2: Muni in new street between Fremont-Beale & Mission-Howard:

- "Accommodate current Muni lines: 5, 6, 38, 38L, and possibly two other lines (e.g., 2, 3);
- "Have the capability to bring in Muni historic streetcar rail lines (E and/or F);
- "Provide space for bus stops and layover areas;
- "Provide space on Mission Street for Muni lines: 14, 14L (14L terminates in Transbay Terminal street-level facility on Saturdays);
- "Provide space on First & Fremont Streets for bus stops for Muni's 10-lines;
- "Provide space inside Transbay Terminal upstairs for Muni 108-Line, and provide access to on-street terminals from freeway ramps if terminal is not open 24 hours a day, 7 days a week;
- "Provide for future flexibility and growth;
- "Also accommodate at least two other Muni Lines: 1 & 41, in Muni terminal area or on Beale St.; and
- "Difficult to achieve Muni needs if area is shared with Golden Gate Transit.

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"Minimum Requirements for Muni:

- "The Transbay Terminal should provide convenient and safe transfer activity between Muni and the other primary terminal operator AC Transit.
- "The approach to the Transbay Terminal and exit from the terminal by motor coaches and trolley coaches should be at least as safe and efficient as the present condition. Traffic patterns in and around the terminal must efficiently accommodate at least the current level of activity, and should provide for capacity for expansion.
- "The terminal should accommodate at least the minimum number of vehicles on the lines shown below. The type and size of the vehicle, the number of coaches on each line that will need to layover at any one time at the terminal, and the number of trips per hour at the peak are shown following the line designation (*note: Muni lines, vehicle sizes and numbers of coaches may change over time*):
 - o "38-Geary, Motor Coach (MC), 60' (3 coaches at a time, 20 trips per hour);
 - o "38-Geary Limited, MC 60' (2 coaches at a time, 16 trips per hour);
 - o "5-Fulton, Trolley Coach (TC), 40' (2 coaches, 13 trips/hr);
 - o "6-Parnassus, TC 40' (2 coaches, 11 trips/hr);
 - o "2-Sutter, MC 40' (1 coach, 8 trips/hr), may be converted to TC in the future;
 - o "Provide space on First & Fremont Streets for bus stops for Muni's 10-line;
 - o "Provide space inside Transbay Terminal upstairs for Muni's 108-Line, and provide access to on-street terminals from freeway ramps if terminal is not open 24 hours a day, 7 days a week;
 - o "1-California, 40' or 60' TC (2 coaches, 12 trips/hr) -either inside street-level facility at Fremont & Beale, or on the street on Beale; and
 - o "41-Union 40' TC (2 coaches, 10 trips/hr) -either inside street-level facility at Fremont & Beale, or on the street on Beale.
- "Each line needs an independent storage lane that can accommodate the number of coaches needing to layover at anyone time.
- "At least two 6" high boarding islands, at least 40' by 8' each for each lane.
- "Safe areas to exit passengers, which includes an 8'x 6' area to deploy wheelchair lifts.
- "An area to park a supervisor's automobile and a revenue or maintenance truck.
- "Muni operator restrooms (separate restrooms for men and women).
- "A space in the terminal with direct access to the Bay Bridge to accommodate the layover and passenger loading for Muni's 10B-line Treasure Island service (assume 1 bus every 20 minutes). Also, when the terminal is closed (e.g., in the middle of the night) and the 10B-Line is still running to Treasure Island, provide a location for the 105-line to load and for a convenient route from the street-level facility at the terminal to the Bay Bridge.
- "A covered area or shelter for waiting passengers in close proximity to passenger boarding areas. Assume up to 40 passengers at anyone time.
- "The Muni loading and layover areas should be flat, with the loading areas easily accessible for disabled passengers.
- "The Muni areas should accommodate expansion of up to 2 additional lines, or 4 buses at any one time and 24 per hour."

Response 2.6.2 The access and capacity of the Muni facilities in and around the Transbay Terminal, as contained in the current conceptual plans, appear to be consistent with the charettes referenced in the comment. Muni forwarded its needs to the MTC contracted architects/planners (SMWM team) in a memo dated May 4, 2000, and the current comments mirror the requests made in that memo. Additional meetings were held with Muni and the

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SMWM team subsequent to May 4, 2000, and an e-mail dated June 19, 2000 from the SMWM team to Muni staff included the following points:

- The plan calls for Muni lines 2, 3, 5, 6 and 38 and 38L to use the Muni Transbay Terminal off-street facility. Currently Muni terminates the 5, 6 and 38 and 38L routes at the Transbay Terminal (on the 14L on Saturdays). Therefore the new facility increases Muni route capacity by about one-third.
- The physical layout of the Muni terminal area calls for three loading areas and an additional separate loading area for Golden Gate Transit's basic services.
- The SMWM team simulated the operations of the proposed Muni terminal with lines 2, 3, 5, 6 and 38 and 38L – schedules were developed, these schedules were forwarded to Muni for review, and the afternoon peak period (the period of greatest demand) was computer simulated. The results of the simulation found that all of the proposed routes could operate efficiently within the proposed terminal area. In addition, the consultants estimated that the Muni-dedicated terminal area has latent capacity for another 20 to 30 percent more transit vehicles.

Based on the SMWM Team's analysis as transmitted to Muni, the conceptual design of the new Transbay Terminal would have a latent capacity of at least 20 percent. The terminal simulation and analysis also showed that Golden Gate's basic route operation would not create difficulty in achieving Muni's needs. Specifically, there are four aisles in the proposed mid-block loading area. According to a Fehr and Peers bus simulation study conducted in 2000, Aisles 1 and 2 (designated under current designs for Muni) would have significant extra capacity and would be able to accommodate future expansions of Muni service. However, Aisles 3 and 4 would be near capacity. Aisle 4 is designated for use by GGT and will likely be near capacity primarily because GGT buses are expected to stage for about 30 minutes each and there are a limited number of staging spaces in that aisle. Should more capacity be need for Muni service, on-street terminal space could be developed on streets south of the terminal, or Muni could through-route additional services through the South of Market area.

The June 19, 2000 e-mail also indicates that Muni's suggested rail operations could be accommodated in the proposed bypass lane as included in the current conceptual terminal plans. The current terminal plans also assume that Muni's Treasure Island bus would be accommodated on the upper bus level of the terminal.

It should be noted that current conceptual plans call for boarding islands wider than Muni's request, and the entire area is covered and sheltered by the terminal structure. Other detailed design issues, such as final routing of the bus lines, HOV lanes, and length of boarding islands, bypass wires, etc., will all be decided in the final design phase in collaboration with Muni staff. For example, the Muni area grading will be consistent with the needs of the terminal and the connections to Fremont and Beale Streets, and ADA requirements for access will be incorporated in the design (please see Response 2.4.3.)

**2.6.3 Golden Gate Bridge District, Alan R. Zahradnik, Planning Director,
November 19, 2002**

"EIR Comments/Bus Access Ramps

- "Figures 2.2-5 and 2.2-6 (pages 2-14 and 2-15) present the proposed off-site bus storage facility for GGT and AC Transit, and the direct access bus ramps connecting the off-site storage facility with TTT and Fremont Street. Although District appreciates incorporation by this

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Project of a permanent storage facility that it has sought since 1972 (i.e., when GGT began transbay bus service from Marin and Sonoma counties into San Francisco), there are some issues the DEIS/DEIR does not appear to address.

- o "The GGT off-site facility between Third Street and Fourth Street is not shown to be directly connected to the ramp system proposed to TTT. The lack of a direct ramp from the GGT bus storage area makes this off-site facility completely vulnerable to weekday evening traffic congestion on Third Street. District strongly suggests that the feasibility of a direct ramp, as provided for the AC Transit off-street storage facility, be further investigated.
- o "The direct access ramp to Folsom Street is labeled on Figure 2.2-6 as a "possible future" connection. District strongly suggests that any potential lack of this connection as part of the Project is a serious shortfall. The absence of a direct connection between the off-site storage facility and Fremont Street would make GGT bus services in San Francisco totally dependent on evening peak period traffic conditions on surface streets. Potential congestion will decrease GGT schedule reliability and would likely require GGT to acquire a new staging facility near TTT.

"EIR Comments/Street-Level Facility

- "Figure 2.2-2 (page 2-10) presents proposed street-level facilities for GGT and San Francisco Municipal Railway (Muni). A single 13-foot lane for bus boarding, although adequate from passenger and bus loading viewpoints, may prove problematic from an operating perspective should a bus become disabled in the 13-foot lane and a by-pass lane is not provided. To mitigate this operational concern, District recommends the DEIS/DEIR mention either a drop-off area for bus passengers at either the near side of the street-level facility on Beale Street or in front of the new TTT on Mission Street.

"EIR Comments/GGT Storage at 8th and Harrison Streets

- "Page 2-18 correctly states that the current GGT midday storage facility, which presently occupies the site of the proposed temporary terminal, requires 'a new site...to be identified.' GGT is presently in the process of relocating its midday storage facility from the Main/Beale site to a leased lot at 8th Street and Harrison Street. This relocation should be accomplished in March 2003.

"EIS/EIR Comments/Paratransit and Taxi Services

- "DEIS/DEIR should mention that a new TTT should be designed to provide a street level paratransit transfer location adjoining the primary taxi zones as well as the ground level terminal facilities between Fremont Street and First Street. Enclosed is an October 24, 2000 letter from the Partnership Transit Coordination Committee to Metropolitan Transportation Commission (MTC) pertaining to many design- related issues. It is offered for your information.
- "There is very little information in the DEIS/DEIR pertaining to taxi service to and from the new TTT. This issue may be critical from street level activity, terminal space allocation, and traffic congestion viewpoints. Since taxi service may potentially become a significant mode of access to and from TTT with the introduction of high-speed rail service (albeit a separate future project), District recommends that taxi service to and from TTT be discussed in the DEIS/DEIR.

"EIR Comments/TTT Alternatives

- "Page 5-2 describes Impacts Common to Both Transbay Terminal Alternatives. It states how GGT and AC Transit buses would be stored on a lot on Harrison Street between Second and Fourth Streets. It is not clear whether the lot described is referring to the proposed off-site

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storage facility bounded by Second, Perry, Fourth and Stillman streets. It is also not clear, based on description of the Loop Ramp Alternative (see pages 2-14 and 2-15) whether an off-site facility will be provided for GGT.

- "Table 5.19-1 (page 5-110) summarizes the two TTT and No Project Alternatives in terms of bus operational differences. It compares bus storage locations, travel times, and travel distances for the alternatives. This table raises the following questions as they pertain to GGT bus operations.
 - o "Bus Storage: This table indicates bus storage for the Full Loop Alternative will occur on the on-site ramps and off-site storage lot. Please specifically identify where storage would occur for GGT buses.
 - o "Travel Distances: Estimated travel distances are provided for AC Transit. Travel distances for GGT buses should also be provided.
 - o "Travel Times: Estimated travel times are presented for AC Transit operations. Estimated travel times for GGT operations should also be presented.

"EIR Comments/West Ramp Alternative

- "Page 5-111 clearly describes how AC Transit would operate between the off-site storage facility and TTT. It states, "AC Transit buses would operate independently of local traffic between the Bay Bridge, the storage area, and the Transbay Terminal. Direct connections would be provided on elevated ramps..." Other than reference to the storage facility for GGT buses, no reference is made to how GGT buses would operate between the off-site storage facility and the beginning of revenue service on Fremont Street. As part of consensus building and planning efforts with MTC, there was considerable discussion of providing GGT buses with ramps that would also permit buses to operate independently of local traffic. District staff had understood that ramps connecting the off-site storage facility and Fremont Street would be provided. These ramps would assure GGT level of service and schedule reliability and potentially reduce operating costs. This is also true in light of traffic-related impacts discussed in Chapter 5 of this document (see comments below).
- "Page 5-111 does not clearly describe features of the West Ramp Alternative for GGT bus operations. It cites Muni and Golden Gate Transit bus operations, patron entry, ticketing, and joint development. DEIS/DEIR should clearly identify features and specify the benefits for GGT of this TTT Alternative.
- "Page 5-113 notes "a direct connection between the Terminal and the surface streets was determined to be unnecessary for bus operations." District staff has repeatedly mentioned during consensus building and planning process with MTC that the current street access to TTT and access from Second Street south of Harrison Street via the elevated ramps requires an additional two miles of deadhead travel for GGT. District requested that a design option consider direct access from city streets to the terminal be investigated at the outset of this project. For example, District staff suggested a contraflow lane be considered on the Fremont Street off-ramp as a potential low-cost design option.
- "Second paragraph of page 5-114 cites" any significant expansions in Muni or GGT capacity would require the staging of buses at an alternate location." How much expansion by Muni or GGT would trigger this additional staging? Where would this additional staging be located?"
- "Page 5-116 makes reference to a change in GGT operating costs following construction of the off-site storage facility. EIR should refer to upcoming relocation of GGT's midday storage to the 8th and Harrison Street site (effective March 2003) to determine the new site's affect on GGT operating costs.

"EIR Comments/Loop Ramp Alternative

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- "Page 2-15 of the DEIS/DEIR describes bus storage for the Loop Ramp Alternative to occur on the (elevated) bus ramps for TTT. DEIS/DEIR does not specifically mention whether bus storage for GGT is provided, although Figure 2.2-7 (page 2-17) indicates 'Additional Bus Storage (under Bay Bridge Approach).' The description of this TTT alternative does not clearly indicate whether a permanent midday storage facility is provided for GGT. Absence of a midday storage facility for GGT, for any TTT alternative, is a serious shortfall and does not adequately address the needs of GGT bus services in San Francisco. Similarly, direct access ramps connecting an off-site facility and Fremont Street need to be accommodated.
- "Page 5-116 cites this TTT Alternative would feature 'street level bus service for Muni and Golden Gate Transit in the block east of Beale Street (as opposed to the mid-block crossing between Fremont and Beale as proposed in the West Loop Alternative).' The DEIS/DEIR does not provide any further description of this street-level arrangement. How many berths will GGT be provided? Where would this street level bus service be located? How will GGT bus operations (e.g., access between a midday storage facility and the beginning of revenue service) be affected?
- "Page 5-117 cites 'both AC Transit and Golden Gate Transit would be available beneath the western approach of the Bay Bridge at Second Street.' How does the space, layout, and the ability to provide a direct ramp between the midday storage site and Fremont Street (i.e., a route of travel that is independent of local street traffic) vary for GGT buses compared to the West Ramp Alternative?
- "No reference is made on page 5-117 concerning GGT operating costs with this TTT Alternative. EIR should refer to upcoming relocation of GGT's midday storage to the 8th and Harrison Street site (effective March 2003) to determine the new storage facility's affect on GGT operating cost.

"EIR Comments/Operating Costs

- "Page 5-120 presents an estimated \$312,000 annual increase in GGT operating costs attributed to the relocation of the midday storage function from the current lot at Main/Beale to the new off-site storage facility beneath I-80. This cost estimate assumes GGT midday storage at the current Main and Beale lot. GGT will be relocating its midday storage operation to a lot on 8th and Harrison streets in March 2003. GGT operating cost impacts relative to the relocation to a the proposed storage facility should assume the 8th and Harrison site as the existing condition.

"EIR Comments/Traffic Impacts

- "Page 5-126 states the project 'would result in adverse (traffic) impacts' and 'mitigation measures for the seven (impacted) intersections have not been proposed, and the impacts associated with the Project would be considered adverse and unmitigatable.' District recommends full consideration of direct ramps between GGT off-site storage facility and Fremont Street to eliminate circulation of GGT bus traffic on local streets during the evening peak period when traffic conditions surrounding the TTT area operate under extreme levels of congestion.
- "According to Table 5.19-5 (page 5-123) Harrison Street and Second Street currently operate at LOS E (delay of 44.9 seconds and v/c capacity at 1.11). Given the close proximity of this intersection to the proposed GGT off-site storage facility, District believes that GGT will be highly susceptible to traffic queuing on Third Street. District, therefore, urges consideration of a direct ramp connecting the storage facility with the Fremont Street off-ramp.
- "Similarly, Table 5.19-5 (page 5-123) cites poor traffic levels-of-service throughout the TTT area under existing and projected 2020 conditions. GGT needs direct ramps between the off-site storage facility and Fremont Street. Lack of these ramps would require a street level staging area near the TTT area."

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Response 2.6.3 Golden Gate Transit (GGT) buses would be stored in the same location under either Transbay Terminal Option – specifically under the west approach to the Bay Bridge, as shown on Figure 2.2-6, Volume I, of this Final EIS/EIR. It should be noted that the Transbay Joint Powers Authority selected the West Ramp Transbay Terminal Options as the Locally Preferred Alternative.

The co-lead agencies acknowledge that Golden Gate Transit has moved its current storage facility to Eighth and Harrison Streets from the Main-Beale site. The co-lead agencies note that GGT's current storage is more distant from the Transbay Terminal than would be the case for the proposed GGT permanent storage facility under the west approach to the Bay Bridge, as designated under the Transbay Terminal Project. The Final EIS/EIR has been edited to note GGT's current storage location and the beneficial impacts that relocation of GGT to the proposed permanent bus storage facility under the west approach would have on GGT operating costs (see sections 5.19.1.1, 5.19.2, and 5.19.3.5).

As requested by GGT, a drop off location on Mission between Fremont and First, in front of the new Transbay Terminal, will be proposed for inclusion in the final design of the Transbay Terminal. Curb space would also be allocated for paratransit on street level at locations near the Transbay Terminal, consistent with ADA requirements.

GGT buses would enter the permanent storage facility from Fourth Street in the morning. The only at-grade bus crossing would be for GGT buses leaving its facility in the afternoon and crossing Third Street at Perry Street. The GGT buses would cross Third Street at mid-block via a traffic signal synchronized with the traffic signals at Harrison and Bryant streets, causing minimal interruption to the Third Street traffic with projected operations at Level of Service (LOS) A – the best classification for LOS. During the pm peak, there are currently sufficient gaps in the Third Street traffic to permit the Golden Gate Transit buses to cross without a signal, but signal is preferred to improve safety. All other bus movements near the facility (including all AC Transit buses) would be within the storage areas and on dedicated bus ramps separated from the street system.

Figure 2.2-4, Volume I, of this Final EIS/EIR has been updated to show the revised ramp system. A connecting ramp from the inbound bus ramp from storage to the Fremont Street off-ramp has been included in this change. The purpose of the connecting ramp is to provide GGT with a direct connection from the permanent storage area under the west approach to the Fremont Street off-ramp. This connection will allow GGT to avoid much of the local traffic between storage and the beginning location for their bus routes (i.e., where the buses actually begin to load passengers).

The limited widths of Stillman and Perry Streets upon completion of the Bay Bridge west approach project preclude the introduction of a bus ramp from GGT storage over Third Street and connecting with the ramps from the AC Transit storage to the terminal. Similarly, the lack of sufficient headroom over Third Street and under the Bay Bridge west approach prevents providing such a ramp within the footprint of the west approach.

The co-lead agencies note that the three Golden Gate bus bays under the terminal for the West Ramp Alternative is more than is currently utilized by GGT in the existing facility. With the proposed elongation of the terminal with the West Ramp Alternative versus the existing terminal, there are ample opportunities for GGT to work with the City and County of San Francisco to secure additional curb space to accommodate expansion of GGT service.

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Travel distances and times would not vary for GGT for the terminal options, and features for GGT would be similar under each option.

Caltrans recently initiated a construction contract to have the Fremont Street off-ramp upgraded for seismic safety reasons. The design reflected in the contract was well underway at the time of the MTC Terminal Improvement Study and virtually complete during the preparation of the Draft EIS/EIR. Although requests were made by the MTC Study Team to consider some design modifications, the importance of maintaining Caltrans' design schedule prevented significant alterations to the design. The designed Fremont Street off-ramp does not have sufficient width to accommodate a contra-flow lane and still provide the necessary general-purpose highway capacity.

Please see also Response 2.6.4 regarding taxis.

2.6.4 San Francisco County Transportation Authority, Jose Luis Moscovich, Executive Director, December 19, 2002

"Once the facility is completed, and with the inclusion of high-speed rail service, the terminal will serve significantly more long-distance and non-commuter passengers. Although most passengers will take advantage of the multiple transit connections available at the site and others will walk, it is expected that a portion of them will be served by private transportation. It is not clear from the information offered what provisions are contemplated, if any, for bicycles, taxi stands, or private vehicle pick-up and drop-off areas, as well as short-term waiting areas (The entry-level drawing on page 2-10 only shows buses). Is it to be understood that private vehicles picking up passengers are going to wait in a holding pattern driving around the terminal? If so, what provisions are being made to handle the traffic?"

"On page 5-94 the design concept shows a very attractive but complicated roofline. Considering that tall buildings will surround the terminal, and that as a result the perspective view of the building as shown on Figure 5-16.1 is not probable, has consideration been given to a more easily constructible (and therefore less expensive) roof that provides some of the same functionality? Furthermore, has the potential for additional development above the terminal itself, for retail or other uses, been seriously considered?"

"Also on page 5-94, the bottom drawing shows what appear to be cars and other vehicles in two underground levels adjacent and to the left of the Caltrain station with a large (approx. 170 feet) three-level atrium space above it. There is no mention of this space in the project description, although apparently it is also shown on the plan on page 2-10. Is it part of the Terminal or is it a representation of the adjoining private sector development envisioned for that space?"

Response 2.6.4 There is considerable curb length in and around the terminal. Taxi pick-up and drop off space will be included as part of the Transbay Terminal design and the Redevelopment Agency's design for development, particularly in relation to the proposed hotel development in front of the new terminal. The *Draft Transbay Redevelopment Project Area Design for Development* proposes new taxi space and sidewalk improvements in front of the new terminal on Mission Street. Please also see Response 2.2.1 regarding the proposed atrium plaza in front of the new Transbay Terminal and Response 2.4.1 regarding bicycle storage.

The roof designs shown in the EIS/EIR are only conceptual at this stage of planning. As noted in the capital cost estimates and project schedule (Figure 5.20-8, Volume I, Final EIS/EIR), value engineering will be undertaken for all aspects of the design. The Transbay Terminal's long and

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narrow shape is not conducive to dedicated cores for development above the facility, as noted by developers who advised the conceptual design team.

The automobiles shown in the Figure 5.1.6-1, Volume I, are intended to represent the sub-surface parking area that likely would be developed as part of the hotel proposed north of the new Transbay Terminal.

2.6.5 City and County of San Francisco; Traffic Engineering Division; Bond Yee, Deputy Director and City Traffic Engineer, Jack Fleck, Senior Transportation Engineer, Jerry Robbins, Transit Planner V, December 18, 2002

"Size of the terminal- Page 5-111 - "The new terminal will accommodate 35,000 rail and bus passengers during the peak hour. This is 11,000 more passengers than the 24,000 passengers projected for peak hour demand in 2020. The current peak hour passenger flow at the existing Terminal is 10,000 passengers." This raises a concern about overbuilding. Currently the Transbay Terminal is larger than it needs to be. If the new terminal is even larger, there will be a lot of empty space. Could some of that space be used for storage of buses? Are there interim/back-up plans in case the large ridership projections do not materialize?"

Response 2.6.5 The long, narrow nature of the Transbay Terminal site and the desire to provide extensive access for patrons among the floors and to the street level for the new Transbay Terminal led to the provision of extensive internal circulation being included in the current conceptual designs for the Transbay Terminal. The passenger numbers quoted above are the numbers that can be accommodated by the design and not the expected number of actual patrons. The facility is sized so that patrons do not feel cramped or limited in the amount of area per patron.

2.6.6 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

"The bus portions of the Transbay Terminal analysis appear good. The capacity is adequate, but not excessive, and the operating plan is well thought out. However, a signal will probably be needed mid-block on Fremont Street between Mission and Howard Streets to expedite Muni and Golden Gate Transit buses exiting the terminal."

Response 2.6.6 A traffic signal is planned at this mid-block location, as noted in Section 2.2.2.1, Volume I, of this Final EIS/EIR. Please also see Response 2.6.7.

2.6.7 SPUR, Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"Page 2-7, Bus Storage: Section 2.2.1.1, West Ramp Alternative: AC Transit Bus Storage is listed as between 42 and 53 buses, plus Golden Gate Transit Storage. No number is given for the Golden Gate Transit Storage portion of the project. In Section 2.2.1.2, Loop Ramp Alternative description, bus storage is identified as being 120 on the ramp and up to 53 in a storage yard. If the entire bus storage need can be accommodated in the storage yard as shown in the West Ramp Alternative, then what is the rationale for choosing the Loop Ramp Alternative to provide storage? Conversely, in the Loop Ramp Alternative what is the need for a bus storage yard if the ramp will provide over twice the storage of the West Ramp Alternative? It would be helpful to provide a chart showing the projected storage needs of the various operators.

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"Page 2-9: The text indicates that Golden Gate Transit basic service will be located in the new mid-block terminal, while page 5-114 indicates that Golden Gate Transit commuter service would use the new mid-block boarding area. Which one is correct, and how do the services differ?

"Please explain why Golden Gate Transit commuter service buses continue to be staged at the curb. Why were they not included in the new Terminal regardless of where the midday layover occurs?

"Page 2-12 states that with the new terminal that SamTrans would terminate on Mission Street between Fremont and Beale Street, and that SamTrans buses would load on Fremont Street immediately south of the terminal. Would the Mission Street curb between Fremont and Beale Street become the new layover location for SamTrans buses? How much of the curb would be affected? No analysis of the impact of this on parking and traffic operations is presented in Chapter 3.

"Page 3-44 identifies current operations of the Golden Gate Transit buses, including the problems with pedestrians queuing for the bus blocking pedestrian flows on Fremont Street. Given the significant increase in street level activity from development in the area, why haven't Golden Gate Transit operations been entirely shifted to the new Transbay Terminal? Why hasn't a plan for street level loading of Muni, SamTrans and Golden Gate Transit buses been developed and illustrated? How much of the street curbs during the AM and PM peak hours will be dedicated to idling buses? How and where will future increases in Golden Gate Transit service be accommodated? The impact of operations that remain at street level should be fully discussed.

"Page 5-113 states 'assuming the implementation of a diamond (bus only) lane on Beale Street between Market Street and through the terminal's designated Muni loading area...' which implies an HOV lane on Beale Street. How would this look? Also, would there be an HOV lane on Fremont Street? Would the existing mid-block signal that facilitates buses exiting from the hump to access traffic flow be removed, or be moved?

"Street improvements included as part of the new Terminal should be described in Chapter 2. There are discussions in Chapter 5 that indicate that street improvements would be made. For example:

- "It is unclear if there is a bus lane on Beale Street or on Fremont Street. Discussion of Muni bus travel times (on page 5-113) indicates that 'assuming the implementation of a diamond (bus only) lane on Beale Street...' Would there be a bus lane? How would it be configured? What would be the impact on traffic operations?
- "Similarly, what would the roadway striping be on Fremont Street? Would the existing bus lane be eliminated? Relocated?
- "Page 5-136 indicates that there would be a new mid-block signal on Fremont Street between Mission and Howard Street south of the overpass. What would happen with the existing signal? Has an operations analysis of the buses entering and exiting the terminal been conducted? Why hasn't it been included in Chapter 3 or 5?
- "Page 5-136 indicates that a pedestrian mitigation measure should be to ensure that "the Transbay Terminal design increases corner and sidewalk widths at the four intersections immediately surrounding the terminal." Shouldn't this level of terminal design already have been completed? What would happen to the existing travel lanes and curb parking/bus stops? Why haven't these been included as part of the project and their effects analyzed?

"Section 5.1.1.1 - Impacts common to both alternatives states, 'Additional impacts would occur due to off-site staging and parking requirements for both AC Transit and Golden Gate Transit.

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Buses would be stored at a lot on Harrison Street.’ Please clarify how the impacts of the Loop Ramp alternative (Sec. 2.2.1.2), a facility that will hold up to 173 buses, will be the same as for the West Ramp Alternative (Sec.2.2.1.1), a facility that holds only 53. The West Ramp and the Loop Ramp alternatives are quite different, with significantly different impacts on land area where bus storage is concerned.

“Table 5.19-1, Operational Differences between Transbay Terminal Alternatives: The numbers in the table don't add up. Some examples:

- “Bay Bridge to Terminal: Based on the illustrations in Figure 2.2-1 and 2.2-7, please explain how the West Ramp alternative requires an additional 1,100' of travel distance, the equivalent of 2.5 city blocks, between the Bay Bridge and the Terminal, if the Terminal is in the same location as the existing terminal. The actual travel distance should be less, since the first bus bays are up to 1100' feet closer than other alternatives, given the actual travel paths involved. If the number reflects looping within the facility before arrival for the West Ramp, then the distance from the Terminal to the Bay Bridge should be called out separately, since the West Ramp Alternative will have a shorter travel time for this leg.
- “Bay Bridge to Terminal to Storage Area: How can this number be the same as for Bay Bridge to Terminal? Since the Loop Ramp and West Ramp alternatives include bus storage in the same yard, as indicated in Section 2.2.1.2, then why aren't the travel distances the same?
- “Storage Area to Terminal to Bay Bridge: Same as above.
- “Travel Times: the travel times do not match travel distances – Travel time from Bay Bridge to Terminal
 - o “Existing Terminal is 216 seconds for travel distance of 6500'
 - o “West Ramp is 317 seconds for travel distance of 7600'
 - o “Loop Ramp is 227 seconds for travel distance of 6500'
 - o “Why is the travel time greater for the Loop Ramp vs. existing, if the distance is the same?
- “Travel Time from Storage Area to Terminal To Bay Bridge
 - o “Existing Terminal is N/A. Buses are currently stored on the ramp, and not in the facility. (See p. 5-114, Bus Storage Areas) Why is this not reflected in the table?
 - o “West Ramp is 329 seconds for travel distance of 7600', a difference of + 12 seconds over the same distance listed for Bay Bridge to terminal. Reversed, the same travel time is 334 seconds, a 17 second increase for the same route in reverse.
 - o “Loop Ramp: why is travel time 13 seconds more than the same distance given for Bay Bridge to Terminal? Why does the same trip in reverse take 3 seconds less? why the discrepancy between this and the West Ramp alternative?
- “Please review the remaining travel times and distances for similar problems.
- “Ramp to Terminal: if the Loop Ramp Alternative replicates the same configuration and function as the existing condition, why is there no travel time listed here?
- “Notes: Note 1 of the table says that ‘no deadheading or off-site staging is currently involved with AC Transit operations’. P. 5-114 says that currently AC Transit buses are stored on the access ramps and not in the terminal. If the current facility and the Loop Ramp alternative both use the access ramp for bus storage, how can one not require ‘deadheading or off-site staging’ when the other does?

“Table 5.19-2:

- “AC Transit operating costs. Given the errors listed above, the numbers here don't seem to add up. If the terminals are all in basically the same place, then the numbers should be closer than shown. Given the information presented, we question that operating costs could be so much higher for the West ramp than for the existing situation.

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- “P. 5-117 says that table 5.19.2 shows that the Loop Ramp Alternative requires a 78% increase in operations and maintenance costs, and then characterizes this as ‘not significantly higher... than under the current situation.’ Please clarify how such an increase is not significant.

“Page 5-136

- “The text indicates that there would be a new traffic signal on Fremont Street between Mission and Howard Street. Would the new signal be in addition to the existing mid-block signal? What would a ‘full stop’ phase be? Since the only vehicular movement at the mid-block crosswalk is westbound, and since buses exit the surface terminal downstream of the proposed new mid-block signal, a signal similar to the one that currently exists north of the terminal should be sufficient to accommodate pedestrians and vehicular traffic.
- “The EIR/EIS does not include operational analysis of the access and egress from the surface level of the new Terminal.”

Response 2.6.7 The Loop Ramp Alternative (page 2-18 of the Draft EIS/EIR) would allow for approximately 120 standard 40-foot buses to be stored on the eastern bus ramps, and the remaining bus storage (for approximately 53 buses) would off-site at the proposed bus storage locations under the Western Approach to the Bay Bridge (Assessor Blocks 3762 and 3763). Page 2-18 of the Draft EIS/EIR states that the specific location(s) of the remaining bus storage (above the 120 that would be stored on the ramps) for the Loop Ramp Alternative has not been finalized. Page 2-18 notes that bus storage would occur off-site at “one or both storage sites described under the West Ramp Alternative.”

Although up to 120 buses could be stored on the ramps for the Full Loop Option, additional storage capacity would still be required. Thus the off-site storage facility under the west approach to the Bay Bridge would still be required under either Transbay Terminal Option.

The Transbay Joint Powers Authority has selected the West Ramp Terminal Option as the Transbay component of the Locally Preferred Alternative. Principal reasons for this selection included:

- The blocks south and east of the terminal at Beale and Howard Streets and Folsom at Beale and Main Streets would be open for development, which is not the case for the Full Loop Alternative.
- The eastward views along Howard Street would open up toward the bay and the East Bay hills Southward views along Beale, Fremont, and First Streets toward Rincon Hill would also open up.
- This alternative would have lower capital costs.

As shown below, numerous commentators on the Draft EIS/EIR stated their preference for this West Ramp Alternative, and the alternative best represents the consensus solution emanating from multiple agencies and community representatives involved in the Metropolitan Transportation Commission’s Transbay Terminal Study. AC Transit, the main current tenant in the existing terminal and one of the primary anchor tenants in the new facility, has reviewed the operational characteristics of the West Ramp Alternative and found them to easily meet operational requirements for both current Transbay bus schedules and potential future service levels.

The text on page 5-114 of the Draft EIS/EIR has been revised in Volume I of this Final EIS/EIR. Muni bus routing from Market to the proposed Terminal would continue operations on First Street

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in a dedicated bus lane and turn left onto Mission Street. A portion of the curb frontage on Mission between First and Fremont Streets would remain as passenger pick-up and drop-off for Muni's current Mission routes as well as the routes that currently use the existing crescent in front of the Transbay Terminal. The buses continuing to the Muni/GGT area at street level under the terminal between Beale and Fremont Streets would continue on Mission to Beale Street where they would turn right into a dedicated bus lane on the west side of Beale Street. Once on Beale, the buses would drop passengers on the Beale curb just before turning into the Muni/GGT area under the terminal. Passenger pick up would occur in the Muni/GGT area and buses would gain access to Fremont Street via a mid-block signal that would replace the current Muni signal on Fremont. Transit vehicles would return to Market Street along Fremont Street.

GGT service plan for both the basic routes and the commuter lines allows for distribution throughout the city as the routes approach the Golden Gate Bridge. Since the terminal ramps are south of the terminal and further from the GGT routes, using the terminal interior would lengthen the routes and increase GGT operating costs. In addition, the terminal would have to be substantially larger to accommodate all the GGT commute buses. Hence, the prudent decision is to accommodate GGT storage needs and allow for good access through the terminal ramp system to a variety of street terminals. In addition, GGT has stated that its bus service likely will not increase substantially. Rather, an increase in Marin-San Francisco non-auto movements would probably be handled by more by high speed ferries from Larkspur.

SamTrans assumes that with the BART extension to the Airport/Millbrae stations and the Caltrain Downtown Extension, service to the terminal will be substantially reduced, so only limited curb space will be necessary. Should curb space be too limited, project sponsors expect that the bus facilities on the bus levels of the proposed terminals would be able to accommodate the slight increase in bus activity required by introduction of SamTrans into the new facility. Section 5.19.5, Volume I, of the EIS/EIR reviews the impacts from lost parking in the Transbay Terminal area from the proposed Project.

Section 5.19.1 (including Tables 5.19.-1 and 5.19-2), Volume I, of this Final EIS/EIR has been revised to clarify the transit impacts and to correct errors in the Draft EIS/EIR presentation. It should be noted that the travel distances are longer for the West Ramp Alternative than for the Full Loop given that the terminal is slightly longer than the Full Loop Alternative. This is because the terminal is fitting 26 articulated bus bays and four standard bus bays on one center platform versus the three platform scenario of the Full Loop Alternative. The longer distance of the terminal translates into a longer travel distance.

The labeling in Column 1 of Table 5.19-1 for the "Bay Bridge to Terminal" has been revised to read "Bay Bridge to Terminal to Bay Bridge." The values are the longest distance and are equal to the distance to the permanent storage area. Travel times do not always match distances given that there are different rates of travel on various parts of the ramps. Fehr and Peers estimated that buses would operate on the ramps between 20 and 35 mph and at 10 mph while inside the terminal. The storage of some buses on the ramps for the Full Loop Alternative is now reflected in Table 5.19-1 of the Final EIS/EIR in the rows entitled "From Ramp to Terminal," which have been revised to show the estimated distance and time for AC buses to depart from parking on the ramps to gain access the terminal platforms. It should be noted that the Loop Ramp Alternative does not replicate the same configuration and function as the existing condition. The Loop Ramp Alternative also includes storage under the western approach to the Bay Bridge, and allowances have been incorporated into the average speeds to account for some bus parking on the ramps.

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Table 5.19-2 and the corresponding text have been revised to reflect consistent and accurate costs.

Regarding note 1 in the Table 5.19-1, "deadheading" in this case means repositioning buses from the East Bay to the Transbay Terminal for use in the afternoon. The analysis assumed no change in East Bay deadheading, so "deadheading" in this instance refers to the longer distance between the terminal and bus storage than the existing condition with AC Transit bus storage on the ramps. Specifically, the existing loop terminal allows for the buses to be closer to the terminal than either of the proposed alternatives.

Increased sidewalk widths would be accommodated by appropriate building setbacks rather than decreasing the roadway cross-sections. The final design process will address the specific building design issues that will provide sufficient sidewalk widths.

The existing signal on Fremont Street between Howard and Mission Streets would be relocated to the location of the Muni and Golden Gate Transit egress. A simulation of the bus operations exiting the Muni/GGT facility showed that street operations would be satisfactory with the relocated signal.

2.6.8 Mr. Sheerin, Speaker, 11/13/02 Public Hearing

"And I'm also concerned that some of the sketches I've seen here of multiple levels on the platform separates the ground level from the train and bus terminals by two or more levels, and that seems to me like that will also make it more difficult and cumbersome for people to make connections. You have to deal with elevators and escalators and staircases. And in that case, it seems to me if you could – maybe it's not possible to do on one level, but eliminate the intermediate mezzanine level if at all possible so that the – again, the travel time is decreased.

"In looking at the diagrams and listening to the last speaker, it occurred to me I don't see any large seating areas in this cross section of the terminal, and that's been one of the – I think, the biggest problems with the existing Caltrain terminal and much of the stations along the way. It's – there are a few benches, but not very many. And so if you've got a trainload of people waiting for the next train, they all have to stand; and that's not very conducive to convincing more people to mass transit and a train three quarters of your way to commute. It's, you know – especially like the end of the day: tired people want to sit down, and you ought to need to let them do that on a train or in large seating areas, such as are found in other train terminals throughout Europe and the US.

"And partially I'd like to address the last speaker's comments on why he doesn't think this project is necessary. But to encourage people to take mass transit in greater numbers and more frequently, you need to make the connections as few as possible and as easy as possible; and the current location of the train station is not conducive to that, and not all of these designs are conducive to that. You need to make the station layout have as few levels as possible, be as easy to get through, lots of seating, easy connections to both trains, buses, the mass transit on Market Street, and the Ferry Terminal."

Response 2.6.8 Stairs, escalators and elevators would provide vertical circulation between levels of the new terminal. The mezzanine would provide for passenger waiting areas, a potential Muni connection to Third Street, program space for operators, and back-of-house requirements for building operations. Minimizing travel distance between modes is generally regarded as a means of enhancing connectivity and, thereby fostering ridership. The current conceptual design for the terminal minimizes travel distances between modes by stacking the

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modes rather than placing them at the same elevation, which has a tendency to increase travel distances and time. The use and extent of seating areas in the terminal will be evaluated as part of the Transbay Terminal final design process. Please also see Response 1.1.7.

2.6.9 Architecture 21, Michael Kiesling, December 20, 2002

"In 1992 I circulated the first version of my plan for extending Caltrain to the Transbay Transit Terminal. The result of over five years of research and design, it suggested that a tunnel could be dug under Rincon Hill to bring trains from Mission Bay to the Transbay Terminal. Over the next decade, I refined the design to meet the changing technical and political situation. My comments come from my decade-plus involvement with the project.

"The bus and terminal building project, described in the DEIR, is an excellent design. This portion of the project was often the most contentious, as initially the City of San Francisco proposed removal of the bus facility. The current design can be further improved by shifting the footprint of the facility to the west, to occupy the area of the failed residential high rise project to the immediate west of the terminal. This would allow the above-ground portion of the terminal to keep to the west of Beale Street, removing the need to bridge that street."

Response 2.6.9 The co-lead agencies for the EIS/EIR acknowledge Mr. Kiesling's prior extensive involvement in the proposed Project. Per Mr. Kiesling's suggestion, the proposed footprint of the terminal has been re-evaluated and is now proposed to be further west than is shown in the Draft EIS/EIR. This change in location for the terminal means that the new terminal would no longer span Beale Street and represents a costs saving to the project, with no apparent loss in terminal utility and no significant change in project impacts. This refinement is further described and evaluated in Sections 2.2.1.2 and 2.2.2.1, Volume I, of this Final EIS/EIR.

2.6.10 Transportation Solutions Defense and Education Fund (TRANSDEF), David Shronbrunn, President, December 20, 2002

"It appears that the upper bus level of the West Ramp Alternative uses only half of the space available. It would be desirable for the building to have the structural capacity to build out the other half, if demand for it should develop in the future."

Response 2.6.10 The option of building a full level at the top of the terminal should future demand warrant has been and will continue to be considered in the design of the terminal.

2.6.11 Frances Wong, November 22, 2002

"Page 5-113. If a diamond lane is established on both Beale and Fremont, surface rail connection should be provided from Market Street for E and F line tripper service at the Transbay Terminal. This would share use of 600 volt trolley with Muni lines 5 and 6. The incorporation of heritage trolley service at the Transbay Terminal provides both a historic link and practical direct connection to the waterfront for both daily commuters and off peak tourists."

Response 2.6.11 Under the current terminal conceptual designs, the Muni area on the surface between Beale and Fremont Streets is designed to accommodate a rail operation, with adequate clearances (horizontal and vertical) for rail vehicles.

**2.6.12 Ken Bukowski, Councilmember, City of Emeryville, Speaker, 11/12/02
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"I'm a councilmember from the City of Emeryville and have followed this project the last 10 years or so. I want to make a couple of points about the proposal currently out there to take out

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the bus ramps. It's really in the East Bay, sued Caltrans on account of taking down the ramp. A settlement was entered into where they were going to take the ramp down and proposed to put it back. It doesn't make sense to put it back without it being part of the new project. Somebody should look into that. We want to make sure that the terminal has viability."

Response 2.6.12 The Transbay Joint Powers Authority has selected the West Ramp Transbay Terminal options as a component of the Locally Preferred Alternative. Replacement of the east ramp would not be necessary should this new terminal option be designed and built. The status of lawsuits or resolution of such suits regarding the disposition of the east ramp in the interim is beyond the scope of this EIS/EIR.

2.6.13 James Wittmann Dear, November 18, 2002

"Visual and aesthetic impact is hard to quantify. If we can try to improve the project keeping in mind its overall sculptural qualities and incorporating ornamentation and variation of form with the fabric of the district architecture, I hope that this will last another seventy-five years. The ramps need to be more than just 'less visually intrusive due to their uniform appearance and minimal supporting structures' (5.16.2 page 5-93). That sounds like a causeway to me."

Response 2.6.13 This portion of the visual analysis of the new terminal ramps notes that the stacked ramp configuration would have a reduced footprint and minimal supporting structures, suggesting that the ramps would therefore be less visually intrusive. The ultimate aesthetics of the ramps will be determined during final design, which will involve community input to assure, to the extent possible, that the ramps are visually pleasing and fit into the urban design and fabric.

2.6.14 Greg Patterson, December 18, 2002

"Similarly, once built, the Transbay Terminal will stay for many years, so should be designed with the long-term character of the city in mind."

"The Terminal design shown is apparently just a schematic possibility and not a real design. Urban Design impacts are impossible to assess since the schematic shown was developed specifically for preliminary study and the architecture shown is apparently conjectural. Have Guidelines been developed to assist the eventual project architect? Will there be a signature style of architecture for the Terminal that is in any way similar to what is suggested by the sketches in Figure 5.16-1?"

Response 2.6.14 Guidelines are being developed to assist the eventual project architecture. The "sketches" of the new Transbay Terminal in Figure 5.16-1 are conceptual and will be further developed as the Project proceeds through preliminary and final design, which will include a public involvement process.

2.7 OFF-SITE BUS STORAGE FACILITY

Note: Comments 2.7.1 through 2.7.38 all concern various environmental aspects of the proposed off-site bus storage facility under the west approach to the Bay Bridge between Second and Fourth Streets. One response is provided to all of these comments, and this consolidated response can be found following Comment 2.7.38.

2.7.1 California Department of Transportation, Timothy C. Sable, District Branch Chief, December 20, 2002

"Proposed Bus Storage: In Chapter 2, Figure 2.2-5, the feasibility of providing a parking double-deck under the I-80 structure is not clear.

"The impacts of the proposed bus storage under Interstate 80 (I-80) between Stillman, Perry, Second and Fourth Streets are not adequately addressed in the DEIR. The West Ramp Alternative displaces AC Transit and Golden Gate Transit bus storage from current locations on the Terminal East Loop and the surface lot at Main, Beale, Folsom and Howard Streets, respectively. The Project includes a direct ramp connection between the proposed storage facilities and the new Terminal. The Noise and Vibration portions, as well as the Air Quality portions of Table S-1 do not address the impacts of the proposed bus parking underneath the I-80 structure on the residences and businesses on Stillman and Perry Streets.

"Storage of 200+ buses between Second and Fourth Streets, plus a two-level automobile parking structure at Fourth Street, could represent a substantial change from the existing use that would require an Air Quality Assessment from the Regional Air Quality Board and/or Association of Bay Area Governments (ABAG) addressing the impacts of the proposed use on air quality based on the Bay Area Air Quality Assessment Model.

"Also, Streets and Highways Code Section 146 'Use of Airspace for Mass Transit' requires that the Department exercise discretion in allowing only such uses that conform to established safety design standards, and are consistent with good ecological and environmental planning. Any commitment we make to the Transbay Joint Powers Authority to provide airspace for the proposed use would be subject to the Air Quality Assessment, and our approval of the parking structure development plans.

2.7.2 AC Transit – Kathleen Kelly, Deputy General Manager, Service Development, December 20, 2002

"We are aware that some property owners and residents in the Second St. & I-80 area have raised concerns about the bus storage planned under the freeway there. They have raised concerns about both air quality and traffic impacts. AC Transit sees this bus storage site as a critical and integral part of the project that should not be changed. By providing dedicated ramps from the bus storage site to the Terminal, AC Transit can quickly and reliably move buses from one to the other. If our buses had to operate from another storage site to the Terminal, which required the use of often congested Downtown San Francisco streets, this would substantially increase our running time and operating cost.

"We also believe that the air quality and traffic concerns are misplaced. The air quality concern is based on an obsolete image of highly polluting diesel buses. Modern clean diesel buses eliminate all but a small fraction of former emissions. In addition, the buses would only be running at the storage site for a few minutes per day. The number of cars that currently use the site is larger than the projected number of buses, so that the existing cars also have air quality impacts. The

bus storage facility and ramps could actually improve traffic in the area. The storage sites are currently used as parking lots for automobiles, which access the lots via city streets. By creating dedicated ramps and removing on street trips, traffic congestion could actually ease.”

2.7.3 Golden Gate Bridge District, Alan R. Zahradnik, Planning Director, November 19, 2002

- “DEIS/DEIR (pages S-1 and 1-1) describes the many transit benefits achieved by this Project. Equally important, however, is the project’s inclusion of a permanent storage/layover facility for regional bus operators. This facility will continue to allow GGT to provide level of service and schedule reliability for its customers. Although passenger amenities are important for the general public, the ability for GGT to maintain level of service and schedule reliability are critical to the attractiveness and success of GGT bus service in San Francisco. Page 1-2 should also acknowledge the operational benefits provided for regional bus operators by this Project.
- “A permanent midday storage facility is very critical to the retention of successful GGT bus service in San Francisco. District recommends that the bus storage and bus access ramps proposed by this Project be identified as a priority transit improvement that could be advanced independently in the event the Project is delayed.
- “Table S-1 of DEIS/DEIR (page S-10) states that mitigation of displaced public parking by bus parking will be accommodated with a ‘parking deck’ under the freeway between Third Street and Fourth Street. This table should clarify that bus parking at grade level is the higher priority and public parking could co-exist onsite on a deck.

2.7.4 M. Kiesling, Regional Alliance for Transit (RAFT), December 18, 2002

“As part of this we STRONGLY support the dedicated off-site bus storage facility between Perry and Stillman Streets, beneath the Bay Bridge approach structure. An issue of contention with the previous designs for the terminal was the lack of adequate bus storage. RAFT fought long and hard to ensure that any new terminal would be operationally equal-to or better than the existing terminal. The proposed location, under the freeway, is close to the terminal and maximizes the use of this already impacted public land. We support designing the bus storage facility to mitigate the concerns of its neighbors, and suggest that with proper landscaping and architectural treatment, the neighbors will find the facility a compliment to their neighborhood, and a great improvement over the existing public parking lot. Additionally, concerns about possible bus diesel exhaust will probably be well-mitigated through the advancement of bus propulsion technology by the time the facility is operational.”

2.7.5 Architecture 21, Michael Kiesling, December 20, 2002

“The bus storage facility is crucial to the operation of the terminal. The location proposed for bus storage, beneath the west approach to the Bay Bridge, between Fourth and Second Streets, connected to the terminal by grade-separated ramps, is the best alternative available. The storage facility will be an improvement over the unimproved parking lots that currently occupy the land under the freeway. Proper landscaping and design will make an aesthetic improvement to the neighborhood. The maintenance and security of the facility will improve the safety of the neighborhood. The continuing evolution of bus propulsion technology, the switch to cleaner fuels, will result in fewer pollutants in the neighborhood, not more.”

2.7.6 BayRail Alliance, Margaret Okuzumi, December 20, 2002

“Summary of our Recommendations: We strongly support the full build, West Ramp alternatives and bus storage facility location.”

2.7.7 Chadowitz, Operations Manager, Britanne Corporation, November 7, 2002

"I am writing this letter to you to implore you to reconsider using the Stillman Street parking Lots between Second and Fourth streets as bus storage. Stillman Street residents and businesses will already be severely affected by the rebuilding of the bridge approach, do we also need to be subjected to reduced air quality by bus emissions?"

"If you visit our little neighborhood of businesses and homes you will see that the parking lots are a closed environment. The freeway overhead closes in the lots that are closely bordered on each side by buildings. These buildings house our businesses and our families. This is not an industrial park, this is a neighborhood.

"Please help us to continue the growth of our area, not contribute to its demise. I am sure that you can find a great alternative area in a place that would not be as negatively affected as our street. May I suggest Fourth and King, or the Pier across from Bayside, or Port property, or how about under some of the property being built adjacent to the Transbay Terminal?"

2.7.8 Titan Management Group, Michael Alfaro, Vice President, December 12, 2002

"These comments are submitted on the ... "Environmental Document" on behalf of the Clocktower Lofts Owners Association:

- "The Clocktower is an historic building in a historic area.
- "The Clocktower is a live/work building providing housing for 127 families including small children.
- "The Clocktower is already an area in city with mitigations for the Giants Stadium. Second Street is designated as a pedestrian walkway; Third and Fourth Streets are the bus bridges.
- "This area is already subject to extensive disruption during Caltrans' bridge and approach demolition and rebuilding for next 5 years.
- "The Clocktower relies on open windows for ventilation as do many of its Stillman Street neighbors.

"Bus Storage Facilities: One of the project elements is development of bus storage facilities. 42 or 53 AC Transit Buses would be stored between Second and Third Streets at Stillman, facing our building. 140 Golden Gate Transit buses would be stored between Third and Fourth. These bus yards would concentrate noise and diesel emissions in a semi-enclosed area near high density residences and businesses.

"The Environmental Document is obligated to consider the environmental impacts of the project, including all its components. The Environmental Document does contain a discussion of air quality impacts. It appropriately includes a micro scale air quality assessment. The microscale analysis, however, was limited to an assessment of the concentrations of carbon monoxide.

"The California Air Resources Board has identified diesel emissions as a carcinogen. In recognition of the health risks to children from diesel exhaust, the ARB has just taken action to prohibit idling of school buses within 100 feet of a school building, see <http://www.arb.ca.gov/newsrel/nr121202.htm>.

"The buses utilizing the storage facilities contemplated by this project will undoubtedly be a source of diesel emissions. These emissions could be a significant health risk because of the number of buses involved. The Environmental Document acknowledges that bus engines will be warmed up in these storage areas (page 5-63). The emissions in these storage areas will be

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more concentrated than they would be in an open area because of the semi-enclosed covering of the freeway structure. In addition to presenting possible health hazards to residents in the surrounding areas, the relative enclosed nature and lack of significant airflow in this area may present substantial health hazards to the bus drivers and associated mass transit employees. There are numerous residences located in this area that house sensitive populations, including children. There is a residence for the elderly adjacent to this area.

"An analysis of the environmental impacts of this project should include an identification of the residences near the bus storage facility, the sensitive populations that would be affected, and an analysis of the potential exposures to diesel exhaust, including a worst case analysis and a cumulative impact analysis.

"Diesel engines are also notorious sources of noise. The noise will also be greater because it will be partially contained by the freeway structure. The Environmental Document contains only a four line qualitative discussion of the bus storage facility noise impacts (page 5-63). There is no quantitative analysis presented.

"The Environmental Document proposes construction of a sound wall on the south side of the storage areas to mitigate the noise impacts. This appears to be based on recognition that the noise impacts would be regarded as significant though that is not explicitly stated. There is no analysis of how effective the sound wall would be. A sound wall may not be effective since it would be expected that noise would reflect off the bottom of the freeway structure and escape over the top of a sound wall. A sound wall on the south side of the storage areas will not mitigate the noise impacts on the Clocktower at all.

"There are accepted methodologies for conducting a quantitative noise analysis of the operation of these storage facilities. Such an analysis should be performed and presented. If there are significant impacts, they should be acknowledged and mitigated. There should also be an analysis of the effectiveness of any proposed mitigation measures."

2.7.9 Elizabeth Carney, Nov. 26, 2002

"While we are all in favor of efficient and effective public transportation, the concerns of the 127 families at the Clocktower Lofts (Second St. at Bryant) have not been adequately taken into account in the development of the Trans Bay Terminal Plans, specifically the development of the bus storage and maintenance area indicated in the Draft EIR/EIS and the construction and operation of the trains and tunnels.

- "Transbay Tunnel and Caltrain Extension. Other Solutions Can Be Found. Bus rapid transit could replace the rail system proposed here at much lower cost.

"There are many impacts during the construction and operation of the Caltrain extension tunnel. What are those construction impacts? What is the damage to the building that might result and how can those risks be managed? Is there blasting? Would the construction structurally undermine the building? While we believe the Clocktower is on rock, the geological studies contained and reported in the EIR conflict with other reports on hand regarding the quality of the rock, with more sand and sandstone than reported.

This is a 127 family work/live loft building, with requirements for access and functioning during work hours and in the evening and night. The construction plans do not take this into account.

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"What are the impacts during tunnel operation: of vibration, from exhaust, from noise from the operation of the trains must be studied in detail, as the EIR fails to even recognize the hallway as a part of the residence.

"Bus Storage and Maintenance located between Second and Fourth Streets at Stillman, facing our building, the bus yard would be an aesthetics issue and concentrate congestion, vibration, noise and diesel emissions in an enclosed area not appropriate for the high density residences and businesses.

- "EIR Not Responsive to Residents

"We already expressed our concerns at the Public Hearing April, 2001, and in writing, requesting a study of the effects of emissions on the many residences and businesses. We are concerned that public safety needs are not being met and we are considering legal action. Until now, we have been nearly ignored in the process, we are not on the distribution list for information, nor is the Clocktower – an historic building – listed in the EIR/EIS roster of buildings of historic merit. Where we do appear in the EIR, the sound wall mitigation is directed to the wrong side of the property. (The Clocktower is on the East side of the property in question).

- "Other Locations Can Be Found

"The function of day storage of AC Transit Buses, and Golden Gate Transit Buses can be contained within the Transbay terminal and adjoining buildings. For example, as David Baker and Associates Architects have recommended, it could be the first level of a multi-level residential development such as the Spear or Folsom projects. Adjoining the terminal project itself, its location there or at an alternative location would be more appropriate than in the middle of a dense residential and small business area-this is not an empty vacant area of abandoned lots.

- "Other possible locations could be explored, such as:

- o "Widen the area now used for this bus storage and leave it where it is
- o "Caltrans paint yard at Bryant and Main (Build double deck with bus storage below) Fourth and King
- o "Port Property- vacant piers
- o "Ground level of property being developed adjacent to Transbay Terminal- such as 201 Spear and 300 Folsom.

"When contemplating the new locations, given the carcinogenic classification of Diesel particulate, staging of buses should be inside, allowing the filtering of ventilation. New models of buses which use of particle traps, new clean burning diesel buses (or vegetable oil technologies) or electricity can be utilized.

- "Combination of Impacts: Existing Planning Already Puts Hardship Burdens on Neighborhood Families and Small Businesses

"In the San Francisco Planning Document for the new Giants Stadium EIR and 'Pacific Bell Park Transportation Management Plan,' April, 1999, the area in question for the proposed bus yard is already part of the parking plan and mitigations to accommodate the needs of the Giants and neighborhood during games. In the same document the Second Street area has been designated a walking and bicycle zone, not a bus bridge. Many mitigations have been made already to accommodate the Giants plans. Please do not add additional burdens on this neighborhood. Parking is already very difficult here for small business and residents alike.

"The Transportation Management Plan notes, 'An important objective of the Pacific Bell Park parking plan is the program to protect residential parking supplies in neighborhoods nearby the

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ballpark. The San Francisco Redevelopment Agency Rincon Point-South Beach Citizens Advisory Committee (CAC) has indicated that residents and businesses... are very concerned about not being severely impacted by baseball traffic or parking...'

"The planned demolition and rebuilding of this area for the Bay Bridge approach will eliminate approximately 1,000 spaces of the parking and add construction for upwards of five to ten years. Please do not add additional burdens on this neighborhood's small business and families.

- "Traffic Congestion already High

"The pressures on Second Street, Third and Fourth Street and around the Bay Bridge approaches during the evening rush hour are already very intense for this neighborhood. Contemplating a heavier use by adding buses to exit on these streets seems unlikely to succeed.

- "Health Issues and Public Safety Need to Be Addressed

"Diesel fumes are carcinogenic and funnel directly into the building in the current plan. Fumes will accumulate under the low bridge approach and funnel directly into the first level of the building. New Caltrans designs will make it worse with the first deck even closer to the building.

"No one seems aware of the air pollution issues from the EIR team. Have there been visits made looking at this issue? A study of Air Pollution Emissions should be made, especially with respect to diesel emissions.

"The Clocktower has 127 families, including small children for whom diesel fumes are especially dangerous. Stillman Street is also a high density residential and small business population. Both we and our neighbors rely on open windows for ventilation. Noise and vibrations from buses will adversely affect occupants. Safety to pedestrians needs to be enhanced in the walk down Second Street.

"The Clocktower is an historic building in an historic area. Every effort should be made to have aesthetic approaches to these problems.

"I enclose a petition signed by residents."

**2.7.10 Bryant Street Associates, GZPM, Edward A. Green, Managing Agent,
December 3, 2002**

"This letter is written on behalf of Bryant St. Associates, the owners of property located at 55 Stillman St, San Francisco. I have reviewed the Draft EIR and find it lacking in assessing the impact of the proposed permanent relocation of bus storage during the day to an area between Stillman and Perry Streets, from Second St. to Fourth St., San Francisco.

"In determining the impact of this aspect of the Transbay Terminal Plan, the EIR fails to reference proposals currently under study by the City Planning Department to rezone much of the SOMA area, particularly the areas adjacent to the proposed bus storage yard. Part of the rezoning is to include residential uses.

"If the City is actually looking to encourage housing in these areas, then the impacts of a permanent bus storage yard on such housing should be discussed. As an alternative to the proposed bus storage location referenced above, the document should consider alternative locations which would not impact potential housing contemplated by the rezoning.

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"The EIR should also consider whether daytime storage for AC Transit and/or Golden Gate Transit should be accommodated at all. Currently Samtrans, which provides routes which interface with Transbay Terminal, does not store buses near Transbay during the day. Perhaps a lesser cost alternative, and possibly a lesser impact-generating alternative, would be for AC buses to travel back to the East Bay after their morning runs, where such buses could be re-utilized more effectively during the day for East Bay transit riders. A similar analysis should be looked at for Golden Gate Transit buses, where such buses could be re-used during the day to serve San Francisco-Marín transit demand.

"If the project removes the existing ramp structure, with its own attendant impacts, to generate an impact in a different location, then the general impact is not mitigated, just shifted to a new location. A re-assessment of the desirability of accommodation of daytime bus storage for commuters should be in order."

2.7.11 Francis B. Mathews, May 18, 2001

"We are writing to express our concern over a proposal linked to the above mentioned project, requiring the closing of the Stillman Street parking lots between Second and Fourth streets. We understand that a EIR report is underway and we would like the report to address the following;

"Air Quality - the proposed bus parking lot is located under the concrete west approach to the Bay Bridge with residential and commercial buildings fronting both sides of the parking lot. Diesel fumes from idling buses would be trapped in this tunnel-like environment polluting the air that ventilates through the adjacent buildings. The Planning Department approved numerous live-work projects on Stillman Street; Clocktower lofts, 21 Stillman etc., combined with several existing apartment buildings, the bus parking lot certainly isn't harmonious to our environment.

"Recently we visited the Golden Gate Transit and Sam-Trans bus parking lots and were alarmed to find the buses idling with diesel fumes spewing out long before exiting the parking lots.

"Our neighborhood will be severely impacted by the demolition and re-building of the Bay Bridge west approach as well as the potential construction of the Third Street Muni-Line – we should not be subjected to additional, ongoing noise and pollution from the bus storage.

"Alternatives: We recommend the following alternative locations be considered for the bus storage.

"1 - CALTRANS paint yard on Bryant and Main, a two-story structure would allow for the maintenance yard and courtyard on top, and bus storage below.

"2 - Treasure Island

"3 - Fourth and King Streets

"4 - Pier/Port property across from Bayside Village

"5 - Incorporated with the development, (lower levels) of adjacent parcels to the transbay terminal."

2.7.12 Francis Mathews, MDC Properties, September 30, 2002

"This letter is to follow up our letter dated May 18, 2001 regarding a proposal which would require the closing of the Stillman Street parking lots between Second and Fourth Streets. We are seeking full disclosure on your EIR with regards to air quality and to address our increased concern regarding new national reports, particularly one from the National Institute for Occupational Safety and Health (NIOSH) regarding the CARCINOGENIC EFFECTS OF EXPOSURE TO DIESEL EXHAUST. The information in this report as well as others contend that exposure to

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diesel fumes should be reduced to the lowest feasible limits. We have also discovered that diesel exhaust contains more than 40 chemicals that are listed by the EPA as toxic air contaminants, known or probably human carcinogens, reproductive toxins or endocrine disrupters. If the diesel fumes from the idling buses were sustained over any period of time, they would be potentially very dangerous to all residents and commercial tenants of our neighborhood. These are health risks that we cannot accept. We cannot allow a known carcinogen to be introduced into an environment where we live and work every day.

"We sincerely hope that you will explore every alternative to this proposal and take our concern very seriously. We are willing to work with you to find a viable solution and have already recommended several alternative locations which much less environmental impact."

2.7.13 Francis Mathews, MDC Properties, October 25, 2002

"I am hand delivering this letter, along with copies of our previous correspondence dated May 18, 2001 and September 30, 2002, and copies of studies which show significant impact and danger from diesel fumes. The EIR did not address this very important issue. We are already exposed to pollution of all kinds from the traffic on the approach to the Bay Bridge; buses idling and coming and going to and from a rather enclosed storage area under this unventilated approach would escalate the air and noise pollution to unacceptable levels. I am hoping that this will get your attention and that we will be able to halt all further forward motion on this proposal.

"I was quite dismayed to discover that not only did we not receive a copy of the EIR as requested, but in reviewing a Stillman Street neighbor's copy, Stillman and Perry Streets were completely absent, with the exception of a brief mention of noise pollution from the proposed bus storage. We raised these issues at the April 4, 2001, Scoping Meeting. Why weren't these issues evaluated in the EIR? Although we are concerned with noise pollution, we are also greatly concerned with the impact of diesel fumes on air quality, the dissolution of all parking between Second and Fourth Streets in the established lots. I think it is important to note, these parking lots were listed in the Pac Bell Ballpark EIR as important to that facility. Also the greatest concentration of commercial development, hence parking demand, is on Second Street.

"In conclusion we are concerned and suspicious of the desire to push through this proposal without exhausting other alternatives. We have distributed petitions to our concerned friends and neighbors and these shall be returned to you as soon as all signatures are in. Letters are also forthcoming." [Attachments]

2.7.14 Francis and Janice Mathews, December 19, 2002

"As the owners of 25 Stillman St., 35 Stillman St., 470 Third St. and 585 Howard St, we ask that you read and respond to our concerns regarding the Transbay Terminal Project EIR/EIS.

- "The Stillman St. site is unsuitable for bus storage because it is a highly populated area with hundreds of residences, and many high-density office buildings in this two-block site.
- "Most if not all of these buildings have operative windows and employ external air as their sole source of ventilation. The diesel exhaust, noise and additional traffic impact of a bus storage site is inappropriate and dangerous in our highly populated neighborhood.
- "The 'San Francisco Planning Department SoMa Community Planning Process Rezoning Alternative' Draft Packet dated Nov. 19, 2002, shows that the plan for this neighborhood is to encourage an even higher percentage of residential and office use. Putting a bus storage site in the middle of this would not be a compatible use for this area.

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- "As there are families and a school site in this 2-block area, a much more extensive analysis of air quality, sound, vibration and traffic would have to be implemented. Please note that the State has now banned idling buses near schools. The California Air Resources Board passed this measure on Thursday, December 12th, 2002. Before expending a lot of money to do these extensive studies, I hope you instead determine, with the additional information that you have before you, that alternative sites should be considered instead.
- "Traffic to and from the proposed bus storage would have a significant impact on the already burdened Third Street and Fourth Street corridors.

"Alternative location for the Bus Storage Facility

- "Those buses that don't need frequent access to the Transbay Terminal should be stored in a more industrial area, away from residences and high-density office use. Alternatively, they should be put into circulation in Marin, the East Bay and San Francisco to make a more frequent and efficient bus service (see paragraph below on "Bus Rapid Transit").
- "The buses that do need access to the Terminal should be stored in or closer to the Terminal.
- "There is substantially more height clearance at this location and it is much closer to the Transbay Terminal. Alternatively, the bus storage could be designed into one of the adjacent re-development projects or into the Terminal itself.
- "Traffic in the South of Market area would be much less impacted by a bus storage site closer to the terminal.

"Bus Rapid Transit: Both the "cut & cover" and the "tunneling" options for the Caltrain extension would be disruptive to our neighborhoods. Please do an analysis of a "Bus Rapid Transit" alternative. This would be more cost effective and less disruptive. It could utilize more of the "idle" buses during off peak times by setting up a system that would be fast, easy and encourage increased ridership. This would decrease the amount of space you would need for bus storage, and thus could incorporate the smaller storage site into the Transbay Terminal development site.

"To quote Stuart Cohen of the Transportation and Land Use Coalition (San Francisco Magazine, Dec. 02), "Together, AC Transit and Muni already are close to 60 percent of the transit riders in the Bay Area, and both bus companies say they could add a whole lot more with a few innovations. In the cities, they would introduce what's known as 'bus rapid transit' on major arteries. These buses would operate like trains, traveling in their own lanes, with the ability to trip traffic signals so that they don't get stuck at lights. The buses would make fewer stops, and the bus shelters would be more like train stations, with protection from the rain and signs that give real-time projections about when the next bus is arriving. Throughout the cities, buses would be frequent and fast (even during off-peak times) especially in neighborhoods where people don't have cars. Along two major corridors in Los Angeles, where 'bus rapid transit' is a top funding priority, installing such a system has reduced bus riders' commute times by 25% and increased ridership by close to 40% (see "Trains vs. Buses: the L.A. Lesson).

"My husband spoke at the initial Scoping meeting in April 2001 and we reiterated our concerns in two subsequent letters (May 18, 2001 & Sept. 30, 2002 - see attached) and at the Planning Commission meeting in November 2002. Our attorney, John Capron, also submitted a letter (attached) in November 2002. Those comments are all incorporated by reference in these comments."

2.7.15 J. R. Capron, November 8, 2002

"I represent the owners of 25 Stillman Street and 35 Stillman Street. I am writing to request an extension of the public comment period for the Transbay Terminal DEIS/EIR. Further, I am

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requesting that you require a more in-depth analysis of the negative impact to the area of the proposed Bus Storage Area along Stillman and Perry Streets.

"Both of these requests should be granted for the following reasons:

- "My clients and others in the Stillman/Perry Street neighborhood publicly voiced their concern regarding this bus storage proposal at the DEIS/EIR Scoping Meeting on April 4th, 2001, during the tape-recorded session for public comment. Notwithstanding this fact, Stillman and Perry Street buildings are not even mentioned in the report.
- "Many people also followed up these comments with letters, again asking that the DEIS/EIR include analysis of noise, air quality, and traffic. Instead of covering these issues, there was only one small paragraph in the entire DEIS/EIR which mentioned the noise impact on the Second St. Clocktower building. There are other residential and commercial buildings in the area, including a large, low-income project on Third and Perry, that would be even more severely impacted and they were not included in the mitigation measure identified in the DEIS/EIR. We request that a quantitative analysis of noise impacts from the bus storage yard be prepared for the sensitive receptors adjacent to the proposed bus storage area, and that the mitigation measure be expanded as necessary.
- "There is no analysis in the air quality section of the impact of diesel emissions on nearby residences adjacent to the bus yard. In fact, there is no mention of any change in diesel emissions. While there may not be any increase in regional emissions because the new Terminal might not increase the number of buses or distance traveled, there will be changes in the locations of diesel emissions with the new bus storage yard. Most emissions from diesel engines are relatively heavy particulates that are local problems. We request that a quantitative analysis be carried out of the impacts of additional diesel emissions using the methodology developed by the California Air Resources Board in their publication entitled "Risk Reduction Plan to Reduce Particulate Matter Emissions from Diesel-Fueled Engines and Vehicles" in Appendix VII (published in 2000).
- "The west approach span of the Bay Bridge is a lid to the proposed storage area that is boxed in between Stillman & Perry. This configuration would force the toxic diesel fumes into the many residence and offices of this densely populated neighborhood. Most if not all of the buildings in this two-block area rely exclusively on open windows/external air for their ventilation.
- "I am informed that several people, and possibly many more, who requested to be notified when the EIS/EIR was published, never received notification. My clients were not notified although their names were on the circulation list. They found out about it weeks later through a chance conversation with a friend. The public needs more time to respond.
- "The area currently has to deal with the negative impact of the Bay Bridge at its doorstep. Further, those along Stillman and Perry will have to live with the 5-8 year demolition and rebuilding of the west approach of the Bay Bridge. They may also have to tolerate their main exit artery (Second St.) being torn up for the proposed rail system. Any tenant or owner who sticks it out during this extended construction period (potentially a decade or more) shouldn't be asked to tolerate permanent health and noise hazards that this storage area would impose. If you put in a permanent, 2-block diesel bus storage area, you are effectively condemning the buildings in this two-block area.

"I am enclosing some recent studies showing the toxic effects of diesel exhaust. I strongly urge that you make a site visit to the area and meet with the residents/tenants to more fully understand the impact of this proposal. Once you have done this I think you will agree that other sites would be more suitable for the bus storage area.

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"Because of the impending deadline for the public comment period, please respond to me in writing by November 14th regarding extending the public comment period and including a more in-depth analysis of the proposed bus storage area site alternatives."

2.7.16 Bruce W. Barnes, Barnes Equipment Company, December 16, 2002

"I have spoken at the public hearings on April 4, 2001, November 12, 2002 and November 26, 2002 in opposition to the proposed permanent location of the AC/Golden Gate Transit Bus Storage Facility on Stillman/Perry Street. I have reviewed the report titled Draft Environmental Impact Statement/Draft Environmental Impact Report and Draft Section 4(f) Evaluation concerning the impact analysis performed for the Bus Storage portion of the proposed project.

"The report does not address the impact on our neighborhood that will be caused by placing a Bus Storage Facility for approximately 200 buses within this two (2) block area. The draft report is grossly inadequate as it pertains to the impact that diesel fumes and circulating buses will have on the Stillman/Perry Street neighborhood.

"1. The report is silent on the pollution and health hazards that will be caused by the increase in diesel emissions in the neighborhood. Diesel exhaust fumes are listed by the EPA as toxic and likely to cause lung cancer in humans. The EPA has found diesel exhaust triggers asthma and other respiratory problems.

"2. The report is silent on the traffic impact to the one way street and neighborhood. The report does not address bus circulation on Stillman Street. Figure 2.2-5 on page 2-14 shows the one way direction on Stillman Street being changed. Do all the Golden Gate transit buses enter Stillman from Third Street? Bus circulation and the impact within the Stillman/Perry neighborhood is not addressed.

"3. The Draft EIR does not address the impact of the increase in the noise level resulting from the proposed Bus Storage Facility in the center of the Stillman/Perry Street neighborhood. The report (Section 5.8.6 & 5.8.7) mentions increased noise from the Bus Storage Facility as pertaining to only one (1) Building in the neighborhood. The noise levels are not quantified. What happened to the other forty (40) Buildings that make up the immediate neighborhood surrounding the proposed Bus Storage Facility?

"4. The loss of approximately 800 parking spaces to the businesses and residents has not been mitigated by 300 parking spaces in the proposed parking deck at Fourth and Stillman.

"5. None of the issues and resulting impacts raised in my certified letter to Ms. Joan Kugler dated July 5, 2001 have been addressed in the Draft EIR report. We have had no response to our letter. Not even a phone call.

"6. Our Neighborhood will be impacted for the next 5-7 years as the West Approach is rebuilt. Caltrans has made public assurances in several open meetings that the parking would be returned under the West Approach at the conclusion of the project.

"The extent of the impact on our neighborhood depends on which ramp alternative is selected for further study and analysis. The Loop Ramp Alternative would provide for the storage of 120 buses on the eastern open air bus ramps. This alternative along with finding a more suitable permanent Bus Storage Facility now for the Golden Gate Transit buses would eliminate the need for Stillman/Perry Street neighborhood Bus Storage Facility under the West approach.

"The Draft EIR Report presents an analysis and modeling criteria (Section 5.7) for the carbon monoxide (CO) levels on 8 intersections downtown. The Draft EIR makes no mention of any analysis or modeling for the elevated levels of carbon monoxide (CO) that will be present over the ambient conditions due to diesel bus circulation, idling and warmup in the eight (8) acre site in the middle of our neighborhood. A bus storage facility will have a significant carbon monoxide

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(CO) level impact within the Stillman/Perry Street neighborhood that must be addressed. Many of these Buildings and residences in this two (2) block area use operable windows for code required ventilation and air changes in the structures.

"The proposed location of the temporary Golden Gate Transit Bus Storage Facility during construction of the Transbay Terminal project is not identified in the Draft EIR. The temporary Golden Gate Bus Storage yard should be built as the permanent facility at the front end of the project in an open air location that will not impact residents and businesses with increase diesel emissions and toxic carbon monoxide. This would also eliminate the cost of a new temporary storage facility for Golden Gate Transit.

"169 Stillman Street for 18 years has served as a private day school for up to 40 children. We are currently negotiating a new lease with a private Charter School. Locating an enclosed Bus Storage Facility across the street from our Building and circulating buses up and down the street is condemning the legal highest and best use of our Building. The State of California has banned idling buses near schools. The California Air Resources Board passed this measure on Thursday, December 12, 2002.

"Your planning efforts and analysis should be directed at locating a suitable open air facility for all bus storage that can not be accommodated on the open air elevated ramps or in the new terminal design. You should be able to accommodate all buses on the open air ramps, open air lots or design adequate storage space within the proposed Transbay Terminal. Trying to circulate and store 200 plus buses in a storage area with a lid on top and surrounded by business and residents is like trying to drive square pegs in round holes, they do not fit.

"I again request that you consider the alternative locations that have been presented to date and explore other suitable open air sites away from residences, schools and business. The buses that need to access the terminal should be stored in the terminal or on the open ramps and lots.

"If the Stillman/Perry neighborhood continues to be proposed for the Bus Storage Facility, extensive analysis must be included in future reports with regards to air quality, noise and noise. With respect to air quality it is imperative that your analysis and modeling address levels of carbon monoxide (CO) exposure to children as well as adults as their are families in addition to a school site located in this two (2) block area.

"I have attached a copy of my July 5, 2001 letter for your ready reference. We look forward to hearing from you regarding alternative locations for the proposed bus storage facility in the event the project moves forward."

2.7.17 Bruce W. Barnes, Barnes Equipment Company, July 5, 2001

"We are the Owners of the property at 169 Stillman Street in San Francisco. I spoke with you briefly after the presentation at City Hall on the evening of April 4, 2001 regarding one component of the proposed project that we are troubled by in our Neighborhood. That element is the proposed bus storage and parking facility location!

"The last several years our Neighborhood has been bracing for the temporary loss of the two (2) public parking lots under the west approach structure to the Bay Bridge between Second and Fourth located on land owned by the State of California. The Neighborhood (owners, tenants and residents) depend on the two (2) lots for public parking.

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"When the Caltrans seismic retrofit project of the west approach was disclosed to the Neighborhood 5 years ago, we were advised of the temporary loss of the parking during portions of the seismic retrofit and reconstruction work currently scheduled to start in the Fall of 2001. The public parking was scheduled to be returned to the Neighborhood when the project was completed. Caltrans promised this in a public meeting.

"The bus storage and parking component of the Transbay Terminal project ("Project") currently being circulated for comment and consideration has targeted the public parking area under the west approach to be used for Golden Gate Transit and AC Transit bus storage and holdover facility to service the Project. Apparently no other areas were considered which may be more appropriate for bus storage and parking than underneath an elevated structure fronted on two sides by a narrow right of way consisting of one way streets, sidewalk, limited parking, and loading zones for our Neighborhood.

"Some of the very apparent problems we foresee based on the limited details provided to date are the following:

"1. The existing west approach overhead roadway structure over the proposed bus facility is heavily concentrated with large concrete abutments and columns closely spaced to support the west approach structure overhead. The lot configuration and circulation for buses is very inefficient. A tour of the numerous bus transit storage facilities in the Bay Area will demonstrate how inefficient and problematic it would be to place buses idling underneath a confined overhead structure full of bridge piers and columns.

"2. The Neighborhood already has already been impacted by a heavy concentration of vehicle emissions from the west approach roadway. The existing emissions in the air at the elevated roadway level impact the upper floors of the buildings along Stillman and Perry with operable windows at the freeway level. It also impacts HVAC systems for these Buildings that must circulate outdoor air from roof top levels where emission are discharged from the vehicles on elevated roadways. Adding approximately 230 buses under the elevated roadway will add a significant new element of emissions and air quality problems to our Neighborhood. It will be a significant burden and impact on the businesses and residences that directly front the street level of Stillman and Perry.

"3. The proposed bus storage area is bounded on the North by Perry Street with only a 35' right of way and on the South by Stillman Street with a 35' - 40' right of way with extensive encroachment into the right of way from the west approach concrete columns and abutments that line the North side of Stillman Street.

"4. The businesses and residents along Stillman Street will be severely impacted by buses circulating on the existing very narrow one way street (20-22' in width from the sidewalk to the exist concrete bridge columns encroaching the right of way) in front of the Buildings on Stillman between Third and Fourth Street. It will not be possible to unload delivery vehicles or park in the very limited street right-of-way parking if buses are circulated up and down Stillman Street and Perry Street. There will be new gridlock on the streets that are already choked or closed when deliveries are made.

"5. Some existing Building occupancies have City Building Code occupancy classifications that require a minimum of 20' clear roadways (without sidewalk, encroachment, loading zones or parking spaces) for emergency vehicles. Buses circulating up and down Stillman Street will significantly impact the traffic, loading, unloading and emergency vehicle access. It is not uncommon for portions of the street to be blocked and closed while deliveries and pickups are made with large trucks and trailers that serve the businesses and residents on the Streets.

"6. The Neighborhood is already forced to endure what is currently scheduled to be 5-6 years of disruptive heavy construction work. Many of the businesses and residences on Stillman Street are within 20' of the elevated west approach roadway that will be demolished and rebuilt. Now,

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we are being informed that after we endure 5-6 years of disruption, the only public parking in the Neighborhood will be taken, and in its place a permanent disruption is planned -circulating and storing some 230 buses in a confined area bound by a limited right-of-way along two one way streets that are already heavily impacted.

"7. The 140 Golden Gate transit buses proposed to be stored between Third and Fourth street will have to cross 5 lanes on Third Street to access the proposed ramps in the proposed storage area between Second and Third. This lot already has low clearance because of the existing grades and the elevated roadway. The plan for a possible Muni Central Subway in the Third Street corridor is another obstacle. It will take years to relocate utilities and place underground structures below grade for a Central Subway up the Third Street corridor. Buses circulating and leaving a storage area between Third and Fourth will have to cross Third Street to access the proposed stacked bus ramps planned to serve the Project. It is difficult to imagine the construction of a subway project in the middle of the two proposed bus storage facilities.

"It is also difficult to imagine the impact the proposed bus storage facility will have on the Neighborhood with 230 buses running and circulating in and out of the two (2) confined lots between Stillman, Perry Street, Second and Fourth Streets. The proposal to operate 230 buses out of this confined area can't be justified to the Neighborhood, nor can the additional noise, traffic and air quality impact be mitigated. Bus transit and storage facilities are planned and designed with open air storage areas without columns, roof tops and other obstruction that hinder circulation and trap emissions from idling diesel engines.

"Buses idling and circulating around and under the existing west approach structure designed to support an interstate freeway rather than store buses is a poor option to spend tax payers money studying. There are existing residential units on Stillman Street and more new units currently under construction.

"Our Neighborhood is currently preparing for the western approach reconstruction project that is finally scheduled to start this fall. We would all like to see a light at the end of the reconstruction project for the Neighborhood. Our Neighborhood wants the parking back that we were promised; we do not want it turned into a bus yard full of idling diesel buses circulating in and out of the Neighborhood for the proposed Transbay Terminal.

"I recently received a copy of a letter addressed to you from by Francis Mathews regarding the bus storage impact in the Neighborhood. The five alternative locations mentioned in the letter appears to be a good place for the project team to start scoping for the proposed bus storage facility-element of the Project. I am sure the project team could find many additional suitable sites for the bus facility that would not have the significant impact on a Neighborhood that is already severely impacted by noise, vehicle emissions, a planned multi year major construction project, and restricted right of way and access at Street level. These sites should all be addressed in your Draft EIR as additional alternatives to study from your scoping process.

"We look forward to hearing from you regarding alternative locations for the proposed bus storage facility."

2.7.18 James Wittmann Dear, November 18, 2002

"Since the Off-Site Bus Storage Facility is proposed right across the street, I read that section carefully. There is no Air Quality analysis of the bus storage lot (5.7.2). With all those buses idling underneath the freeway with nowhere for the air to go, I think it is fair to ask about Carbon Monoxide "pooling" on Stillman Street. The building in which I live is mixed-use. Five of the six units are residential and rely on open windows for cooling and ventilation. Diesel fumes and

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particulate impacts of the proposed bus storage lot are not addressed in the report (Table 5.7-3); therefore, the project does not conform with 40 CFR Part 93, especially Section 116 (5.7.3).

"I am pleased that noise mitigation is proposed for the bus storage facility. My concern is that the report mentions my neighbors in the Clocktower without reference to other residential buildings on Stillman Street and a low-income residence on Perry, Yerba Buena Commons (5.8.7). Will noise mitigation apply only for those who live in the Clocktower?"

"The report does not specify that the access ramp from the storage lot to the Terminal will be grade separated at Second Street but it does state at-grade mid-block crossing of Third Street (5.19.1.1, page 5-114 and 5-115). If the buses in the two-block long storage lot cross Second Street and Third Street mid-block at-grade in order to return to the Terminal during the afternoon rush hour, I think that that will have an impact on vehicular traffic on Second Street. It is not addressed (Table 5.19-5) or (5.19.4.3). Third Street is defined out of the project area.

"Why not locate the bus storage above the new terminal as they do at the Port Authority of the Hudson bus station in New York City? If it has to be across the street, I am looking to ensure the most beneficial impact..."

"The sound-walls of the proposed off-site bus storage facility likewise must be architecturally related to the street."

2.7.19 Art Wagner President Clarus Consulting LLC, October 24, 2002

"I am writing to express my strong opposition to the proposed bus storage in parking lots between Second and Fourth streets running along Stillman Street. The diminished air quality and increased noise that would come as a result of bus storage would render this area uninhabitable for businesses and residential tenants alike."

2.7.20 Steve Caramia, Caramia Design, October 31, 2002

"I have become aware of a plan to use the Stillman Street parking lots between Second and Fourth Streets for bus storage. This is not a good idea. This is a heavily populated area 24 hours a day, especially during working hours when all of the adjacent buildings are full of working tenants and residents.

"I have been a tenant at 35 Stillman since 1991, when this neighborhood was next to nowhere. I've seen the dot com boom come and go, experienced the snarling foot and car traffic of Giants games, and expect the Bridge retrofit to cause a major disruption sometime soon.

"Idling buses should not be added to the mix! Please consider the alternatives."

2.7.21 Jan Johnson, Speaker, 11/12/02 Public Hearing

"I'm speaking on behalf of the management of 88 Perry Street in Yerba Buena Gardens which is a fairly new project with about 260 low-income apartments at Third and Perry. It's adjacent to the proposed bus storage where the diesel buses would be stored for the Golden Gate and AC Transit. And the concerns which were not addressed that we could see in the study is that this building has operative windows, relies exclusively on the outside air for ventilation, and it is, you know, directly next to this proposed bus storage site. So we would like to have studies done on the effects, the carcinogenic effects of diesel fumes. I know there are studies now on that. Also, there's concerns about noise, and also traffic issues with the buses, especially on Third and

Fourth Streets. So pretty much, we're asking that you consider an alternative site closer to the Transbay Terminal. Thank you."

2.7.22 Luis Belmonte, Speaker, 11/26/02 Public Hearing

"I am one of the developers and one of the owners of the Yerba Buena Commons, 257-unit SRO project at the corner of Third and Perry Streets. And despite all of the rotten things said about SROs today, I think we have a fine place for people to live 220 square feet of housing including a kitchen and bathroom, and for \$600 a month, you get a furnished unit with utilities and cable television. It's safe, it's clean, and it's affordable. Our income threshold is approximately \$22,000 a year, 40 per cent of the median. I have 257 residents who live immediately adjacent to the place that the EIR proposes to put all the buses, and I think that's an inappropriate place to put the buses. And I think that that impact should be looked into as part of this EIR. We get enough noise and pollution from the freeway. And from proposed freeway relocation, I think that this adds unnecessarily to the burden. And given all of the cant that surrounds affordable housing, we actually have some here that was produced. And we shouldn't denigrate the lifestyle of the people who are living there by putting all the buses in the world right next to them."

2.7.23 Francis Mathews, Speaker, 11/12/02 Public Hearing

"I'm Francis Mathews, and we, I manage several properties along Stillman Street which like the previous speaker is adjacent to the new bus storage area that's proposed for the new Transbay Terminal. We weren't given a lot of advance notice, that we have letters that will be going out that will be more specific. But you know, our properties, you know are both residential and commercial. They're lower-rise buildings with operative windows for ventilation. The EIR didn't address any of the added impacts of the, the diesel bus fumes, or the additional noise that would be associated with parking several hundred buses right next to our properties. This neighborhood is going to be severely impacted over the next 10 years during the seismic upgrade of the west approach to the Bay Bridge and followed, at the same time bringing the Third Street Rail Project down through the neighborhood and – possibly the, you know, bringing a high-speed rail down Second Street. And we are in favor of the Transbay Terminal. We just feel that we've been – we are going to be severely impacted by all these other projects, and to, you know, wait all that out just to push the bus storage facility down on our backs is unreasonable. We'd like to see other alternatives investigated, including in some of the redevelopment projects, restoring the buses down the lower level with those, widening the existing ramps where AC Transit buses are currently stored, or looking into other areas in Mission Bay for the buses. So that, that sums it up. Thank you for your attention."

2.7.24 Jan Johnston Matthews, Speaker, 11/26/02 Public Hearing

"I wish to comment on the proposed terminal for bus storage. I don't feel that there was adequate environmental studies done on this site. In fact, although we spoke at the initial scoping meeting over a year ago about our concerns, Stillman and Perry Streets weren't addressed in the EIR. This proposed site is a high-density area with hundreds of residents, low-income housing as well as office buildings. Many of these buildings use exterior air as their sole source of ventilation, mostly opening windows. So since Perry and Stillman Street is narrow, they're close to these lots. You've got the overpass close to this area, creating a lid effect which would exacerbate the noise and the toxic diesel emissions from the bus storage site, not only as they're entering and leaving, but as they sit there and idle to warm up. And I can go into more details in a letter.

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"This storage would also impact traffic and safety issues in our community. I request again that you analyze alternative sites for buses that – bus lines that need to access the Transbay Terminal incorporate their storage areas in or around the Transbay Terminal more closely to the Transbay Terminal site versus blocks and blocks away. For those buses that don't need access to the terminal, store them, either at their existing sites, or in an industrial area that doesn't have a high density, residential and commercial usage that this area has.

"In the SOMA community planning process, rezoning alternatives that was distributed and discussed at the November 19th meeting, it shows that this area, Stillman and Perry between Second and Fourth, is one of the areas being encouraged to be more residential. Would you allow a company to build, or a person to come and build a facility that have the emissions, the noise, and the diesel, and everything else that this bus storage site would? You know, impact, how it would impact our neighborhood.

"So please consider that in your report, that this is a community, not just an area underneath the approach to the Bay Bridge. We already have to deal with the teardown and building of this rail at our doorsteps, and possibly the Third Street Rail, and the Second Street tunnel or tube. If you put a bus storage site in front of our doorsteps, it's like the nail in the coffin. There goes our community. So please, I ask that you do more detailed study on this, and also analyze alternative sites for the bus storage. Thank you."

2.7.25 Ted Pollak, Speaker, 11/26/02 Public Hearing

"My name is Ted Pollak, a resident of 461 Second Street, the Clocktower Building. I am very concerned about the proposed bus parking facility under the freeway there for a number of reasons including noise, traffic and more importantly, the effects of the diesel fumes. If I may read a paragraph out of the Chronicle today concerning diesel, 'Diesel exhaust from all sorts of vehicles, mostly trucks and buses, accounts for 70 per cent of the cancer that's from air pollution in California. The state estimates...' this is a number from the state. Environmental working groups and advocacy groups are using the same formula as the state which estimates that emissions account for 90 per cent of San Francisco's cancer risk. To put potentially 100 diesel buses in an area where children and people live and work is something that needs to be addressed. And I don't think it's adequately addressed in the EIR. Thank you."

2.7.26 Elizabeth Carney, Speaker, 11/26/02 Public Hearing

"There are a number of us from the Clocktower and from the neighborhood. A show of hands, who's here about this issue? And I also have 30 people on a petition that I will submit that are also neighbors and residents of the 127 families of the Clocktower that are concerned about this issue. As I said, I hope that we'll have the chance to have the comment period extended because with respect to the tunnel construction, it's a very complex issue. Noise, vibration, air impacts. And we'd really like the opportunity to study this further so we can also assure that there won't be damage to this historical building.

"The main thing that I wanted to speak to you about was that it seemed to me that the EIR does not deal with diesel emissions at all in the current draft. And it is my understanding that EPA is, has mentioned there's 40 toxicogenic air contaminants within diesel fuel. So I would hope that this omission could be replaced with an opportunity to study and analyze this further. The 127 families that live at Clocktower all rely on air ventilation from windows. And the way that the bridge approach works, if the diesel buses were sited where it's proposed, that air would tunnel, along, underneath that approach and directly into our building which is open, and then directly

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into the units. So I would hope that the EIR study group could come and actually look at the site regarding this because there's nothing in the study so far that deals with this aspect at all.

"The neighborhood has been going through other mitigations, The Giants Stadium has been a huge adjustment with the mitigations that were included in that transportation plan. It doesn't mention in the EIR that this neighborhood is at all a part of other studies, but, the earthquake project that Caltrans is working on also will take away parking during this construction and make chaos. This also is not mentioned in the EIR, that there are additional burdens that the neighborhood will be experiencing.

"Finally, the traffic around the approach to the Bay Bridge is often, as you probably know, at a standstill. We have a hard time coming in and out of our building. And to consider that adding more buses to that mix, we don't think will be a very viable solution. The traffic is not addressed in the EIR, as well. Thank you very much for the opportunity."

2.7.27 Bruce Barnes, Speaker, 11/12/02 Public Hearing

"Good evening. I'm from 169 Stillman Street 13 between Third and Fourth Streets. My primary concern this evening is the proposed bus storage transit facility that's being proposed between Third and Fourth in the area of Stillman. We've gone on the record with a letter quite some time back regarding some of the issues we'd like to see addressed specifically with regards of the bus storage facility and its impact on the neighborhood. I think that – in reviewing the EIR report, I only saw a brief paragraph that considered the impact on the neighborhood. I'd like to see more time on some impact we perceive on diesel fumes, health effect on the neighborhoods. We have a lot of businesses, now housing going in that area. Our building is – right now, we're in negotiating for a charter school, 15-20 feet away from where the bus storage facility is being proposed. I'd like you to reconsider the location. There are a lot of areas that would better serve that type of facility, especially with not having a lid over the top of it like the current freeway is. Thank you."

2.7.28 Bruce Barnes, Speaker, 11/26/02 Public Hearing

"I'm here speaking on solely with regard today on the bus, the temporary bus storage facility that is being proposed for the area bounded by Stillman Street, Perry Street, Second, and Fourth. It's a little hard to tell from this diagram; it's basically the area where the west approach of the Bay Bridge is, all the elevated ramps are – it's used by Caltrans, surface parking operated by lot operators. There's about 700 parking spaces that serves the neighborhood and a lot of other areas.

"My main concern is these diesel emission fumes and the health hazards in regards to the diesel emission fumes. I spoke at the earlier hearings, and I also wrote a registered letter in July of 2001. That letter specifically identified emissions as a major concern of the neighborhood, diesel emissions. At the time, I wasn't aware of the finding with regard to cancer, and things that have recently been disclosed. And I found an EIR that – my concerns that I addressed to the managers doing that project, they were not even addressed in the EIR report. It's silent in regards to diesel fumes in our neighborhood, and the impact of parking these buses underneath the west approach, it's been described here as basically a lid on the top of that area. Air quality is a problem down there. In our neighborhood, emissions is a problem. You know, you can go out on the rooftop of our two-story building that's 25 feet away from the west approach. When there's no traffic, there's no sense of smell. When there's traffic, a lot of traffic sitting there idling and backed up, there's a whole different sense of smell.

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"I think that other, alternative sites ought to be explored. The question came up earlier in the prior EIR that was being reviewed as to where the AC buses were going to be stored. Right now, as I read the report, they have not found a temporary home for the Golden Gate buses. But they're to be stored permanently – based on this report, I shouldn't say permanently. They're going to be housed during the day between Second, Fourth, excuse me, Third, Perry and Stillman. And the AC buses are supposed to be stored between Third and Second. There's roughly, roughly about 190 buses in the EIR report. I think more came out. But I think there will – some buses are going to be stored on ramps, depending upon what alternative is finally decided on, how the, the loops are going to be done, and the ramps are going to go into the new facility.

"Our neighborhood's been bracing for the last two to three years for the start of the reconstruction of the overhead structure. Basically, five to six lanes are going to be rebuilt right in our front doors over the next roughly seven years. I understand the project – the bids were received last week. It's ready to be awarded. You know, this neighborhood, we're losing parking, we're losing our street for periods of time during this construction. And when we get all done, we'd like to see something back that we were promised which is adequate parking. And now that we're being faced with inheriting all the buses, we would like to see that the Commission really do their job on this EIR, and really look at alternative sites, especially when a site hasn't been identified for Golden Gate, where their buses will be stored while they build this facility.

"Maybe a bus storage facility should be designed early and built somewhere else that could not just be used in the interim, but could be permanent and a facility more conducive to – maybe an open-air facility, and the emissions wouldn't be as much. The impact wouldn't be as much as on other places.

"I currently have a school in my building, 18 of the last 22 years. We're in the process now of negotiating a lease with a new charter school for about 60 kids. Our building would be across from what looks like to be the entrance to the bus."

2.7.29 Arthur L. Meader, III, December 19, 2002

"I am a resident at the Clocktower at 461 Second Street, San Francisco, California. I have reviewed as best I can the EIR on the Transbay Terminal/Caltrain/Redevelopment project and offer the following comments:

"I disagree strongly with the suggestion of a bus storage facility across the street from the Clocktower. Literally, it seems, hundreds of buses may be stored there. The EIR does not adequately address the issue of pollution (noise, fumes, particulate matter) that will result from these buses being stuffed under the freeway ramps in that area. Clocktower residents are not the only people living in the area: there are residences on Stillman and Harrison Streets, I believe, that would be affected as well.

"Even more woefully inadequate is the discussion of resulting traffic problems which can be expected from ferrying buses to and from the new transbay terminal. Several of the intersections in the area are already "worse case scenario" at peak traffic times (see the EIR for the Giants' stadium and the EIR for some proposed high rises also in this same general area). I can tell you from firsthand experience that peak traffic times go well beyond typical rush hour scenarios now, including weekends. There are "horn concertos" many nights of the week already.

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"Other options for the buses would be much more appropriate. I suggest housing them at the transbay terminal itself or at some other location closer to the terminal (I know you don't want to take up space where other high rise buildings are likely to be proposed in the near future and that the honchos at Charles Schwab, Gap, etc. don't want the buses in their neck of their woods either – better to squeeze'em in with hapless homeowners).

"Regarding the analysis of expected noise and vibration from running a huge tunnel right down Second Street, literally feet away from the Clocktower building, the EIR seems so far off base as to be from the world of science fiction and junk science. So unacceptable noise in the hallway is not the equivalent of unacceptable noise in the house? Even though this is all in the same building, it doesn't matter?

"I'm sure you are aware of the fact that the Clocktower is already at Ground Zero for another huge construction project, viz., the re-do of the western approach to the Bay Bridge. Exactly where is the study showing what the cumulation of that and the proposed mega-project now before you (and the proposed three- and four-hundred foot towers just blocks away) will be? What happens when each EIR says such-and-such intersections are already at maximum traffic degradations but makes little or no reference to the combination of all these proposals?

"Discussion in the EIR is totally lacking about what happens to access to the Clocktower garage when our block of Second Street is "closed" (this is not a "delivery entrance," as mentioned in the report)."

2.7.30 Arthur L. Meader, III, November 22, 2002

"I am a resident at the Clocktower, near ground zero for the proposed Transbay terminal bus storage facility (Second and Stillman Streets). To put it nicely, you've picked a lousy location, pretty much guaranteed to pour lots of diesel fumes and particulate matter into people's homes, not to mention the accompanying noise that can be expected. Someone's brain was not in gear when this plan was developed or have you not ever seen the chaotic traffic mess present in the area nearly every night (weekends not excluded but not quite as bad). If you want real problems, I suggest adding lots and lots of buses to the mix per your idea.

"There should be plenty of areas actually closer to the Bay and to the proposed terminal where the buses can be housed. Let me guess: the Powers That Be didn't want these pollution-spillers in their backyard(s) so why not foist them off on hapless residents in the area (there are residents on Stillman and other parts of Second Street as well as Clocktower people that will be affected). I say why not nestle these babies right next to the Gap headquarters or under the Charles Schwab building. You won't convince me that those locations aren't as practical or more so than your apparent choice.

"Please reconsider this ill-advised proposal."

2.7.31 Arthur Meader, Speaker, 11/26/02 Public Hearing

"I too live at the Clocktower, Second and Bryant Streets. I would like to reiterate the other comments. I feel like this is a stealth report. I have no idea how much money is involved in these projects, but it's a heck of a lot of money. And I think we should be afforded some time to respond to some of the issues, particularly, to reiterate, concerning traffic, diesel, and wind issues around that area.

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"I know from personal experience that the traffic in that area is a nightmare. And that's quite a bit of the time. To add, I don't know how many buses into that mix will only make things worse. There have to be some better and more viable alternatives. Running closer to downtown, I think that's certainly possible.

"The issue about air quality cannot be overstressed. Diesel pollutants are serious matters. And I do not believe that this report adequately addresses that at all."

2.7.32 George Yamas, Speaker, 11/26/02 Public Hearing

"I speak on behalf of 15 homeowners at 21 Stone Street. We're concerned about the fumes from the storage unit. I mean the bus storage unit at the proposed site between Second Street and Fourth Street, concerned about the traffic impact on Second Street if buses are going to be grade separated, going to go on a rim across or above Second Street, then again between the storage, Third and Fourth Street, if we're going to cross that grade or be above Third Street. It's a very heavy-use street, Third Street.

"I'm the owner of a building on Stillman, and have been for 25 years. I wanted to basically support the people that feel it is not a compatible use to put the buses storage there for the obvious reasons, some of which we already heard; regard residential commercial usage etc.

"I'd also like to point out to you that it seems to me that the developers that will be developing the project along with the Transbay Terminal have a responsibility to find a less dense, a less controversial place to store those buses as part of the project. And there's no denying that putting that storage at that location is going to interfere with the quality of life of a lot of residents, a lot of tenants. And to diminish the value of people's property – that seems like an unfair transfer of wealth and sense from the developers to the local people. They've been supporting that for a long, long time in that area.

"The other thing I'd like to point out is that all the proposals I've seen are stressing more residential construction in that area. It seems to me that's a very incompatible use, to encourage more residential use, then people can get sick with the diesel fumes, the traffic and safety issues, etc., involved with parking some buses there, thank you."

2.7.33 George Yamas & Lorilane, George Yamas, Managing General Partner, December 11, 2002

"This letter is a follow-up to my oral objection on the referenced subject at the Planning Commission's 11/26/02 hearing. I am the Managing General Partner and majority owner of a commercial building at 51 through 53 Stillman Street in San Francisco. My partners and I have owned this building since 1977 and have watched the neighborhood develop into a true mixed-use area where millions upon millions of dollars have recently been invested in both upgrading existing buildings as well as new development into retail, residential and commercial uses. The new proposed rezoning plans all call for more residential use in this area which seems consistent with the general location and overall quality of living this area offers.

"Obviously, the permanent parking of hundreds of buses in the middle of this mixed-use area has significant negative impact on it and is totally incompatible with its current and proposed future uses due to noise, health-safety issues, traffic, parking, and other reasons already stated by other owners.

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"One can argue back and forth as to just how damaging the exhaust fumes are to the local residents and tenants but no one can seriously argue that the relocation of the buses to this area does not seriously diminish the quality of life for the tenants and residents as well as negatively impacting property values. To illustrate my point please imagine this bus storage facility was being relocated in front of your place of residence. What would be the day to day impact on your quality of life? If you own your residence how do you expect it would affect the long-term value of your home?"

"The impact is so negative that those affected have no choice but to oppose this relocation by any and every means they have, including litigation.

"Clearly, the developers of the new projects making the bus relocation necessary have or, should have the burden of finding a lower impact site for the buses. Their responsibility for the impact of their project on other property owners seems clear and is similar to well established shaping or view-blocking issues where the party causing the negative impact is responsible to compensate the affected parties.

"My suggestion is to urge any approval of the subject projects be conditioned upon the new project's developers finding a less dense, more suitable and less controversial site for their buses to be relocated on.

"Staying with the current site is a lose-lose situation for everybody. The City loses property tax values, one of its most successful mixed-use areas as well as excellent future residential sites where residents can truly walk to most work places. The locals lose their quality of life and investment value. Lastly, the developers of the sites surrounding the Transbay Project are likely to be delayed needlessly as those opposed to this bus relocation fight it. Why put unnecessary obstacles on a project that appears to be good for the City? Doesn't it make sense to help the project by eliminating this serious flaw as soon as possible?"

2.7.34 San Francisco Planning Commissioner William Lee, 11/26/02 Public Hearing

"I think the issue regarding diesel is a major issue, and as you may be aware, the Board of Supes has requested Muni within the next four months convert all the buses to natural gas. But I think there's a misconception by the public that diesel is in itself a carcinogenic. Diesel is a mix of exhaust from oils that are burned. Some of it could be carcinogenic. Some of it could not be. We talk about carcinogens. A lot of people have a misnomer. Quite a few of the things you eat and wear are carcinogenic. The question is how potent is the carcinogen? I would ask the Planning Commission to work with the Bay Area Air Quality Management District and include in your report their reviews on diesel. If they don't have the information, go to EPA, and they will provide you with updated information regarding the diesel issue. I think the public also has a misunderstanding that under Bay Area quality management district standards included here. You should look at the particular matter, the standard.

"These are particular matters you're looking at with regards to diesel exhaust. That's particle size. If it's between one and ten microns – that is the size you breathe in and out. If it's larger, the likelihood of you breathing it in is small because it's too heavy and will fall out. Plus in your nose and mouth, it wouldn't go deep into your lungs. If it's less than one micron, you would breathe it in and it will go out again. I think the public – we would be well served to educate the public regarding diesel. If there's any way for the Planning Department to do that, we would appreciate it."

2.7.35 Planning Director Gerald Green, 11/26/02 Public Hearing

"That might assist us in developing some response to this. In trying to form some response to this, your desire is to, that this document includes something educational in terms of what the standard is?"

2.7.36 San Francisco Planning Commissioner William Lee, 11/26/02 Public Hearing

"That is correct. So the public may read the document – we used to have a cancer of the week. When they had it the last time was when they used, tested on bacteria, called the Ames Test. Ninety per cent of the stuff was carcinogenic. The public believes if it's carcinogenic, you get it. But we should worry about mutagens which carry them to the next generation.

"What I'm concerned about, everybody is using this as an issue – about carcinogens. I think the risk management documents are out there by EPA and other regulatory agencies that will be very helpful in explaining the risks regarding diesel."

2.7.37 San Francisco Planning Commissioner Kevin Hughs, 11/26/02 Public Hearing

"Well, I believe that an environmental impact report that is adequate and accurate as it relates to this project should contain with respect to, to diesel emissions some study of what speed and wind direction as it relates to the freeway overpass."

2.7.38 SPUR, Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"What is the mitigation proposed for off-site bus storage?"

Response to 2.7.1 through 2.7.38 Following is a consolidated response to public comments (Nos. 2.7.1 through 2.7.38) regarding the proposed off-site permanent bus storage facilities for AC Transit and Golden Gate Transit District. Additional information is included in Volume I of this Final EIS/EIR in Sections 5.7.3 and 5.8.6 regarding the air quality and noise impacts and the proposed noise mitigation measures for the proposed bus storage facility.

• **Facility Location/Bus Operations**

The proposed off-site bus storage facility would be under Interstate 80 (I-80) – the west approach to the San Francisco Oakland Bay Bridge – between Stillman, Perry, Second and Fourth Streets.

The proposed storage facility site would place a transportation use under an existing transportation use, on publicly owned transportation property. The site offers substantial locational efficiencies in relation to the ramp configuration and proximity to the proposed new terminal. The Golden Gate Transit mid-day bus parking area is proposed for the eastern portion of the block between Third and Fourth Streets. The remainder of this block has been designated as public parking to replace the existing parking under the west approach. The retrofit program for the west approach will include expansion of the freeway over most of Perry Street between Third and Fourth, placing the freeway near the industrial uses along this street. Based on current conceptual designs (please see the Figure 2.2-6, Volume I, in the Final EIS/EIR), a bus lane for movement of Golden Gate Transit buses within the GGT proposed facility has been included under the retrofitted freeway along the northern edge of the GGT storage area. GGT buses entering this facility would do so from Fourth Street. GGT buses would exit from the east

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end of this facility, crossing Third Street with a new traffic signal. They would then enter the AC Transit bus storage area and use the grade-separated bus ramps to travel to the terminal area to begin their routes.

AC Transit mid-day storage is proposed to be between Second and Third Streets. Clearance between grade and the underside of the I-80 structure (the west approach) is roughly 16 feet. With some two or three feet of excavation, a parking facility with ground level and one elevated deck can be accommodated. AC Transit buses would enter and exit this facility from an exclusive bus ramp under the west approach that would be grade separated across Second Street leading to the new Transbay Terminal.

Buses would be stored from 7 am to 6 pm weekdays and would not idle for extended periods of time. Buses would not be maintained or serviced on the site. The facility is proposed for bus storage, and there would be virtually no activity on the site from 9 am to 3 pm.

- **Adjoining Community**

The co-lead agencies acknowledge that the permanent bus storage facility is located in an area adjoined by businesses and residences along Second, Third, Stillman, and Perry Streets (please see Figure 4.1-1(a) and (b), Volume I, of this Final EIS/EIR). The off-site permanent bus storage facility has been designed to efficiently accommodate the needs of AC Transit and Golden Gate Bridget District for mid-day bus storage and to minimize or eliminate impacts to the adjoining community – particularly through the use of noise walls that will block noise impacts and reduce air emission and visual impacts to the community. These walls would also act as a visual screen for the facility, and the local community will be invited to assist in the overall design of these walls.

The nearest school, the Filipino Education Center, is approximately 430 feet from the proposed bus storage facilities. The buses that would be stored in the facilities would be transit buses, not school buses, and would not be idling within 100 feet of a school building.

The bus circulation to the Golden Gate lot would not affect Stillman Street because the buses would circulate under the freeway along Perry Street and within the storage area. The graphic in this Final EIS/EIR, Volume I, showing the bus storage facility (Figure 2.2-6) has been updated to reflect this. A traffic signal would be installed on Third Street at Perry to enable the Golden Gate buses to cross the street (please see **Traffic/Transportation** discussion below). AC Transit buses would operate solely on the dedicated bus ramps and within the storage facility.

The Transbay Joint Powers Authority has selected the tunneling option as part of the Locally Preferred Alternative to be included in this Final EIS/EIR. With the tunneling option, Second Street would not be closed to traffic during construction at the Clocktower building.

- **Air Quality Assessment**

The co-lead agencies have completed an air quality assessment¹ of the proposed permanent bus storage facility as reported in these responses and in this Final EIS/EIR, Volume I, in Section 5.7. The co-lead agencies note that the proposed Project is designed to increase transit usage regionwide thus reducing single occupancy vehicle usage and air emissions in the Bay Area

¹ Terry A. Hayes Associates, LLC, *Transbay Terminal Improvement Project: Bus Access and Storage Supplemental Air Quality Impact Analysis*, March 2003.

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Region. We also note that the Project includes not only the construction of a bus storage area for 174 transit buses but also dedicated bus ramps that would remove buses from the local streets and improve traffic circulation in the area. In addition, the continuing evolution of bus propulsion technology and the switch to cleaner fuels will result in fewer pollutants from the buses stored in this facility. Reduction in emissions levels over future years is required by California Title 13, CCR Section 1956.8, "Emission Standards for Heavy Duty Diesel Emissions."

The supplemental air quality assessment is based on year 2020 diesel bus emission factors as set forth by the California Air Resources Board (CARB). These emission factors reflect the projected diesel bus fleet mix for the year 2020 and were adjusted to include bus models from the year 2008 until 2020 only, which accurately reflects the anticipated fleet mix for the proposed project. CARB considers clean diesel technology when calculating its emission factors but does not assume that all buses running in the year 2020 will be clean diesel.

The supplemental air quality analysis incorporated meteorological data taken from the Arkansas Street air monitoring station, which is approximately one mile south of the proposed bus storage facility. Local wind patterns, as measured from the station, were taken into account in order to estimate pollution concentrations, including those associated with diesel buses. The analysis took into account the cumulative effect of various pollutant sources on the area. Included in the analysis is the ambient background concentration as measured by the nearest air monitoring station as well as pollutant concentrations generated by street traffic and freeway traffic.

The proposed storage area is currently used for vehicular parking, and an additional vehicular parking structure is proposed to replace the existing parking (or a fraction thereof) lost as a result of the proposed project. The amount of vehicular parking would remain the same or decrease under the proposed Project scenario, and emissions from street traffic, which reflect traffic generated by the current parking lots, have been included in the overall pollution concentration levels projected for future conditions. Thus, impacts from the proposed replacement parking structure are considered in the air analysis, and concentration levels due to the proposed parking lot would remain equal to or below the amount generated from existing parking.

The supplemental air quality assessment assumed that buses would be running at the storage site for a few minutes each day. Specifically, when estimating pollutant concentration, it was assumed that the buses would be idling for three minutes and that they would be moving at 15 miles per hour on the dedicated ramps – a conservative estimate. It would take between six and 11 minutes for the buses to travel to the terminal from the proposed storage facility at this speed.

The supplemental air quality analysis evaluated sensitive receptors within 500 feet of the proposed bus storage facility. These sensitive receptors include residences, parks, and schools. The analysis addressed air pollution concentrations (including PM₁₀) associated with buses, including pollutant emissions associated with diesel exhaust fumes, at the proposed bus storage facility.

Additionally, the air quality analysis accounted for noise walls proposed for the storage facility and their impact on adjacent residences. It was determined that the sound walls would serve to reduce pollutant concentration levels outside of the facility at adjacent sensitive receptors.

The potential impact of pollutant trapping inside the storage area due to the sound walls and overhead freeway is regulated by the U.S. Occupational Safety and Health Administration's

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(OSHA) standards for air toxic exposure in the work place. OSHA has determine the interior threshold levels of CO, NO_x, and PM₁₀ air concentrations to be 50 ppm, 5 ppm, and 5000 µg/m³ respectively. The projected concentration levels of the pollutants inside the storage facility would be well below these OSHA standards, as determined by the supplemental air quality impact analysis. Thus, no significant air quality impact based on these standards would be anticipated. Should pollutant concentration levels exceed these limits, OSHA has established appropriate procedures for ventilating such pollutants to acceptable levels. Additional information can be found in the Supplemental Air Quality Analysis Report, which is available for review by appointment at the Planning Department.

The supplemental air quality analysis concludes that pollutant concentrations would not exceed the California Ambient Air Quality Standards (CAAQS) that are designated to protect public health with an adequate margin of safety, and thus, would not have a significant impact at any sensitive receptor locations.

The criteria used to evaluate air quality impacts from the proposed project are the CAAQS. These outdoor air quality standards are adopted by the State's enforcement agency, i.e. the California Air Resources Board (CARB), as provided for in the California Health and Safety Code section 39606. These standards set legal limits on outdoor air pollution and are designed to protect public health and welfare. Ambient air quality standards define clean air, and are established to protect even the most sensitive individuals. Typically, the outdoor CAAQS are more stringent and provide a wider margin of safety than indoor air quality standards promulgated by such agencies as OSHA.

An air quality standard defines the maximum amount of a pollutant that can be present in outdoor air without harm to the public's health. The standards are based on the CARB's on-going review of scientific studies on the health effects of individual air pollutants. As new scientific information on public health consequences becomes available, the CAAQS are periodically revised. In light of new information and studies, CARB is responsible for determining whether CAAQS need to be revised to adequately protect human health, particularly sensitive population groups. For example, The Children's Environmental Health Protection Act (CEHPA, California Senate Bill 25, Escutia 1999) required CARB and other state agencies to evaluate all ambient air quality standards by December 2000 to determine whether these standards adequately protect human health, particularly that of infants and children. The CEHPA also required staff to prioritize those standards found to be inadequate for full review and possible revision. The evaluation found that health effects may occur in infants, children, and other potentially susceptible groups exposed to pollutants at levels near several of the current standards, with PM₁₀, ground-level ozone (O₃) and nitrogen dioxide (NO₂) receiving the highest priority for review and revision, and the current standards reflect these findings.

The co-lead agencies acknowledge the bus idling requirements contained in Title 13: CCR Section 2480 (effective July 16, 2003). The co-lead agencies note that, even though the law applies to both school buses and transit vehicles, operations at the proposed facility would not violate this recent state law.

• **Noise Assessment for Off-Site Bus Storage Facility**

As shown in Section 5.8.7 of the Draft EIS/EIR, it was determined early in the process that a noise wall should be incorporated into the design of the bus storage facility to mitigate impacts of noise from this facility. In response to comments made regarding potential noise impacts, however, an additional noise analysis has been performed to determine more precisely the noise

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impacts and appropriate mitigation measures for the off-site bus storage facility (please see Sections 5.8.6 and 5.8.7, Volume I, of this Final EIS/EIR). Based on the supplemental noise analysis, the following more precise mitigation measures have been identified. The proposed noise mitigation locations are:

- **Residences North of the AC Transit Facility.** Severe noise impact is projected for the residences to the north of the AC Transit facility at the corner of Perry and Third Street. Because of the configuration of the site, noise barriers are not an option for noise mitigation. Therefore, sound insulation will be installed to mitigate the noise impacts at this location. At a minimum, sound insulation will be applied to the façade facing the bus storage facility (the south façade).
- **Residences South of the AC Transit Facility.** Noise impact is projected for the residences to the south of the AC Transit facility along Stillman Street. For these residences, a combination of two barriers would mitigate the noise impacts. The first noise barrier will be approximately 10-12 feet high and run along the southern edge of the AC Transit storage facility. The second noise barrier will be approximately 5-6 feet high and will be located on the portion of the ramp at the southwestern corner of the AC Transit facility. To minimize the potential for reflections off the underside of the freeway, noise barriers will be treated with an absorptive material on the side facing the facility.
- **Residences South of the Golden Gate Transit Facility.** Noise impact is projected for the residences to the south of the Golden Gate Transit facility along Stillman Street. A noise barrier would mitigate the impacts. The barrier will be approximately 10-12 feet high and run along the southern and a portion of the eastern edge of the Golden Gate Transit storage facility. To minimize the potential for reflections off the underside of the freeway, the noise barriers will be treated with an absorptive material on the side facing the facility.

Noise walls will be landscaped, although the actual design will be developed in cooperation with area residents. The walls will be constructed prior to the development of the permanent bus facilities.

The proposed bus storage facility would not create a “tunnel-like environment” in that it would not be fully enclosed. The proposed sound walls would not extend to the freeway overpass, and the facility would not be enclosed on all sides.

- **Noise/Vibration from Train Operations**

Please see Response 17.1.2.

- **Vibration from Construction**

Construction of the Caltrain tunnel in the vicinity of the Clocktower would be underground and deep, and impacts therefore would not occur on the surface, other than possible temporary vibration impacts of controlled detonation, if needed for construction in this area. Given that the proposed tunnel in the vicinity of the Clocktower is deep, vibration impacts are expected to be minimal.

Controlled detonation may be required at some locations along the tunnel alignment, but there is no way to determine whether controlled detonation would be required in the vicinity of the

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Clocktower. If controlled detonation is required, it can be designed to control vibrations within acceptable tolerances. Also, such operations can be timed so as to have the minimum possible impact on residents. An appropriate level of monitoring would be implemented to verify that construction vibration is maintained at tolerable levels.

• Traffic/Transportation

The bus access leading to the facilities would have only one at-grade crossing. Golden Gate Transit (GGT) buses would enter the storage facility from Fourth Street in the morning. The only at-grade bus crossing would be for GGT buses leaving its facility in the afternoon and crossing Third Street at Perry Street. The GGT buses would cross Third Street at mid-block via a traffic signal synchronized with the traffic signals at Harrison and Bryant streets, causing minimal interruption to the Third Street traffic with projected operations at Level of Service (LOS) A – the best classification for LOS. During the pm peak, there are currently sufficient gaps in the Third Street traffic to permit the Golden Gate Transit buses to cross without a signal, but a signal is preferred to improve safety. All other bus movements near the facility (including all AC Transit buses) would be within the storage areas and on dedicated bus ramps separated from the street system. Please note that Second Street, the street on which the Clocktower (461 Second) fronts, would not be affected by the bus traffic.

• Parking

Regarding the loss of parking from the west approach retrofit, it should be noted that the retrofit is entirely separate from the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project. All of the parking (roughly 1,000 spaces) within the area bounded by Perry, Stillman, Second, and Fourth Streets will be displaced for 5 to 10 years by Caltrans for the duration of the seismic retrofit of the west approach.

The Transbay Terminal/Caltrain Downtown Extension Project will require continued use of the parking areas under the freeway between Second and Fourth for construction and development of the off-site bus storage facility. Completion of the Transbay Terminal/Caltrain Downtown Extension would allow the restoration of up to 300 spaces under the Bay Bridge west approach just west of the planned Golden Gate bus storage area between Third and Fourth Streets, as noted in the Draft EIS/EIR on Page 2-16 and shown in Figure 2.2.6 of Volume I, Final EIS/EIR. As with the existing at-grade parking, this parking would be available to users of both the ball park and the commercial areas. In addition, upon completion of the project, the 24-hour parking displaced by the planned AC Transit and Golden Gate Bus storage facilities between Second and Fourth Streets under the Bay Bridge west approach would be available in the evenings and weekends for public parking.

The need for property to store buses for the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project was not identified until 2000 by the MTC Transbay Terminal Improvement design team. The need for removing the parking was reported in a series of public meetings held by the Terminal Improvement Design Team in 2000 and reported in the Draft EIS/EIR for this Project.

Under California Public Resources Code Section 21060.5, “environment” means “the physical conditions that exist within the area which will be affected by a proposed project, including land, air, water, minerals, flora, fauna, noise, and objects of historic or aesthetic significance.” Parking supply is not considered to be a part of the permanent physical environment in San Francisco. Parking conditions are not a static condition, as parking supply/demand varies from day to night,

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from day to day, month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel. Therefore, parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA.

Parking deficits may be associated with secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality, or noise effects caused by congestion. Regarding such potential secondary effects, cars circling and looking for a parking space in areas of limited parking supply is typically a temporary condition, often offset by a reduction in vehicle trips due to others who are aware of constrained parking conditions in a given area. Hence, any secondary environmental impacts which may result from a shortfall in parking in the vicinity of the proposed project would likely be minor and difficult to predict. In the experience of San Francisco transportation planners, the absence of a ready supply of parking spaces combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and relatively dense patterns of urban development, may induce drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service, in particular, would be in keeping with the City's "Transit First" policy.

Thus, a parking shortage is not considered to be a permanent condition and is also not considered to be a physical environmental impact even though it is understood to be an inconvenience to drivers. Therefore, the creation of or an increase in parking demand resulting from a proposed project that cannot be met by existing or proposed parking facilities would not itself be considered a significant environmental effect under CEQA. In the absence of such physical environmental impacts, CEQA does not require environmental documents to propose mitigation measures solely because a project is expected to generate parking shortfalls.

The overall loss of parking from the Project is discussed in Section 5.19.5, Volume I, of this Final EIS/EIR, which states in part

"With the loss of parking, vehicles previously bound for the displaced parking spaces would have to park in other parking facilities nearby or the people making these trips may now choose to use transit, given the reduced availability of parking.

"Based on a review of a recent parking inventory, the current study area parking supply is at approximately 85 percent capacity during the weekday-midday. As a result of the reduction in parking spaces, usage is likely to reach capacity during the weekday-midday. Given the first-in first-served nature of parking, with early morning commuters able to park closer to their destination, loss of area parking would mean that vehicles arriving later would have to park further away from their destinations or chose another mode of transportation. The permanent loss of parking could deter commuters from driving, with a probable increase in public transit use. The provision of a new multi-modal transit facility that provides improved access to locations throughout the region would serve to mitigate the adverse parking capacity impacts."

The EIR prepared for the ballpark took into account the loss of parking associated with the Transbay Terminal Project (please see Appendix A, page A.127 of the Giants Ballpark EIR).

- **Historic Clocktower**

The Clocktower, at 461 Second Street (APN 3764-071), is otherwise known as the Schmidt Lithograph Building. As noted in the JRP survey report dated August 2001 (revised November 2001), this building has been determined eligible for the National Register as a contributing element of the South End Historic District. (Office of Historic Preservation Determination of Eligibility: 38-85-0001-0016, 8-13-1997). Because of this determination of eligibility, it was not necessary to further describe or evaluate the building for this study. The property is addressed in the *Finding of Effect: Locally Preferred Alternative, Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project* (August 2003) document, which has been summarized in Section 5.14, Volume I, of the Final EIS/EIR and is incorporated by reference.

Furthermore, because of this eligibility, it was included in the list of historic properties identified in both the JRP survey report and in the Draft EIS/EIR as a historic property. It was shown in the survey report in the table entitled "Pre-1957 Properties Previously Listed or Determined Eligible for the National Register, Individually or as a Contributing Part of a Historic District," and in Table 4.16-1 of the Draft EIS/EIR.

- **Alternative Locations**

Other locations proposed by the commentors for the permanent bus storage facility would introduce significant financial, operational, and regulatory constraints. Following is a review of alternative sites reviewed as part of the MTC Transbay Terminal Study and the estimated associated costs.

AC Transit operates about 230 afternoon peak period trips from the Transbay Terminal to locations in the East Bay. Currently, AC stores about 30 buses at the terminal on school days, and deadheads in the afternoon another 75 buses that have layovers in excess of 15 minutes and use a "remote" layover area. Year 2020 demand is expected to increase to about 50 buses in storage with another 50 to 60 buses circulating within storage and staging facility. Golden Gate Transit stores about 130 buses in downtown San Francisco. This demand is expected remain for the year 2020.

Alternatives evaluated for the MTC Transbay Terminal study included: (1) no facility, (2) Second/Third/Fourth I-80 Freeway (proposed alternative), (3) parking on terminal ramps, (4) Eighth and Harrison, and (5) Vermont/15th and 16th.

(1) No Facility – Under this alternative, both Golden Gate and AC Transit would deadhead vehicles from downtown San Francisco to their respective operating bus yards in the East Bay and in San Rafael. Depending on the "home yard," and assuming a low of 30 deadheading buses and a high of 50 for AC Transit, and assuming an operating cost of \$90 per hour for AC Transit, the total daily additional cost to deadhead these vehicles would range between \$2,070 and \$6,000 (\$300,000 to \$1 million annually, based on 180 school days), in addition to increased regional diesel emissions from the increased bus mileage required. Please see Table B below.

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**Table B
Additional Costs -- AC Transit - No Storage Alternative**

Range	Deadheading Vehicles	One Direction Additional Time (min)	Both Direction Additional Time (min)	Total Additional Daily Cost
Low/Low	30	23	46	\$2,070
Low/High	30	40	80	\$3,600
High/Low	50	23	46	\$3,450
High/High	50	40	80	\$6,000

Hourly Cost \$90

For Golden Gate Transit, assuming the “home yard” is the San Rafael facility on Anderson Drive, deadhead times are estimated at about 40 minutes (from Golden Gate Transit Route 40 and AC Transit Line L Schedules). Assuming a \$90 per hour cost, the total daily additional cost to deadhead these 130 buses would be about \$15,600 daily and \$4 million annually, in addition to increased diesel emissions. Please see Table C below.

**Table C
Additional Costs -- GGT Transit - No Storage Alternative**

Deadheading Vehicles	One Direction Additional Time (min)	Both Direction Additional Time (min)	Total Additional Daily Cost
130	40	80	\$15,600

Hourly Cost \$90

(2) Second/Third/Fourth I-80 Freeway – Under this alternative – the proposed site discussed in the EIS/EIR – both Golden Gate and AC Transit would store buses midday weekdays only under the freeway structure of the west approach to the Bay Bridge (Interstate 80). AC Transit would be assigned the land under the freeway between Second and Third Streets. By 2020, AC Transit would store 50 buses midday, and on school days would additionally stage up to 100 buses for periods longer than 15 minutes. At any one time, up to 97 buses could be in the storage facility or on the ramps of the facility. AC would store buses to ensure independent movement (buses could move in and out of the facility without affecting other parked vehicles). Golden Gate Transit would use the block between Third and Fourth Streets. Golden Gate would store 130 buses in a stacked arrangement, which does not allow for independent movement of buses.

In general, buses from both AC and Golden Gate would arrive between 7 am and 9:30 am, and leave between 4 pm and 7 pm. After 7pm, and on weekends and holidays, the facility could be used for public parking for various activities including Yerba Buena Center events and Pacific Bell Ballpark activities.

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There would be an exclusive, dedicated ramp from the terminal into the AC Transit Second Street facility. From this point, AC would gain direct access to the terminal on dedicated ramps, while Golden Gate would gain access to the Fremont Street off-ramp and start service on city streets. To gain access to the AC facility and its ramps, Golden Gate buses would cross Third Street at grade into the AC facility

(3) Parking on Terminal Ramps – Currently, AC Transit parks up to 70 buses on the ramps leading into the Transbay Terminal. This alternative would store AC buses on the new ramps into the terminal.

For the West Ramp Alternative, a key difference between the current and proposed terminal is the lack of the east side loop and the parking on that ramp. While the west side ramp has been designed to queue up to five buses at the throat of the terminal, it does not provide for additional bus storage. This alternative allows bus traffic to be reconfigured to allow for “left-handed” running of the buses with a center island, making the east loop unnecessary and opening this property for development. San Francisco City policy favors both removal of the east loop and no storage of buses on the loop for aesthetic considerations, as outdoor, observable bus parking in the proposed redevelopment area is considered as contributing to blight.

For either the West Loop Alternative or the Loop Ramp Alternative, additional bus parking is necessary. The total amount of vehicles within AC Transit storage will exceed 100, while Golden Gate Transit is expected to require storage for 130 buses. Even aside from aesthetic issues, additional bus parking cannot be provided on the new ramps in sufficient quantity to meet either AC Transit’s or Golden Gate Transit’s needs.

The Transbay Joint Powers Authority has adopted the West Ramp Alternative as a component of the Locally Preferred Alternative for inclusion in this Final EIS/EIR.

(4) Eighth and Harrison – Golden Gate Transit recently entered into a lease to occupy the former Coach USA bus facility on Eighth and Harrison Streets in South of Market. This site is about 150,000 square feet and can store more than 130 buses. Use of this site, however, has introduced an increase in the GGT operating costs due its increased distance to the beginning and end of its routes. This additional bus travel also produces increased diesel emissions. Development of the GGT storage under the west approach to the Bay Bridge as evaluated in this Final EIS/EIR would reduce these operating costs. GGT has therefore urged that the schedule for development of the bus storage facility under the west approach be accelerated (please see Comment 2.7.3). The Eighth and Harrison location requires about one mile of additional operation in each direction, per stored bus. Please see Table D.

The total annual operating cost increase would approach \$400,000, while the total increase in daily bus operations would exceed 17 hours. While either AC or Golden Gate could use this facility, there is not enough room for both services to use the site. In addition, the AC Second Street facility has been designed to allow for staging and dispatching a short distance into the terminal on dedicated ramps and facilities. These operating advantages are not available at the Eighth and Harrison location.

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Table D

Additional Costs -- GGT Transit - 8th/Harrison

Deadheading Vehicles	One Direction Additional Time (min)	Both Direction Additional Time (min)	Total Additional Daily Cost
130	4	8	\$1,560

Hourly Cost \$90

(5) Vermont/15th & 16th – Golden Gate Transit had earlier identified the area under U.S. 101 on Vermont Street between 15th and 16th as a possible location for bus storage, at least during the Transbay Terminal reconstruction period. The site is about half the size of Eighth and Harrison (about 80,000 square feet), which severely limits storage capacity when freeway columns and other obstructions are considered. The site is also further away from the downtown service area that Golden Gate or AC must access (about 1.6 miles further than the I-80 freeway location). Please see Table E.

Table E

Additional Costs -- GGT Transit - Vermont/15th-16th

Deadheading Vehicles	One Direction Additional Time (min)	Both Direction Additional Time (min)	Total Additional Daily Cost
130	7	14	\$2,730

Hourly Cost \$90

The total annual operating cost increase would approach \$600,000, while the total increase in daily bus operations would exceed 30 hours. While either AC or Golden Gate could use the facility, there is not enough room for both services to use the site. In addition, the AC Second Street facility has been designed to allow for staging and dispatching a short distance into the terminal on dedicated ramps and facilities. These operating advantages would not be available at the Vermont location.

Additional locations suggested by the commentors are discussed below.

Caltrans Paint Yard. Use of the Caltrans paint yard at Bryant and Main (double deck structure) would interfere with Caltrans activities. Decking of this site would require working near the Bay Bridge anchorage. In addition, it would be extremely difficult to provide direct access ramps from the location into the terminal.

Treasure Island. The Treasure Island Plan would not allow for a bus storage facility and this site would increase costs and decrease reliability given that it would require use of Bay Bridge, adding additional bus traffic to an already congested facility, to gain access to and from the new Transbay Terminal.

Rail Yard at Fourth and King. The rail yard at Fourth and King will be used completely for rail uses and is substantially more distant from the Transbay Terminal. It would not allow for direct ramp access to the terminal.

Piers on San Francisco Waterfront. The piers on the San Francisco waterfront have significant structural problems, and the Port likely would demand significant rents. Bus storage use would be a non-conforming use with the Bay Conservation and Development Commission regulations, the State agency that regulates waterfront uses adjoining the San Francisco Bay. Direct access ramps would again not be possible.

Other Properties around the Terminal. The other properties around the Transbay Terminal are better suited to residential and commercial uses than bus storage, and City policy is to develop those properties, primarily for housing. The proposed site under Interstate 80 cannot be used for such development.

As can be seen from this analysis, the proposed location for the permanent bus storage facility is optimal when compared to the other alternative sites that were considered.

Existing Terminal. The Transbay Terminal has not been designed for bus storage, due to the costs and operating inefficiencies that would be associated with such an approach. To provide storage inside the terminal would result in an inefficient terminal with too little circulation area. While it is true that bus storage closer to the terminal would reduce traffic impacts from the buses further away from the terminal, the traffic impacts for the proposed site would be limited to a coordinated, mid-block crossing of Third Street that would operate at Level of Service (LOS) A (best category of service) in the pm-peak hour in 2020. In placing the bus storage beneath the freeway, transportation uses are matched with transportation uses, leaving the parcels closer to the terminal to be developed for more concentrated residential and commercial uses that are compatible with and have easy access to the new multi-modal transit facility.

- **Bus Rapid Transit Option**

Bus Rapid Transit (BRT) cannot be readily applied to this Project. Application of the BRT approach would not enable a downtown station for the California High Speed Rail Program – part of the Project’s intended purpose (Please see Chapter 1, Project Purpose and Need). BRT would also not be in conformance with Proposition H passed by the San Francisco voters in 1999 that requires the extension of Caltrain to the site of the current Transbay Terminal.

Buses are currently used to pick up Caltrain passengers at Fourth and Townsend. The time it takes to make this transfer and travel on buses using city streets makes this an inefficient solution to providing service to downtown (please see Response 1.1.7), and the removal of traffic lanes or parking lanes between Fourth and Townsend and the Transbay Terminal for a BRT application would introduce severe business, rights-of-way, and traffic impacts. The grade separated Caltrain Extension eliminates the need for a transfer and would not introduce these additional impacts. Buses arriving from and departing to the East Bay need to contend with the traffic congestion on the Bay Bridge, and the use of dedicated high occupancy vehicle lanes across the Bridge has not been accepted by Caltrans, again prohibiting application of the BRT approach. The co-lead agencies have incorporated the referenced materials and comments regarding BRT into the administrative record.

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• **Land Use/Planning**

One of the goals of the South of Market planning and rezoning process is to continue and expand on the unique mixed-use community that presently exists. The EIS/EIR does evaluate the changes that would occur with the bus parking in the areas of noise, traffic, and parking. The proposal is to replace the current car parking with bus parking which is acknowledged in the document to be a more intensive use.

Both the South of Market and the Rincon Hill planning processes are looking at expanding the mixed-use neighborhoods with additional housing. One of the reasons that these areas are being looked at for expanded housing is because of the availability of various modes and a high degree of transit service as exemplified by the upgrading of the Transbay Terminal and the extension of Caltrain. Integral to having increased transit service throughout the SoMa area is having the backup facilities for bus and train service.

The EIS/EIR looks at existing plans and zoning as part of the evaluation of consistency with plans and zoning as set out by the CEQA Guidelines, Section 15125(d).

The EIS/EIR (Volume I, Section 7.2 discusses the local context for potential cumulative effects particularly in the area of traffic and notes that the 2020 Cumulative discussion contained in Chapter 5, Section 5.19.4, incorporated other plans that had been recently proposed at the time of the preparation of the environmental analysis, including the Rincon Hill Rezoning, South of Market Redevelopment Plan, and Mid-Market Redevelopment Area Plan. In the current work for the Community Planning in the Eastern Neighborhoods South of Market Area, the Planning Department is still looking at a number of options for zoning and height districts. All options include a continuation of mixed-use development where “opportunities for housing—both affordable, and market rate and for space for production, distribution and repair activities” will continue to exist. In addition, all options provide for retail and office use in various areas. With the mitigation (construction of a sound wall) as set out in the Draft EIS/EIR on page 5-63, the potential for a significant noise effect from the bus storage area is mitigated.

The present Rincon Hill Plan adopted in 1985 calls for the creation of a unique mixed-use neighborhood with a high priority for housing. The current planning for these areas, as detailed in the “Downtown Neighborhoods Initiative” as part of the “Citywide Action Plan for Housing,” also envisions housing, with the retention of the existing mixed use nature, including retail and PDR uses. The re-use of the under-freeway area in this two-block segment would not be introducing a totally new use as the area has historically been used for parking.

• **Community Involvement/Environmental Review Process**

Notice of availability of the Draft EIS/EIR was published in a *San Francisco Independent* newspaper and posted at the Planning Department. A newsletter was sent to 550 people on the mailing list announcing the availability of the Draft EIS/EIR, and a letter was sent directly to property owners whose properties could be directed affected by the Project. Fifty 11”X17” posters were posted throughout the Project area, including along Second Street. Notices were sent to all property owners within the project area and within 300 feet of the project boundary as required by the San Francisco Administrative Code Chapter 31.

Supplemental information regarding the issues associated with the proposed bus facility in the Stillman/Perry Streets area is also provided in both Volume I and Volume II this Final EIS/EIR,

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which has been provided to the commentors. At the request of the public at the November 26, 2002 public hearing, the Planning Commission extended the public comment period to December 20, 2002. The signed petition is part of the comments and the administrative record for the Project.

• **Agency Coordination**

The co-lead agencies and the Transbay Joint Powers Authority (TJPA) look forward to a continued cooperative working relationship with the California State Department of Transportation on all relevant issues associated with the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project, including the proposed bus storage facilities. The co-lead agencies and TJPA acknowledge that use of Caltrans airspace requires the Department's exercise of discretion and approval of the parking structure development plans and will work with Caltrans to assure that safety design standards are met and that the facility design and construction are consistent with good ecological and environmental planning.

• **Caltrans West Approach Retrofit Project**

The Caltrans Bay Bridge West Approach Seismic Retrofit Project is a construction project that is anticipated to be completed in 2010. The demolition and construction of the bus storage facility would coincide with the later phases of the seismic retrofit project.

The conceptual layout of the bus storage facilities was developed with the design documents prepared by Caltrans including all structural locations, sizes, and clearances. Additionally, Caltrans' planned west approach structure and the Perry and Stillman rights-of-way were taken into account during the planning and locating of the bus storage. It is the co-lead agencies understanding that, upon completion of the Bay Bridge West approach Retrofit project designed by Caltrans, the west approach structures will be closer to the existing Clocktower building and other buildings along Stillman and Perry Streets. Additionally, Caltrans' planned reconstruction of the west approach will increase the clearance below the elevated roadway.

Coordination with Caltrans will be an essential part of staging and scheduling the construction activities. As construction timelines can often change, the Terminal and Downtown Extension final design effort will work with Caltrans as the start of construction grows near to confirm there are no conflicting activities. The design of the bus facilities would be coordinated fully with the design of the west approach retrofit in an effort to minimize the duration of impacts on the adjoining neighborhood.

Based on the revised project schedule for the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project (shown in Figure 5.20-8, Volume I, of this Final EIS/EIR), there could be simultaneous tunneling for the Caltrain Downtown Extension as the Caltrans retrofit work is progressing. As noted in the EIS/EIR, the tunneling would be below ground. Tunneling below Second Street from Townsend through to Folsom will be stacked-drift tunneling well below the surface to minimize impacts on activities at street level. The Downtown Extension tunnel width would be limited to the footprint of Second Street along portion. Caltrans' retrofit construction that is subsurface in this area will be comprised strictly of foundations. The Caltrans' foundations will be outboard of the Second Street right-of-way and, therefore, clear of the tunneling activities.

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- **Coordination with Other Related Project**

The mitigation measures that were a part of the Giants Stadium project have all been completed as that project has been completed and in use for a number of years. The Draft EIS/EIR as noted in the comment above did take into account the future plans as well as the existing plans for the Transbay/Rincon area.

Possible construction of a New Central Subway along Third Street may be disruptive in varying degrees to all activities on Third Street. The construction approach is under review for this project, and the requirements of the New Central Subway Project on Third Street will be to mitigate these impacts to the extent required by the environmental review process. Should construction of the two projects occur during the same time frame, coordinated construction schedules will be developed to minimize disruption and cumulative construction impacts.

- **Construction Schedule**

The co-lead agencies acknowledge the operational benefits provided for the regional bus operators (AC Transit and GGT) by the off-site bus storage facility, e.g., reductions in deadheading miles for bus vehicles and direct ramp access to the new bus facility and Folsom Street. The co-lead agencies will review the feasibility of advancing the time period to construct construction of this component of the Project, but the availability of funding and the schedule for the retrofit of the west approach by Caltrans will affect this schedule.

2.8 TEMPORARY BUS TERMINAL DESIGN AND OPERATIONS

2.8.1 San Francisco Muni, Jose Cisneros, Deputy General Manager for Capital Planning & External Affairs, December 17, 2002

"Page 2-19, Figure 2.2-8: Layout of Temporary Bus Terminal: The Temporary Bus Terminal will need to include provisions for trolley wire on the streets adjacent to the Temporary Bus Terminal, not just in it. This would also include a new boarding island on Beale Street near Howard for the 1-California trolley coach line. These, along with other Muni issues, were discussed with MTC consultants in 1999-2001.

"The following is a summary of how bus lines will be routed during the operation of the Temporary Transbay Terminal facility (2003-2006?) at Howard/Beale/Folsom/Main. This is subject to revisions as the design develops, and we will need to work with the project engineers to ensure that appropriate routings are available to us.

"Trolley Bus Routes:

- "5-Fulton/6-Parnassus: Continue inbound (I B) on eastbound (EB) Market to Beale, southbound (SB) Beale, left to EB Howard, right into terminal loop at Main (SB contra-flow lane), drop-off passengers at terminal drop-off just south of Howard, continue around loop to layover on westbound (WB) Folsom between Main and Beale (5-line uses first position, 6-line second position). Resume outbound trip with right onto northbound (NB) Beale contra-flow lane, pick-up passengers on Beale south of Howard, left onto WB Howard (protected signal phase), right onto northbound (NB) Fremont, resume existing outbound (OB) route.
- "1-California -Existing IB route on SB Beale to switch mid-block between Mission and Howard, switch onto left-side curb diamond lane, drop passengers and layover at new boarding island on Beale, NS Howard. Pick-up passengers at island and resume OB trip by making a left onto EB Howard, left onto NB Main, continue on current OB route.
- "41-Union -Existing IB route on SB Beale, left onto EB Howard, left onto NB Main. Drop off passengers and layover at existing layover location on East Side of Main FS Howard. Pick-up passengers and leave layover, resume existing routing on NB Main.
- "Turnbacks -ensure that the following turnbacks for trolley coaches would be available:
 - o "Turnback 14-Mission coaches from IB to OB via right on SB Beale from EB Mission, right on Howard, right on NB Fremont, left on WB Mission.
 - o "Route 14-Mission coaches into terminal via right on SB Beale from EB Mission, left on Howard, right into terminal, around terminal loop to left on WB Howard, right on NB Fremont, left on WB Mission.
 - o "Pull-ins on 1, 5, 6, and 41-lines that will by-pass the terminal -use right-hand mid-block switch on SB Beale between Mission and Howard, drop-off passengers NS Howard, right onto WB Howard, normal route back to Presidio or Potrero divisions.

"Motor Coach Routes

- "38/38L/2 -Continue IB route on EB Market to Beale. Right on SB Beale to Howard, left on EB Howard, drop-off passengers on the south side of Howard between Beale and Main, right onto main (contra-flow lane), layover at curbside at curb lane on SB Main St. (contra-flow lane). Resume outbound trip with right onto NB Beale, left onto WB Howard (protected phase), right onto NB Fremont, resume existing OB routing onto WB Market."

Response 2.8.1 Figure 5.21-1, AC Transit, Muni and Golden Gate Transit Access to the Temporary Terminal, in this Final EIS/EIR, Volume I, has been revised to reflect the routing descriptions provided by Muni.

**2.8.2 Golden Gate Bridge District, Alan R. Zahradnik, Planning Director,
November 19, 2002**

- "Page 2-20 discusses the proposed temporary bus terminal. It states GGT "would be allocated three bays on the curb." DEIS/DEIR should clearly state whether these bays are located on the Beale Street contraflow lane between Howard and Folsom streets.
- "Figure 5.21-1 (page 5-163) illustrates and page 5-165 discusses access to the temporary TTT at the site currently occupied by GGT's midday storage facility. District appreciates efforts by this project to accommodate GGT bus service during construction of a new TTT.
 - o Figure 5.21-1 and page 5-165 appear to only accommodate GGT's outbound service since no inbound GGT stops are indicated. District's inbound Basic Service bus stops are required on Mission Street, either between Fremont Street and First Street (as in current conditions) or, if not available, between Beale Street and Fremont Street (shown in Figure 5.21-1 as a San Mateo County/Muni bus stop). District desires to serve both the existing TTT and temporary TTT to facilitate transfers with other regional transit operators.
 - o For GGT outbound stops, this figure shows a GGT layover on Folsom Street, a Beale Street bus stop (far side Folsom), and a Fremont Street bus stop (far side Mission). GGT currently has three bus stops on Fremont Street (near side Mission). These bus stops either have to be maintained during project construction or otherwise accommodated near the existing
 - o terminal."

Response 2.8.2 During operation of the temporary terminal, curb space for three Golden Gate Transit Bays and the existing Muni service to the terminal can be accommodated by providing contra flow lanes on Beale and Folsom Streets. Exact curb space locations for these temporary operations will be established during final design. Design considerations will include the actual lines Muni and GGT designate to serve the AC Transit connection in the temporary terminal as well as the appropriate arrival and departure routes based on originations and destinations. Existing stops for GGT, Muni, and SamTrans near the existing terminal will require consideration as the final design and staged demolition and construction of the terminal is formulated.

**2.8.3 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President,
League of Women Voters of San Francisco, November 22, 2002**

"Page 5-175. "70 percent of pedestrians going to and from the terminal would have up to a four block longer walk than under the existing situation." This is a severe impact, and may affect transit ridership during the construction period. Some form of mitigation for physically challenged persons is in order. It is important that curb cuts and other features designed to accommodate persons with limited mobility be retained during the construction period. Perhaps some form of shuttle similar to that used in airport terminals would be helpful in mitigating the impacts on less mobile transit users."

Response 2.8.3 The four block walk to the temporary terminal is approximately 800 feet and is estimated to add four minutes of travel time. Frequent Muni bus connections will be available from the temporary terminal to Market Street, making a shuttle service duplicative.

2.9 REHABILITATING EXISTING TRANSBAY TERMINAL

2.9.1 California Department of Transportation, Timothy C. Sable, District Branch Chief, December 20, 2002

"1. Seismic Condition

"As the owner/operator of the Transbay Transit Terminal, the Department has participated in ongoing regional discussion regarding relinquishment of the Terminal to a Joint Powers Authority (JPA) for replacement. The Department determined that until the facility was transferred to the JPA, the Department would need to evaluate seismic risk and acceptability levels. After an evaluation by the Department's consultant, the Office of the State Architect (OSA), the Department entered into and completed various interim seismic upgrade projects from 1993 to 1999 to mitigate the most extreme seismic risks.

"Between 1993 and 1999, OSA completed three seismic retrofit projects, costing approximately \$15 million. Prior to commencement of any of the seismic upgrade work the building was classified approximately at risk Level V. After completion of the final phase of the seismic upgrade work, the risk level was reduced to between Level III and Level II.

"2. Terminal Deficiencies

"Because regional consensus pointed to the Terminal's demolition and replacement, the Department and the Metropolitan Transportation Commission (MTC) recommended that major construction deficiencies be deferred, except on a case-by-case situation. Some of the projects recently undertaken are the completed ventilation project in the West Garage, a mechanical evaluation of the elevator and escalators, and the development of a PS&E (plans, Specifications & Cost Estimates) to remedy an Americans with Disabilities Act (ADA)-deficient restroom and drinking fountain in the center unit.

"Some of the remaining major deficiencies at the Terminal include the fire sprinkler systems; the lack of ADA-accessible bus platforms and exit routes; plumbing and electrical service to meet the Uniform Building Code (UBC); and a list of general renovation work that would need to be completed if the existing Terminal were to be designated for full service."

Response 2.9.1 The co-lead agencies for the EIS/EIR appreciate Caltrans' summary of the Transbay Terminal's condition, including its seismic status, the retrofit program, and associated actions taken by the Department.

2.9.2 SPUR, Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"Summary Table, p. S-17, Transit Operations Category, No-Build Alternative: What are the impacts on operations if portions of the facility must be closed for seismic upgrading?"

Response 2.9.2 Please see Caltrans summary of the Transbay Terminal building condition and retrofit actions over time provided by the Department's Comment 2.9.1 above. Table F shows the retrofit work completed by Caltrans over recent past and Table G shows the retrofit work that would need to be undertaken for continued use of the Transbay Terminal into the future.

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**Table F
Transbay Transit Terminal Code Upgrade Projects (1993–99)**

Seismic Code Upgrade Projects (Toll Bridge Funds)

Seismic code upgrade of the terminal was necessary to bring the building into conformance with current building seismic codes. Additional building code upgrades originally included in the project scope were deferred pending a regional decision regarding the future of the building. Three interim projects were completed prior to the final project to mitigate the most extreme seismic risk.

Remove and Replace Bus Deck Roof

Initial investigation and removal of built up asbestos material; remove and replace with temporary roof. Designed and bid by Division of Structures on an emergency basis after a report noted the roof was very seismically unsound. (\$1,943,840; Completed July 1993)

Interim Seismic Mitigation Phase II(a)–Shear Walls

Construction of new shear walls, shotcrete of existing walls and connecting existing floor diaphragms at separation joints between adjacent portions of the building. (\$1,879,000; Completed March 1995)

Interim Seismic Mitigation Phase II(b)–Bus Deck

Provided temporary steel bracing at bus deck for seismic strengthening. (\$529,300; Completed January 1997)

Final Seismic Strengthening – Building

Construction of new shear walls, shotcrete of existing walls, steel bracing, viscous dampers, and connecting existing floor diaphragms at separation joints between adjacent portions of the building. Included project related hazardous materials abatement. Waterproofing of temporary roof structure was added on to project to guarantee performance for ten years. (\$11,718,517; Substantial Completion August 1999; Completed November 1999)

Building Code Upgrade Projects (Petroleum Violation Escrow Account Funds)

This \$910,000 PVEA authorization provided for health and safety, security, efficiency, and accessibility improvements at the terminal.

Security and Architectural Lighting

Repair and replacement of damaged or substandard lighting under existing bridge structures and arcades. Provide new exterior security lighting at front plaza facade. (\$280,000; Completed March 1995.)

Access Compliance

Title 24 handicap access modifications including detectable warnings at boarding platforms, and parking at west unit garage. Installed armrests at existing benches. (\$198,000; Completed March 1995)

Exiting Renovations at Greyhound

Modifications to exit staircases and ticketing area to correct Fire, Life Safety infractions. (\$150,000; Completed June 1996)

Safety, Security, & Health Modifications

Modifications to State Police Office alarm, window, and outside air intake at First Street to reduce diesel fumes. Clean and repoint historic granite facade and aluminum windows. Modifications to non-functioning basement restrooms. Provide maintenance walkway to rooftop mechanical equipment. Install low energy lights at parking areas. (\$125,000; Completed December 1996)

Roof Repair, Roadway Drains, Pigeon Netting

Repair leaking roof, improve roadway drainage in Bus Lane 1, replace pigeon netting over First Street and Fremont Street, install reflective tape on bus deck columns, repair and replace damaged light bollards in Mission Street Crescent. (\$112,000; Completed December 1998)

Source: Caltrans, 2003

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Table G Transbay Transit Terminal Building – Remaining Deficiencies	
Work Item	Work Description
Fire Protection/Fire Exiting Restoration	<ul style="list-style-type: none"> • Add new fire sprinkler systems and fire extinguishers. • Rehabilitate or modify existing exit stairways/ramps to provide proper exit route.
Handicap Accessibility – General	Resolve the following: <ul style="list-style-type: none"> • The lack of accessible vertical circulation at all levels and bus platforms. • The path of travel from the public streets into and throughout the building interior. • The lack of accessible parking (designated) at street curbside, surface/street level parking and within parking garages. • The tenant spaces which serve the “public” have numerous accessibility deficiencies. • The “public” toilet rooms require extensive renovation to provide accessibility. (funded)
Handicap Accessibility – Elevators	<ul style="list-style-type: none"> • Install new passenger elevators in Central Unit to provide “accessible” exit routes.
Plumbing Systems	<ul style="list-style-type: none"> • Virtually each piece of plumbing equipment is dangerously beyond its expected lifespan, including the steam piping and appurtenances. • Demolish and replace all public and tenant restrooms. • All piping needs to be seismically braced.
Ventilation of Bus Deck	<ul style="list-style-type: none"> • Complete installation of new ventilation system at bus deck, including exhaust fan and window louvers.
Heating/Ventilating Systems	<ul style="list-style-type: none"> • Complete replacement of all existing heating and ventilating systems, including boiler plant in basement. Additional new mechanical systems to existing tenant spaces.
Electrical – New Service	<ul style="list-style-type: none"> • Existing electrical power is insufficient to provide required loads – cost dictated by power company.
Electrical Systems	<ul style="list-style-type: none"> • Service switchboards and related equipment require replacement due to questionable performance and no ground fault protection. • Existing exit signs require replacement and additional exit signs and emergency fluorescent fixture battery packs installed to comply with exit and egress requirements. • Relocate existing manual fire alarm pull stations to comply with height requirements and additional pull stations installed to comply with fire and life safety requirements. • Replace existing fire alarm system with new and interface with existing newer fire alarm panels. • Remove all “unapproved” adapters, extension cords and provide approved wiring to all electrical equipment. • Install new covers on existing junction boxes/outlets with exposed wiring. • Install emergency telephones throughout the facility. • Increase the reliability of the existing standby generator set.
General Renovation Work	<ul style="list-style-type: none"> • Renovate entire terminal per historical requirements. • Provide new building security and video monitoring systems. • Major reconstruction and paving of bus lanes and loading platforms. • Rebuild deficient ramps and stairways. • Install noise abatement system at bus deck. • Rehabilitation and new tenant rental spaces. • Total restriping of parking garages. • Relighting of exterior of buildings and site. (partially completed) • Exterior repair and repainting of exterior building and interior spaces. • Add new transit graphic signage system. • Reconstruct exterior art-deco aluminum canopies. • Place or rebuild all aluminum frames and windows. • Addition of adequate seating, trash receptacles and amenities. • Rehabilitation of existing escalators. • Remove and replace all existing doors and door hardware. • Roadway repair at front of terminal. • Repair and replace interior drainage system.

[a] State Architect dated December 6, 1995

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As can be seen from Table G, additional retrofit of the building would involve major renovation work throughout the facility including building systems, offices, and areas used by the general public. Such work would entail temporary closures of offices, temporary closures and disruption of transit rider access routes, and temporary closures and disruption of portions of the transit service areas to comply with the requisite code requirements.

2.9.3 Richard F. Tolmach, President, Train Riders Association of California, December 19, 2002

"We are dismayed to learn that the new Transbay Terminal/Caltrain Extension EIR does not include the alternative of rehabilitating the existing Transbay Terminal for use as a joint rail and bus terminal for Peninsula trains, high speed rail, and Transbay buses: We believe that this alternative should be seriously considered for the following reasons:

"1. The extraordinarily high cost of removing and then replacing the existing facility. Replacement costs are much higher than re-configuring the existing facility. Property acquisition would be entirely eliminated by re-configuring the existing facility.

"2. The estimated cost of rehabilitating the Transbay Terminal in the 2001 MTC Transbay Terminal Improvement Plan Study was only \$275 million. Since the existing terminal was built and operated as an interurban railway terminal from 1939 to 1956, the additional cost of rehabilitating the terminal for use by trains of the same weight should be minimal.

"3. A rehabilitated and reconfigured transbay terminal will serve future needs for more than a quarter of a century. The capacity of the existing terminal is well in excess of any prospective needs for the next 30 years or more. For example, the capacity of Lane 3 which formerly accommodated Tracks 5 and 6 would be 300 rail commuter cars per hour assuming 2 minutes for loading or unloading and one minute for entrance and one for exiting. Since Caltrain operates only about 40 cars per hour maximum at present, even a very conservative capacity estimate of 200 cars per hour with 10 car trains would be more than adequate for any foreseeable increase in rail commuting from the Peninsula. Lane 2 has room for 15 bus loading zones. Assuming 1.5 seconds loading time per passenger with fare pre-payment, a loading time of 1.5 minutes for 60 passengers, and a consequent minimum headway per zone of 5 minutes, a capacity of 180 buses per hour from the east bay could be accommodated in Lane 2.

"Currently, AC Transit operates only about 80 buses per hour during the peak hour. Similarly, Tracks 1 and 2 in Lane 1 could easily handle all of the high speed trains that one could ever hope to see. Other bus operators, such as Golden Gate Transit, can be easily accommodated in Lane 2 with AC Transit for the foreseeable future. Greyhound which now operates 5 to 10 coaches per hour in Lane 1 could easily be relocated to the ground level such as Natoma Street behind the terminal where Amtrak formerly boarded passengers.

"4. We believe that the reasons given in the EIR for not considering the rehabilitation of the existing Transbay Terminal for rail and bus use to be without foundation or justification. Most, if not all, rail passenger cars in the United States can operate around a 250 foot radius curve. The 870 foot long platforms can accommodate 10 car trains which is more than long enough for any foreseeable demands. The design capacity of the terminal and loop is 75 tons per car which is adequate for most commute rail cars, high speed rail cars, and high speed locomotives. Talgo, which now operates trains in the Northwest, has informed us that their new high speed Talgo 350 Km. trains can with minor modifications negotiate curves of less than 250 feet. These cars also weigh less than 37 tons per truck with passengers as do the French TGVs. With reuse of the terminal for trains and buses as described above, there is no need for an additional bus deck, so

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no major seismic work is required. The claim that obtrusive bracing, would be needed for rail was based on the erroneous assumption that an additional deck would be needed for buses above the existing building.

"5. Re-use of the existing Transbay Terminal would not require acquisition of additional property. This is a major cost savings and a major environmental advantage.

"6. Proposition H of 1999 mandates fiscal prudence. Conserving public resources through reuse is the least-cost alternative. The two alternatives considered in the EIR require the installation of a much more massive 2 or 3 level structure over both 1st Street and Fremont Street than the existing single level structure. This installation presents obvious environmental impacts which have not been adequately addressed by the report.

"7. San Francisco Proposition H of 1999 mandates that the City select the most economical alternative for extending Caltrain to the Transbay Terminal that provides rapid and efficient service. Since a loop terminal does not require inbound trains to cross outbound tracks, or outbound trains to cross in front of inbound trains, or require crews to reverse trains, as with a stub end terminal, a loop terminal can be expected to operate with fewer and shorter delays.

"We would also like to recommend that a direct tunnel connecting Tunnel #1 on the Caltrain line with the throat to the Transbay Terminal Loop between Harrison and Folsom be considered. A direct routing would be about 1.25 miles long, require no property takings, and allow much higher speeds south of Harrison Street. In the course of the preparation of the report, reuse of existing facilities was ruled out because of the supposedly high cost, but now appears to be the most feasible option as new construction options assumed by the report now have a cost in the billions of dollars. This is as much true on the Bay Bridge as it is with the Transbay Terminal. Adaptive reuse of both facilities for rail should be studied in detail before any final decision is made on the configuration of a new TBT.

"Whichever option is chosen, we believe a rail terminal on the second level with access to the Bay Bridge should be studied carefully as part of the project. After completion of the new east span, there is no reason to demolish the old span. The east span could be retrofitted for rail (plus bicycles and pedestrians) and connected to the existing west span. The rails-on-the-bridge study concluded that adding rail to the west span would cost less than \$1.5 billion, but this alternative was ruled out because of the supposedly high cost. In light of the tunnel alternatives, which soar to \$12 billion as estimated by the MTC, rehabilitation of the Transbay terminal is the most feasible option.

"Rail on the Bay Bridge and a second level Transbay Terminal rail facility should be evaluated and compared with the other options in detail before any final decision is made on the configuration of a new TBT."

Response 2.9.3 Please see Caltrans summary of the Transbay Terminal building condition and retrofit actions over time provided by the Department's Comment 2.9.1 and the summary of work completed and work yet to be accomplished to make the Transbay Terminal a functioning facility into the future in Response 2.9.2.

The MTC Transbay Terminal Study concluded that the existing terminal had lost its viable function, and the Purpose and Need (Chapter 1, Volume I, of this EIS/EIR) described for the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project includes the provision of

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a station at the Transbay Terminal for the California High Speed Rail Program – a need that could not be fulfilled by retrofit of the existing terminal.

The MTC Study and the preparers of this EIS/EIR consulted with the California High Speed Rail Program to establish geometric design criteria that would allow for a wide range of high speed rail equipment options. The small radii of the existing bus ramps would preclude some existing equipment suppliers (namely the European and Japanese suppliers) from competing for the California High Speed Rail concession thereby creating the potential for less competition in the equipment procurement process.

Reintroduction of rail on the Bay Bridge was reviewed as part of the MTC Study and was rejected as too costly, with an estimated construction budget of between \$3 and \$5 billion in 2000 dollars.

The existing ramp surface area is fully utilized by AC Transit for circulation and storage under their current operating procedures. Proposition H states that the new or rebuilt terminal “shall ... (e) result in the lowest feasible combined costs for construction of the bus terminal and the Caltrain station without sacrificing the aesthetic qualities of the terminal and station and their interface with surrounding development.” The commentor’s suggestion of providing both bus and rail within the existing bus ramp corridors through the City would also entail the introduction of additional aerial ramps into the area. The additional ramps would consume space that is proposed for extensive redevelopment, including the introduction of substantial housing units, thus interfering with the aesthetic qualities of the terminal and station and their interface with surrounding development.

The Transbay Joint Powers Authority has selected the West Ramp Option as a component of the Locally Preferred Alternative. Among the reasons for this selection was that this option would result in a reduction in aerial ramp structures in the proposed Redevelopment Area around the terminal to achieve an additional Project purpose – namely to revitalize the urban area surrounding the terminal.

3.0 PROJECT ALTERNATIVES – CALTRAIN DOWNTOWN EXTENSION

3.1 SECOND-TO-MAIN VS. SECOND-TO-MISSION ALTERNATIVES

3.1.1 AC Transit – Kathleen Kelly, Deputy General Manager, Service Development, December 20, 2002

“AC Transit supports the Environmentally Superior Alternative identified on Page S-27 of the EIS/EIR – the West Ramp Transbay Terminal, Second to Main, Tunneling Option, and Full Build. We believe that the West Ramp alternative strikes an appropriate balance between the needs of bus circulation and the potential for redevelopment in the surrounding area. AC Transit supports redevelopment in the Terminal area as a way to generate both financing for the Terminal and ridership on our service.”

Response 3.1.1 The Transbay Joint Powers Authority (TJPA) adopted in March 2003 the West Ramp Transbay Terminal, Second-to-Main, Tunneling, Full Build Options as the components of the Locally Preferred Alternative (LPA) for inclusion in the Final EIS/EIR. These components are consistent with those recommended by AC Transit.

3.1.2 Andrew Sullivan, Rescue Muni, Speaker, 11/12/02 Public Hearing

“A few specifics here that we'd like to make recommendations on. We know there's a choice among underground alignments for the service. We favor the Mission service that leads to a potential transbay tube. If rail will go across the Bay – it could happen at some point, and we think it should – we think through a new tube is the way to go that connects high-speed rail here to high-speed rail in the East Bay via high-capacity infrastructure. That makes sense because of, we don't think it's necessary to keep that the buses, as long as the buses can maintain the same level of service which appears to be the case in the design as we've looked at it here.”

Response 3.1.2 In response to numerous public comments on both Caltrain Extension options, the Peninsula Corridor Joint Powers Board (Caltrain), working with the Transbay Joint Powers Authority, the City and County of San Francisco and the Redevelopment Agency, developed engineering refinements to the Second-to-Mission and Second-to-Main options for the Caltrain Downtown Extension that appeared in the Draft EIS/EIR. Refinements have included changes to the track, platform, and tail track layouts.

Figure 2.2-23, Volume I, of this Final EIS/EIR shows the refined Second-to-Main options. More detailed drawings are available in the *Locally Preferred Alternative Report* (March 2003), which is available for review by appointment at the San Francisco Planning Department, 1660 Mission Street. These options were presented and discussed at a public workshop sponsored by the Transbay Citizens Advisory Committee on March 6, 2003. The meeting was open to the general public.

Table H provides a comparison of key characteristics of the refined alternatives. As shown in the table, platform lengths and the length of straight (tangent) platforms were increased for both refined options, and additional through tracks were added to both. The lengths and number of tail tracks were also increased under both options. The refined alignments include three tracks from the Fourth and Townsend Station through to the terminal. The Draft EIS/EIR included only two tracks for the tunnel portion between Townsend and Second Streets. The refined option includes a third track in this segment to improve rail operations and capacity. Additional train storage capacity has also been provided by the refined tail track layouts for both options. The

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Second-to-Main Alternative would provide the greatest train storage capacity, as was the case for the Draft EIS/EIR Alternatives.

Table H Comparison of Refined Caltrain Downtown Extension Alternatives		
	Second-to-Main Refined from Draft EIS/EIR	Second-to-Mission Refined from the Draft EIS/EIR
CAPACITY		
Rail line (from Fourth & Townsend to terminal)	<ul style="list-style-type: none"> • 3 Tracks to terminal 	<ul style="list-style-type: none"> • 3 Tracks to terminal
Terminal	<ul style="list-style-type: none"> • 6 tracks 	<ul style="list-style-type: none"> • 7 tracks
Platforms	<ul style="list-style-type: none"> • 3 center platforms 	<ul style="list-style-type: none"> • 3 center platforms • 1 side platform
Platform lengths	<ul style="list-style-type: none"> • 3 center platforms at 1,300 ft. 	<ul style="list-style-type: none"> • 2 center platforms - 1,300 ft. • 1 side platform at 1,300 ft. • 1 center platform – 740 ft.
Length of straight (tangent) platforms sides	<ul style="list-style-type: none"> • 2 platform sides - 1,220 ft. • 2 platform sides - 910 ft. • 2 platform sides - 855 ft. 	<ul style="list-style-type: none"> • 2 platform sides - 1,000 ft. • 4 platform sides – 950 ft. • 1 platform side – 600 ft.
Thru tracks	<ul style="list-style-type: none"> • 5 tracks 	<ul style="list-style-type: none"> • 5 tracks
Tail tracks	<ul style="list-style-type: none"> • 5 tail tracks serving 5 terminal tracks • Storage for seven 5-car trains. (Encroachment into Main Street redevelopment parcels allows additional tail track) 	<ul style="list-style-type: none"> • 2 tail tracks serving 5 terminal tracks • Storage for four 5-car trains
EAST BAY CONNECTION		
Additional depth needed at platforms [1]	<ul style="list-style-type: none"> • 40 – 50 ft. 	<ul style="list-style-type: none"> • 40 – 50 ft.
Points of departure/alignments to bay	<ul style="list-style-type: none"> • Various possible points of departure/alignments to the bay 	<ul style="list-style-type: none"> • Only one possible point of departure/alignment to the bay
Additional tunneling to reach bay	<ul style="list-style-type: none"> • 1,000 ft. or more, depending on selected alignment 	<ul style="list-style-type: none"> • 500 ft.
Obstacles	<ul style="list-style-type: none"> • Possibly Pier 32 	<ul style="list-style-type: none"> • Muni turnaround (Less severe issue with deeper 40 – 50 ft. depth change) • Historic Agricultural Build. (Tunneling under historic bldg. accomplished by BART for the San Francisco Ferry Bldg.)
TAKINGS/EASEMENTS		
Additional to Draft EIS/EIR	<ul style="list-style-type: none"> • Within Draft EIS/EIR footprint 	<ul style="list-style-type: none"> • Greater impacts to proposed 301 Mission development subsurface structures compared to Draft EIS/EIR Alternative
TERMINAL		
Passenger circulation in Terminal	<ul style="list-style-type: none"> • Good 	<ul style="list-style-type: none"> • Diminished due to offset platforms
Impacts on new hotel (part of proposed Terminal Joint Development)	<ul style="list-style-type: none"> • None 	<ul style="list-style-type: none"> • Would affect hotel service space/parking below ground
GEOTECHNICAL		
Reliability of current knowledge	<ul style="list-style-type: none"> • Reliable given the stage of the design 	<ul style="list-style-type: none"> • Reliable given the stage of the design
Construction risks	<ul style="list-style-type: none"> • Mainly at Townsend/Second Street curve (additional geotechnical testing/ analysis proposed) 	<ul style="list-style-type: none"> • Mainly at Townsend/Second Street Curve (additional geotechnical testing/ analysis proposed)
PROBABLE TUNNELING TECHNIQUES		
At Townsend/ Second curve	<ul style="list-style-type: none"> • Mined (stacked drifts) with underpinning of buildings as needed 	<ul style="list-style-type: none"> • Mined (stacked drifts) with underpinning of buildings as needed
Along Second Street to Folsom	<ul style="list-style-type: none"> • Mined or cut-and-cover 	<ul style="list-style-type: none"> • Mined or cut-and-cover
From Folsom & Second into	<ul style="list-style-type: none"> • Cut-and-cover 	<ul style="list-style-type: none"> • Cut-and-cover

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Table H Comparison of Refined Caltrain Downtown Extension Alternatives		
	Second-to-Main Refined from Draft EIS/EIR	Second-to-Mission Refined from the Draft EIS/EIR
terminal		
Tail tracks	• Cut-and-cover	• Cut-and-cover
ENVIRONMENTAL PROCESS		
Recirculation of environmental document	• Not anticipated	• Not anticipated
Conflicts with proposed developments	• Minor impact on 301 Mission • Impact same as described in Draft EIS/EIR	• Major impact on 301 Mission beyond previously identified impacts in Draft EIS/EIR
[1] Connection to the East Bay requires dropping all train boxes at the terminal to drop below the Bay shipping channel. Consideration should be included in the design of all alternatives for through rail to be constructed below the initial train box.		

As noted on the table, the possible future extension of train tracks across the Bay from the Transbay Terminal would require lowering of the tracks some 40 to 50 feet so that the tunnel would enter the Bay below the bottom of the Bay, thus not affecting or interfering with navigable waters. Additional study would be required, as part of the new Bay crossing project by others, to determine the appropriate location of the tunnel under the Bay and to review the techniques and alignments that could be used to lower the rail alignment and tunnel so that it would enter the Bay below water level.

At this point, it appears that the Second-to-Main Alternative would allow greater flexibility to accomplish this objective. The bottom of the Bay increases in elevation further south of Mission Street; so there would likely be more flexibility for optional alignments and greater distances to the Bay for the Second-to-Main Alternative; and more public rights-of-way (streets) are available providing for more track alignment/configuration options, both vertically and horizontally. The greater distance to the Bay would provide more flexibility regarding optional alignments to the Bay. Conversely, critical obstacles are associated with the Second-to-Mission Alternative, including the need to tunnel under (support in place) the Muni turnaround structure, as well as the need to tunnel under (and underpin) the historic Agriculture Building located on the east side of The Embarcadero at the end of Mission Street.

The refined Second-to-Mission Alternative provides greater platform lengths and more platforms, as compared to the Draft EIS/EIR Alternative. It also provides one additional side platform compared to the Second-to-Main refined alternative. The refined Second-to-Mission Alternative clearly provides an efficient train platform layout. This refined alternative, however, would have greater impacts on the proposed 301 Mission development (which was approved for development by the San Francisco Planning Commission on July 31, 2003). As approved, the 301 Mission Street project has been modified to be more compatible with the Second-to-Main alignment, which was selected as the Caltrain Extension Component of the Locally Preferred Alternative in March 2003.

The Second-to-Mission option would also affect the subsurface portion of the joint development hotel proposed north of the new terminal. The passenger flows within the terminal would also be diminished, given that the train platforms would be offset from the terminal itself.

In light of the factors analyzed above and discussed herein, the Transbay Joint Powers Authority (TJPA) adopted in March 2003 the Second-to-Main Alternative as the Caltrain Downtown Extension component of the Locally Preferred Alternative (LPA) for inclusion in this Final EIS/EIR.

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The Locally Preferred Alternative Report (March, 2003) is incorporated into this Final EIS/EIR by reference.

3.1.3 Andrew Sullivan, Rescue Muni, December 20, 2002

"Rescue Muni supports the following Alternatives to the Project: Caltrain Extension Alignment - Second to Mission. We feel this alignment is superior for the following reasons:

"Will allow for platforms with less sharp turning radii than the Second & Main alignment. We believe the Second and Main alignment will not accommodate CA High Speed Rail because the platform radii are too sharp, creating large gaps between the train cars and the platform. We believe this is unacceptable.

"Will be a shorter distance to the Bay for a future extension of conventional rail to East Bay."

Response 3.1.3 Please see Response 3.1.2. The platform length preferred by California High Speed Rail Authority is roughly 1,300 feet to provide for two trains on a given platform track at the same time. Both Caltrain Extension Options would restrict the amount of tangent platform to about 900 to 1,000 feet. Review of high-speed rail systems from around the world show many occasions where site constraints have required designers to implement curved platforms. Bridging the gap between the train and the platform edge in these curved conditions is accomplished by mechanical means either on the vehicles or on the platform.

3.1.4 Jeff Carter, Speaker, 11/13/02 Public Hearing

"Also, I would support the idea of the Mission Street alignment so that there is the possibility of a future transbay tube in – parallel to the existing BART transbay tube so we can turn San Francisco into a true world-class transit system with a, i.e., Grand Central station in San Francisco."

Response 3.1.4 Please see Responses 3.1.2 and 3.1.3.

3.1.5 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

"For the record, here are San Francisco Tomorrow's preferred alternatives: ... Second-to-Mission, modified (see Figure 1, Note 6). In addition to its superiority for the accommodation of high speed rail, this alternative would appear to be cost-effective than the Second-to-Main alternative.

"We question the combination of alternatives that on page S-27 are identified as the 'environmentally superior alternative.' We suggest that this document recommend and justify the environmentally superior alternative for each component separately. For example, the Second-to-Main platform alternative does not qualify as an environmentally superior alternative because it does not fully meet the purpose and need for the project. The platforms in this alternative are not long enough to accommodate high-speed trains. As the accommodation of high-speed trains is a specific goal of the project as approved by the voters (see Purpose and Need), the Second-to-Main alternative cannot be considered environmentally superior to the Second-to-Mission alternative...

"San Francisco Tomorrow suggests an alternative platform arrangement that is similar to the Second to Mission alternative, but will better accommodate high speed trains (Figure 1). We find the Second-to-Main alternative to be seriously flawed, as the straight portion of the platforms will be only 900 feet long, too short for high speed trains. In addition, using the curved platforms in

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this alternative presents dangerous conditions to passengers (see Figure 2) as the distance between the platform and the train can be significant, ranging up to two feet.

"Our modified Second-to-Mission alternative has the secondary benefit of reducing the length required for the underground pedestrian connection to Market Street. In addition, this alternative would simplify and improve the circulation patterns for train riders."

Response 3.1.5 Please see Responses 3.1.2 and 3.1.3.

3.1.6 Norman Rolfe Speaker, 11/26/02 Public Hearing

"Now as for the terminal itself, the Second-to-Mission alternative should be the preferred alternative. The reason for that, this is the one that allows platforms wide enough to accommodate high speed trains in the future. Our proposal for track arrangement is different than that one shown in the EIR. Once again, we'll have a drawing in the packet to illustrate that. We feel that this track arrangement will create a better operating environment and less impact than proposed in the EIR. The second alternative will not permit platforms long enough to permit high-speed trains. That should not be, should not be pursued."

Response 3.1.6 Please see Responses 3.1.2 and 3.1.3.

3.1.7 Margaret Okuzumi, BayRail Alliance, Speaker, 11/13/02 Public Hearing

"There are some concerns about whether the Second-to-Main alternative does a good job of accommodating high-speed rail. So we'll have better questions about that."

Response 3.1.7 Please see Responses 3.1.2 and 3.1.3.

3.1.8 BayRail Alliance, Margaret Okuzumi, December 20, 2002

"Summary of our Recommendations: The downtown extension configuration must be modified to accommodate high speed rail. Pursue a modified Second-to-Mission alignment, rather than the Second-to-Main alignment, as the preferred alternative for the downtown extension.

"Currently, only the Second-to-Main alignment option has platforms long enough to accommodate HSR. However, the highly curved platforms in the Second-to-Main alignment are seriously flawed and ineffectual in their intended purpose of serving the extra long trains needed for HSR. The proposed curvature would result in unacceptably long gaps between train doors and platforms.

"Comments on "Environmentally Superior Alternative: We take issue with the description of the "Environmentally Superior Alternative" on page S-27 of the report, which obscures the differences between the Second-to-Main Caltrain alignment and the Second-to-Mission alignment. We concur that the Full Build, West Ramp, Tunneling options are superior to the Reduced Scope, Loop Ramp, Cut-and-Cover options; however we believe that the characterization of the Second-to-Main alignment as 'fully meet[ing] the purpose and need for the project' is false because we don't believe it provides sufficient accommodation for HSR. The purported benefits of the Second-to-Main alignment are marginal compared to the Second-to-Mission alignment as proposed in the DEIR/DEIS."

Response 3.1.8 Please see Responses 3.1.2 and 3.1.3.

3.1.9 Richard Mlynarik, Speaker, 11/12/02 Public Hearing

"For specific issues, alternatives in the Environmental Impact Report as written, I believe the Mission Street alignment is superior because it has more capability of accommodating high-speed rail service in the future."

Response 3.1.9 Please see Responses 3.1.2 and 3.1.3.

3.1.10 M. Kiesling, Regional Alliance for Transit (RAFT), December 18, 2002

"Generally, we support the fully tunneled option, leading to a Second to Mission terminal, with no underground connection to BART."

Response 3.1.10 Please see Responses 3.1.2 and 3.1.3.

3.1.11 SPUR, Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"We are unable to express a preference on the tail track options, because the information presented is incomplete.

"Toward these ends, our preferred set of options for this project are: ... creation of High Speed Rail facilities."

"Page S-6 and Sections 2.2.2.1 and 2.2.2.2 Tail Track Options: The Second-to-Main option takes fewer buildings and less land and costs less than Second-to-Mission. But the EIS/EIR does not explain how the tail track options differ in their operational characteristics, so it is not possible to evaluate whether the Second-to-Mission design has overriding advantages. Which is better: three center platforms, or two center platforms and two side platforms? Two tracks splitting into six tracks, or one track splitting to four terminal tracks, with two other tracks being extended as tail tracks?"

"On page 2-35, Section 2.2.2 says that two tracks enter the Transbay Terminal, but Section 2.2.2.2 says that Second-to-Mission's "... southernmost track would branch into four tracks.., [and]... The two northernmost tracks would continue on an angle to Mission Boulevard [sic].," Thus, the Second-to-Mission option appears to have three tracks entering the terminal. Please clarify.

"Section 2.2.2.4: Both tail track options allow extension of high speed rail to the East bay, but such extensions would start from different locations and directions. SPUR believes that the East bay extension will eventually happen. Please clarify if one alignment (and if so, which one) offers significant engineering, construction, cost or operational advantages over the other."

Response 3.1.11 Please see Responses 3.1.2 and 3.1.3.

3.1.12 Frances Wong, November 22, 2002

"Para S.7 Concur, except that I prefer the Second to Mission option..."

"The Second to Mission option affords a direct high speed connection to any projected new transbay tunnel for HSR and Capital Corridor trains to Oakland, Sacramento, and east. While a new tunnel could connect to the Main Street option, it entails sharp curves and extended low speed approaches that negate the benefits of HSR."

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Response 3.1.12 Please see Responses 3.1.2 and 3.1.3.

3.1.13 Tay C. Via, Coblentz, Patch, Duffy & Bass, LLP, December 20, 2002

"Also, what is the engineering solution to tunneling beneath the Muni turnaround and the historic Agriculture Building at the terminus of Mission Street – how has that cost been addressed in the Second-to-Mission alignment analysis? What are the timeframes and associated costs for each of these? Is it even feasible? How does grade change of this tunneling impact high speed rail?"

The DEIS/DEIR fails as a disclosure document without this crucial information that speaks to the fundamental feasibility and impacts of the project. Under both CEQA and NEPA, the perfunctory description of the Second-to-Mission alignment and impacts is a fatal flaw, and the document must be revised to include the requested information."

Response 3.1.13 Please see Response 3.1.2. It is important to again note, as described in Response 3.1.2, that the Second-to-Main Alternative was adopted by the Transbay Joint Powers Authority as the Caltrain Extension component of the Locally Preferred Alternative and that the San Francisco Planning Commission approved on July 31, 2003 the 301 Mission Development.

3.1.14 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

"Which terminal and tail configuration is the most amenable to grade separated pedestrian linkage and rail service expansion?"

Response 3.1.14 Please see Response 3.1.2. As noted in Response 3.1.2, given that passenger flows within the terminal would need to be offset from the Terminal building itself for the Second-to-Mission Alternative, the Second-to-Main Alternative would provide better internal circulation between transit modes in the new Transbay Terminal.

3.2 TUNNELING VS. CUT-AND-COVER

Note: Comments 3.2.1 through 3.2.14 all concern positions regarding the Caltrain Extension tunneling option. One response is provided to all of these comments, and this consolidated response can be found following Comment 3.2.14.

3.2.1 Lynn Bunim, Executive Director, SBC Pacific Bell, November 19, 2002

"We believe that by using the tunnel method of construction, the project could reduce the time, expense, and risk involved with either supporting or relocating the utilities that serve this vital portion of San Francisco.

"More than 30,000 SBC Pacific Bell customers suffered major service interruptions on several occasions as a result of the Bay Area Rapid Transit (BART) District's recent construction of the extension to San Francisco Airport. BART used open-cut construction methods. The risk of such a scenario in downtown San Francisco should not be acceptable to either the City or any of the telecommunications companies.

"There are two other construction issues that we want to note. The water table along the route is within several feet of the surface at the route's low points, and would present a significant challenge to open-cut construction. Another factor to consider is the presence of foundation tieback cables in the street placed by recently constructed buildings. These cables are not identified on any City documents; therefore, a high risk exists that many of them might be cut during open-cut construction project. Ultimately, delays would result, as well as extra expense. Like other major downtown employers with thousands of employees working in five major buildings and three field work centers near the proposed construction path, we are also concerned about the disruption, noise, environmental impacts, access restrictions, and quality of work-life issues that open-cut construction would present. Once again, using tunnel construction would avoid these issues for all downtown business workers.

"While we welcome the improvements for public transit and the upgrades to the neighborhood and terminal that your project offers, we simply ask that you utilize the least disruptive methods of construction, namely tunnel construction so that our infrastructure and our service to downtown customers can remain intact."

3.2.2 Matthew Morrison, December 17, 2002

"I hope the possibility of tunneling is explored as much as possible, as I believe it will significantly lessen the impact to the neighborhood."

3.2.3 Titan Management Group, Michael Alfaro, Vice President, December 12, 2002

"All in all, the noise, disruption, and other impacts of the cut and cover tunnel construction alternative are so severe that it should be abandoned as a project alternative."

3.2.4 San Francisco County Transportation Authority, Jose Luis Moscovich, Executive Director, December 19, 2002

"On page 2-37, the description of the Caltrain tunneling option states, '... tunneling appears to be feasible only for that portion of the alignments between Townsend Street and Folsom Boulevard.' The section between Folsom and the Terminal, as well as the tail tracks out to Main Street can also be tunneled if soil stabilization methods such as grouting are used for the sand and mud

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sections. The Muni Metro Turnback project demonstrated that tunneling could be performed successfully in unstable soils next to the bay. The advantages of tunneling are many:

- "Reduced utility conflicts, and reduced likelihood of disruption to services (see page 5-152, first paragraph)
- "Minimized disruption to businesses and the general public (see impacts of cut-and-cover on neighborhoods and businesses on page S-20)
- "Reduced noise levels
- "Minimized need for street closures
- "Minimized need for street reconstruction
- "Reduced amount of haul-truck trips and associated traffic congestion, dust, and mud by significantly reducing the amount of excavation and backfill (see page 5-167)
- "Reduced number of buildings that have to be purchased for demolition purposes only

"Given the potential benefits of tunneling, including the possibility of cost reductions, maximizing its use should be considered further."

3.2.5 S.J. Manufacturing, Inc., Seymour Jaron, December 6, 2002

"I am a lease holder as well as an owner respectively, of two buildings directly involved in the report as being in the path of the Caltrain Extension. Therefore, my concerns lie primarily with the construction of the extension itself. I would like to state foremost that I am in favor of mass transit improvements in general, and the redevelopment project specifically. I would like to add my support for the tunneling option recommended by the report, as opposed to the cut-and-cover option, which may require acquisition and demolition of property. I would like to know more about how this choice will be made and within what time frame."

3.2.6 AC Transit – Kathleen Kelly, Deputy General Manager, Service Development, December 20, 2002

"AC Transit supports the Environmentally Superior Alternative identified on Page S-27 of the EIS/EIR-- the West Ramp Transbay Terminal, Second to Main, Tunneling Option, and Full Build.

3.2.7 SPUR – Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"Toward these ends, our preferred set of options for this project are: ... tunneling option..."

"Construction Issues: SPUR is concerned about the impacts of the Cut-and-Cover Option to historic architectural resources and existing business operations. Dramatic change to SOMA in the last decade has included the loss or alteration of many historic structures that play a significant role in giving our City its unique character. Many of the buildings that would be demolished under Cut-and-Cover are contributors to historic districts, making their value greater than as individual pieces of architecture.

"The impacts of cut-and-cover when BART/Muni was built under Market Street raise additional concerns. Existing businesses suffered for years from construction limits on public access, and many businesses failed. SPUR therefore supports the Tunneling Option and strongly encourages efforts to minimize adverse impacts to historic structures and districts, and existing businesses.

"The Cut and Cover option will have significant visual and aesthetic impacts in both the near and short term. Operations will cause disruptions to the surrounding businesses and store frontages by making access for customers and employees difficult for extended periods of time. When this

occurred on Market and Mission Streets during the construction of BART, many businesses failed or moved away, resulting in long-term deterioration to the urban fabric, and therefore producing significant negative visual and aesthetic impacts. Similar impacts could and should be expected in the project area under this option.

"The Tunneling option would have significantly fewer aesthetic impacts on the area than the Cut-and-Cover Option. In addition, what is the likelihood that new construction will be of the same scale as that which is demolished?"

"What are the mitigation measures proposed for the Caltrain extension? It seems that the Tunnel Option is the way to mitigate the aesthetic impacts of the extension."

3.2.8 M. Kiesling, Regional Alliance for Transit (RAFT), December 18, 2002

"Generally, we support the fully tunneled option, leading to a Second to Mission terminal, with no underground connection to BART."

3.2.9 Architecture 21, Michael Kiesling, December 20, 2002

"I STRONGLY support the Fully Tunneled Option under any alignment. This project cannot rip down blocks of buildings in the South Beach/Rincon Hill neighborhood."

3.2.10 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

"For the record, here are San Francisco Tomorrow's preferred alternatives: ... Tunneling Option. The tunneling option will result in less taking of property and less construction impacts on surface traffic and commerce. Proposition H recommends tunneling wherever feasible to minimize disruptions and relocations in the neighborhood... The tunneling method for the Caltrain extension is clearly preferable to the cut-and-cover alternative from the viewpoint of preserving historic structures and minimizing local disruptions. Proposition H also specifies that tunneling be incorporated to the greatest extent possible to minimize relocation of existing homes and businesses."

3.2.11 Norman Rolfe, Speaker, 11/26/02 Public Hearing

"As far as alternatives to the study are adopted, the tunneling alternative for the Caltrain downtown extension should be the preferred alternative. That's the one where there will be the least disruption and taking of property."

3.2.12 BayRail Alliance, Margaret Okuzumi, December 20, 2002

"Summary of our Recommendations: Contain overall project cost by eliminating or postponing construction of underground tail tracks and storage yards and the underground pedestrian connection to Market Street; and by avoiding cut-and-cover construction wherever feasible."

"Cut-and-cover construction should be avoided where it would directly displace multi-story structures or busy roadways such as Second Street; otherwise it can be employed in some locations to reduce costs. We support tunneling, which the DEIR/DEIS indicates will be cheaper and faster than cut-and-cover construction, and which will minimize neighborhood disruption and opposition to the project."

3.2.13 Andrew Sullivan, Rescue Muni, December 20, 2002

"Rescue Muni supports the following Alternatives to the Project: ... Subway Construction Method - Tunneling (as opposed to cut-and-cover). We support the tunneling method of excavation versus cut-and-cover. According to the DEIR/DEIS this will be less disruptive and less expensive."

3.2.14 James Wittmann Dear, November 18, 2002

"The tunneling option for the Caltrain Extension is better for the area because it destroys fewer historic buildings in the neighborhood (Table 5.14-1) and has less construction impact on our street."

Response to 3.2.1 through 3.2.14 The Transbay Joint Powers Authority adopted in March 2003 the tunneling option for the Caltrain Downtown Extension as part of the Locally Preferred Alternative for inclusion in this Final EIS/EIR. Regarding this decision, the staff report to the Authority states:

"The staff recommends the tunneling option for the Caltrain Extension. The Caltrain Downtown Extension tracks would begin to descend into a tunnel at about Berry Street, curve east to a new underground station near Fourth and Townsend, continue east under Townsend curving north at about Clarence Place to Second Street, and continue under Second to Howard Street.

"Using cut-and-cover construction, ten buildings would need to be acquired and demolished for the curve from Townsend to Second Street.

"The tunneling option would begin at Townsend Street, just east of Third Street, curve north to Second Street, and stay under Second Street to Folsom Street. (The remainder of the tunnel would still need to be built using cut-and-cover construction.) Geology for this portion of the alignments is characterized as fractured rock, which is not well suited for standard tunnel boring machines, so a highly specialized tunneling technique known as the "stacked drift" approach is proposed. This approach, although more costly than most tunneling approaches, was selected to virtually eliminate the risk of tunnel collapse. Given that the proposed construction technique for tunneling has an extremely low likelihood of collapse or tunnel failure and given that buildings would be underpinned prior to construction, the buildings under which the tunnel would pass would need to be vacated only during the underpinning phase of the construction period.

"The tunneling option therefore offers the following advantages:

- Demolition of fewer historic buildings – 3 as compared to 13 for the cut-and-cover option.*
- Substantially fewer construction impacts on street traffic on Second Street.*
- Overall lower capital cost*

"While cut-and-cover may be easier to construct because it is typically less complicated to work from the surface, the impact on historic buildings alone would require that the tunneling option be chosen. Under Section 4(f) of the Department of Transportation Act of 1966, no federal project may be approved that "requires the use of any land from a ... historic site unless (1) there is no feasible and prudent alternative to the use of such land, and (2) such program includes all possible planning to minimize harm to such ... historic site resulting from such use." The tunneling option appears to qualify as a "feasible and prudent alternative" to

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the demolition of ten of the historic sites. Thus, the tunneling option appears to be the only option that adheres to this federal law.

"Finally, strong support was expressed by the public for the tunneling option."

Additionally, Proposition H directs in Section 3 that tunneling be used wherever feasible for the Caltrain Downtown Extension.

Tunneling was proposed for areas where it is anticipated to be feasible, given the current levels of information. The revised construction schedule for the Project (as shown in Figure 5.20-8, Volume I, of this Final EIS/EIR) includes in an early phase of the design process a more thorough evaluation of the geotechnical conditions along the entire proposed Caltrain Downtown Extension alignment. This detailed geotechnical information will allow for a more refined determination of the appropriate and feasible locations for tunneling versus cut-and-cover.

While the Muni Metro turnback project was a remarkable technological success, the conditions at the turnback and along the Caltrain Downtown Extension alignment are substantially different. The portions of the Downtown Extension alignment identified for cut-and-cover do not favor tunneling. For the tail tracks along Main Street, the excavation would be too shallow and tunneling is not technically feasible, i.e., there is not enough soil cover to prevent collapse of the crown and / or face of the tunnel during construction. Also shallow cut-and-cover is much more economical and faster than tunneling. A large number of closely spaced tracks would exist for the segment between Folsom Street and the terminal. For tunneling to be technically feasible, a substantial amount of ground stabilization would be required at a cost that would be many times the cost for cut-and-cover. The implementation of such an extensive ground improvement program would require working from inside the existing buildings, which is not considered practical.

The co-lead agencies for the EIS/EIR acknowledge SBC Pacific Bell's comment that the tunneling approach would also minimize the utility conflicts and associated costs for utility relocation and/or supporting utilities in place that would occur with the cut-and cover method. In that we have been coordinating directly with SBC Pacific Bell, the co-lead agencies recognize that the SBC Pacific Bell utilities represent a critical part of these utilities.

Control of groundwater in excavations is a routine construction process that is dealt with on any project that involves underground construction. The technology is available to deal with groundwater without affecting adjacent properties.

The presence of tiebacks from previous construction projects should not present difficulty during tunnel excavation. Tiebacks are normally used for temporary support of retaining structures during excavation. They are not normally used for permanent support. Therefore, tiebacks for temporary support can be removed during excavation and should not present any difficulty. If permanent tiebacks are present anywhere along the project alignment, they would need to be dealt with on a case-by-case basis. Based on currently available information, however, the co-lead agencies do not anticipate this to be an issue.

SBC Pacific Bell's concerns regarding disruption, noise, environmental impacts, access restrictions, and quality of work-life issues associated with open-cut construction were important underlying reasons for adoption by the Joint Powers Authority of the tunneling option as part of the Locally Preferred Alternative.

3.3 CALTRAIN/HIGH SPEED RAIL ALIGNMENTS, DESIGN & OPERATIONS

3.3.1 Eugene Bradley, Speaker, 11/13/02 Public Hearing

"Speaking as somebody who has used major terminals before in New York City with Grand Central Station, with Penn Station; looking at this project, my concern is – is that you do not have enough train tracks to accommodate not only any future high-speed rail, but also Caltrain's current expansion plans. You're going to need, from what I can see, at least eight tracks or more in order to accommodate Caltrain as well as high-speed rail."

Response 3.3.1 Please see Response 3.1.2. For a number of reasons, including provisions in Proposition H as passed by the San Francisco voters in 1999, the new terminal is proposed to be located at the site of the current Transbay Terminal. This site does present physical limitations regarding the number of possible tracks and platforms. The Locally Preferred Alternative adopted by the Transbay Joint Powers Authority in March 2003 would include six tracks and three platforms, which is the maximum number that would fit into the current site (please see Response 3.2.1). As part of the conceptual engineering that has been performed for this EIS/EIR, the length of tracks and platforms have been made as long as possible to accommodate longer trains. Additionally, the LPA includes a number of trail tracks on the far side (east side) of the terminal to allow for the rapid staging of trains between train storage and loading areas and to reduce the deadheading of trains back to the current yard.

Overall capacity of a terminating station rail terminal such as San Francisco is dependent on many factors, most importantly, dwell time at the platforms, direction of train travel after making a platform stop, track speed and capacity on the terminal approaches, as well as the number of tracks and platforms. The details associated with service levels and operating patterns play a very important role in the terminal capacity. Since both the design and the service levels and operating patterns are at a very conceptual level, many broad assumptions had to be made. A preliminary rail operations capacity analysis of the six-track, three-platform terminating station, indicated that sufficient capacity existed for both expanded Caltrain service as well as high-speed rail.

The Fourth and Townsend station and platforms could also function as a "relief valve" to accommodate some of the Caltrain service if the Transbay Terminal reaches capacity. During further preliminary engineering, a more detailed operations analysis will be performed and the configuration of the tracks and platforms at the Transbay Terminal will be refined to provide the optimum track and platform configuration for the site. The additional operations analysis and track and platform design will occur during future preliminary and detailed engineering and design phases of the Project.

3.3.2 Patrick Moyroud, December 6, 2002

"I am writing in response to the proposed redesign of the Transbay Terminal for use as a combined commuter rail and high-speed rail station. While the overall design is beautiful and efficient, I am very concerned about the rail capacity limits imposed by the unusually small number of tracks proposed (six) within or beneath the terminal. If you look at any major multi-modal rail station, in the USA or in Europe, you will see a much greater number of tracks to accommodate the frequent service required of such a facility. Even in San Francisco today, the existing Caltrain terminal has ten tracks, just to handle one commuter rail line and a few special trains. Major terminals that handle high-speed and commuter rail traffic, such as Washington Union Station and Paris Montparnasse Station, have two or three times as many tracks that are in heavy use from early in the morning until late at night. I do not see how the current proposed

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Transbay Terminal design could accommodate the kind of frequent arrivals and departures expected when the high-speed rail service begins.

"The potential for congestion is increased by the fact that the proposed tracks will be underground. Mechanical breakdowns or accidents, no matter how slight, are likely to shut down tunnels and create serious disruptions. For example: anyone who has lived in San Francisco for more than a few years can tell you what a major error it was to build a two-track "stub-end" underground terminal at the Embarcadero Muni Metro station. Every weekday trains would back up in the tunnels, creating massive delays. When a breakdown occurred, the entire system was gravely affected. This problem was only solved when, 17 years later, a multi-track turnaround was constructed beneath the Embarcadero roadway. No one wants to see such an expensive error repeated in the new Transbay Terminal. I hope you agree."

Response 3.3.2 Please see Responses 3.1.2 and 3.3.1. Please note that the train station is not proposed as a stub-end terminal. The proposed refined Caltrain Extension station designs provide multi-track turnaround capabilities similar to the recently expanded Embarcadero Muni Metro Station. These additional turnaround or "tail" tracks will greatly assist in relieving congestion at the platform tracks. These tail tracks have been included in the conceptual station designs to mitigate the types of problems associated with a stub-end station as identified in the comment.

3.3.3 Mark Duncan, Askmar, November 18, 2002

"While some have questioned if six platforms offer adequate capacity, my suspicion is that the combination of tail tracks at the Transbay Terminal and sidings at Fourth and Townsend, can be sufficient with efficient operations. However, loading and handling of luggage for passengers traveling to SFO and on future high-speed rail service may cause capacity problems due to excessive dwell times. As a side note, it appears that the terminal does not have any special provision for passenger luggage, i.e. it appears to assume everyone uses carry-on luggage.

"There exists a question in my mind as to whether there is sufficient redundancy and capacity in the efficient and compact Transbay design to accommodate accidents and equipment failures without undue delays."

Response 3.3.3 Accommodation of luggage handling will be included in the terminal and will be studied and developed during the future design of the Transbay Terminal facility. With the current conceptual designs, luggage handling would occur on the train mezzanine level and delivered to the trains along the platforms.

The inclusion of both tail tracks in the Transbay Terminal design and the third main track from Fourth and Townsend to the terminal will add capacity and redundancy to accommodate accidents, equipment failures, and train servicing activities, while minimizing the impact to scheduled service.

3.3.4 Patrick Moore, Speaker, 11/13/02 Public Hearing

"The question --The concern I have is that talking to Darrell before the meeting – it looks like that the tunnel envelope going from the Fourth and King station to – onto just short of the Transbay Terminal would be constricted to two to three tracks. Considering that Caltrain is planning on spending a lot of money to four-track their entire system and considering also that this section of track will probably be a fairly slow section, it seems like there needs to be better planning for at least four tracks and, you know, maybe trying to fit five in somehow, although I

don't know how you can do it. But constricting ourselves – yourselves down to two tracks in a section where it would be very difficult to add other tracks seems to be a real bad idea, especially considering the probability of having to make deadhead moves along that same section of track.”

Response 3.3.4 The option to add a third main track from Fourth and Townsend to the Transbay Terminal is included in the refined conceptual designs of the Caltrain Extension Options. Inclusion of tail tracks in the Transbay Terminal design will greatly reduce the need to make deadhead or non-revenue moves from the terminal to the Fourth and Townsend storage tracks.

3.3.5 City and County of San Francisco; Traffic Engineering Division; Bond Yee, Deputy Director and City Traffic Engineer, Jack Fleck, Senior Transportation Engineer, Jerry Robbins, Transit Planner V, December 18, 2002

“Caltrain - Figure 2.2-11/12 - Currently Caltrain uses Townsend Street for moving its trains during the day. This impacts the City's use of the street for bikes/parking/sidewalks/etc. Will this use of Townsend be discontinued with the new Caltrain alignment? If so, this is a positive impact.”

Response 3.3.5 The Fourth and Townsend terminal and storage yard will be reconfigured but remain in use. Stub ended terminating surface station tracks and platforms will be provided as well as a depressed station on the thru main line serving the Transbay Terminal Station. During the future design phases of the project, the City's use of the street for bikes/parking/sidewalks/etc. surrounding the Fourth and Townsend station will be studied and improved if at all possible.

3.3.6 Architecture 21, Michael Kiesling, December 20, 2002

“Fill Disposal & Storage/Light Maintenance Area: This project will generate a great deal of fill with no identified location to dispose of it. The Caltrain ROW between Palou and Cesar Chavez Streets runs along a 20' embankment. This embankment can be enlarged with suitable spoils from the tunneling and excavation of the rail extension and terminal project to create space for storage tracks and a minor maintenance facility. This can replace the function of the yard near the current Fourth and King terminal, and allow for fill disposal very close in to the project area, greatly reducing hauling costs.

“Seventh Street Curve: Existing and future rail operations will be greatly improved by increasing the radius (and thereby the design speed) of the Seventh Street curve. Today, with the terminal at Fourth Street, there is little operational advantage to increasing the speed of the curve. But, under future conditions, many trains, especially intercity and express trains, will not be stopping in the Mission Bay area. Leaving the Seventh Street curve as a major speed constraint will degrade the operations of the mainline.

“An equitable solution should be easy to reach with Catellus (the owner of the property at Mission Bay) to move the PCJBP operating easement to allow for the improvement of the curve (See Figure 1). The property on the inside of the curve, which would be impacted by re-alignment of the curve, is hemmed in by the existing (and future tracks), the Sixth Street off-ramp from I-280, and the Mission Creek pumping plant. Moving the tracks to reduce the area of this parcel INCREASES the area of the outer parcel, which fronts on Townsend and Seventh Street, facing the edge of the Showplace Square neighborhood.”

“Temporary Terminal during Construction: Obviously, Caltrain will be required to continue operation into San Francisco while the extension is under construction. Utilization of roughly one-half (6 tracks) of the existing terminal should provide sufficient capacity for daily operations.

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Figure 1 shows a suggested arrangement of the temporary and permanent facilities in the Mission Bay area.

"The first phase of construction would reconfigure the south 6 tracks of the existing station and construct a small portion of the sub-surface mainline in the area that the temporary lead tracks for the terminal will cross the mainline, approximately under the Sixth Street overcrossing. A temporary shoo-fly would also be constructed from Mariposa Street to King Street west of the existing tracks, in the ROW of Seventh Street. Seventh Street is wide enough to accommodate two tracks plus two traffic lanes.

"Once the first phase is complete, trains would run on the shoo-fly from Mariposa Street into the Seventh Street ROW, curve towards the terminal at King Street, passing over the new mainline at about Sixth Street, and then into the southern six tracks at the existing terminal. Excavation and construction of the sub-surface Mission Bay station and depressed mainline from Mariposa Street north would commence, including construction of the 16th and Common Street overcrossings. A permanent lead to the surface station at Mission Bay would also be built to the south of the mainline.

"Once the downtown extension is operational, the 6-track surface terminal would be reduced to a 3-track, 2 platform terminal. I am suggesting that it be set back from both Fourth and King Streets, to allow development of the property on the street frontage to improve the activity in the neighborhood. This shields the trains from the surrounding development, mitigating the concerns over leaving a surface rail operation in the area."

"Mission Bay Sub-Surface Station: The sub-surface Mission Bay station should be constructed with at least three tracks, allowing trains to pass through with trains stopped at each platform. The station should also be deep enough to allow a mezzanine at the east end of the station so the platforms don't have to connect directly with the street. This station will still see heavy ridership after the extension opens, and a good pedestrian flow is crucial to the operation of the station.

"Terminal Basement Platforms: The proposed high-speed rail platforms described in the Second to Main alternative in the DEIR are completely un-workable, due to the gap between the curved platform and standard high-speed rail cars (See Figure 4). This should drop this terminal configuration from consideration, due to its inability to accommodate standard high speed rail train consists, or even standard commuter trains.

"I do not support the inclusion of tail tracks as part of this project. With platforms well over 1000' possible in the basement of the rebuilt terminal and the provision for four of the platforms to extend to 1,450' with minimal effort, crossovers can be added at the midpoint of each pair of platform tracks to allow a pair of Caltrain consists to independently access each platform. The tail track is pulled into the body of the station."

"Recent MTC studies have placed the cost of a new Transbay rail tube between \$2.75 and \$7.25 billion. Preliminary estimates from the High Speed Rail Authority peg the cost of constructing a new high speed line from the South Bay to Oakland at about \$2 billion. It seems clear that Oakland (and the entire East Bay) would be better served with their own line, rather than an expensive transbay connection to the San Francisco line. If it does become necessary to invest in a new transbay rail link, the added cost to tunnel through the pilings of the buildings between Main Street and the Embarcadero will add very little to the overall cost of a multi-billion dollar project.

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“For all of the reasons cited above, the platform configuration shown in Figure 3 should be substituted for the current Second-Main Alternative. The design allows for 1,150' platforms in alignment with the terminal, extending to Beale Street. The four tracks on the south side of the terminal can be extended another 300' (for a total of 1,450' -today's European High Speed practice) with minor modifications to the rear extension of the Pacific Gateway building on Mission, between Beale and Main Streets.

“Another alteration to the proposed platform design is to change the arrangement of tracks and platforms from 3 platforms/6 tracks to 4 platforms/6 tracks. This allows crossovers to be placed on all track pairs to allow two 500' train consists to share the same platform. This increases capacity in the station and replaces the function of the discarded tail tracks. The side platforms, serving only one track each, would be narrower, and could be excavated alongside the station box, to limit the total amount of excavation (See Figure 5).”

Response 3.3.6 Use and/or disposal of excavated materials is typically the responsibility of the contractor and is dependent on the needs for specific types of fill materials at the actual time of construction as well as the amounts and types of hazardous materials, if any. The close proximity of the Fourth and Townsend yard to the Transbay Terminal station greatly reduces the length of any non-revenue deadhead moves. Non-revenue deadhead moves use up main line capacity and should be avoided or minimized to the extent possible. A storage or maintenance yard between Palou and Cesar Chavez is approximately three miles from Fourth and Townsend, and any deadhead moves back and from this location would use a considerable amount of main track capacity.

As identified in the revised construction schedule (Figure 5.20-8, Volume I, this Final EIS/EIR), a more detailed rail operations analysis, including impacts of non-revenue deadhead moves, will be performed during future design and engineering phases. The need for tail tracks, as shown on the refined rail designs alternatives, will be verified as part of this analysis. At this conceptual level of design and operations analysis, there are strong indications that tail tracks are required. Although it is not included within the scope of the Transbay Terminal and downtown extension, the location of any high-speed rail maintenance facilities will be included within the High-Speed Rail project.

During the future design and engineering phases, the curves at Seventh Street will be studied to determine which curves can be flattened and the advantages and disadvantages of revising the alignments. The rail corridor near Seventh and Townsend requires a sharp 90 degree turn, and any alignment improvements are constrained by right-of-way physical obstructions, including the City's Mission Creek pumping plant.

A construction staging plan and additional options for track and platform configurations at Fourth and Townsend will be developed during future design and engineering phases. This plan will address continued service to the Fourth and Townsend Station during construction. The co-lead agencies appreciate Mr. Kiesling's suggestions regarding construction staging and station design options. This suggestions will be provided to the design team. Please note that the refined alignment designs in the Final EIS/EIR provide the option for three tracks and two platforms at the Caltrain Mission Bay Station.

Although it is desirable to have 1,400-foot-long tangent platforms, curved platforms will be required at the Transbay Terminal due to right-of-way and site constraints. The refined Second-to-Main design includes three platforms with the tangent portion varying from 855 to 1,220 feet

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in length with the remaining portions of curved platform located at the two ends of the tangent platform. The curved portions of the platforms vary from 300 feet at each end to 200 feet resulting in a total platform length of approximately 1,400 feet.

Not all trains are expected to be this length, and many may be shorter. Both high-speed and commuter trains of this length, however, will need to stop at high level curved platforms. In these cases, access to the rail cars located on the curved portion of the platform will need to be restricted or a bridging mechanism built into the car or platform will need to be in place to allow access to the rail car doors, not only at the Transbay Terminal station, but at other potential high-speed station stops such as Millbrae, Palo Alto and San Jose. In Europe, high-speed trains stop at stations with curved platforms. One example of a High-Speed station with curved platforms is Waterloo International Station in London.

Please also see Responses 3.1.2, 3.2.1, and 3.3.7. Given the inherent site constraints associated with the downtown urban setting of the Transbay Terminal, the refined Second-to-Main Locally Preferred Alternative (LPA) appears to offer the greatest flexibility of all the various conceptual alternatives studied. The refined Second-to-Main alternative comes the nearest to meeting the operating, engineering, and service requirements of the rail extension and downtown Transbay Terminal. Reconfiguring the tracks and platforms from three platforms/six tracks to four platforms/six tracks will be studied during the future design and engineering phases of the Project. However, this option or refinement, as well as other refinements, must stay within the right-of-way footprint as defined by the refined Second -to-Main design.

3.3.7 Transportation Solutions Defense and Education Fund (TRANSDEF), David Shronbrunn, President, December 20, 2002

"If the rail lines are extended to the East Bay in the future, the tail track function would be lost. Should the right-of-way for replacement tail tracks be identified and protected?"

Response 3.3.7 The design of a future East Bay extension of the Downtown Extension, even at the very conceptual level, is extremely complicated. Further conceptual studies would need to be performed to determine not only alternative design schemes, but also the operational pattern and service levels serving the Transbay Terminal with a new transbay crossing. Until substantial additional analysis is performed regarding this conceptual transbay crossing, it is difficult to determine if replacement right-of-way for the tail tracks would be required. This analysis will need to be performed by the developers/proponents of such a new crossing.

3.3.8 James M. Patrick, President, Patrick and Co., December 16, 2002

"The Caltrain Extension (Section 5.2) calls for an analysis of a two switch or three switch approach into the new Transbay Terminal. The Three Switch approach requires the taking of considerably more property and much more cut and fill. This alternative seems to be a poor one and will cost considerably more. Why is it being considered as a viable alternative?"

"The Caltrain Extension (Section 5.2) calls for the taking of 90 Natoma Street, Block 3721 number 47 for both the two and three switch alternatives. The taking of 90 Natoma appears to be not necessary relative to the Two Switch approach. Are we being too aggressive in our assumptions here?"

Response 3.3.8 The three track alternative would generally fit within the same existing right-of-way footprint as the two track alternative. Most of the right-of-way required for the rail line extension is publicly owned right-of-way beneath Townsend, Second Street, Main Street, and

the Transbay Terminal. The structural section width of the widest tunnel segment increases from 57 feet for two tracks to 67 feet for three tracks, which is not a substantial increase. This width would fit within the street rights-of-way for those portions of the alignments under streets.

The operational benefits of a three track alignment versus a two track alignment could be substantial and will be determined in a detailed rail operations analysis conducted in later phases of the project. The Downtown Extension alignment options have always included three tracks north of Bryant Street and west of Third Street. Accordingly, the impact on 90 Natoma is not dependent on any of the two- versus three-track alternatives.

3.3.9 Adrian Brandt, Speaker, 11/13/02 Public Hearing

"... But what I am concerned about is that you really only have one chance to do it right the first time, and I'm sort of taking a slightly different tack than the prior speaker is that I'm worried about having enough tracks in the facility itself to accommodate sort of the future demand that I would expect to see with Caltrain and high-speed rail in the same facility. And I – There's a – I've seen drawings that are more creative than those in the two official alternatives that seem to shoehorn a lot more tracks and platforms by using a little bit more creative alignments, and I would really like to have this body do it all that it can to explore what it would take to do something along those lines. I mean, maybe not that exact thing, but in the spirit of that, I – I'd like to see, you know, more than two long platforms for high-speed rail, you know, like this other drawing I'm referring that I've seen on the – on the World Wide Web has four tracks. The platforms aren't, you know, straight and narrow, but they – they – it's a much – it seems like a much more creative plan. And I'd like to see a little bit more creativity in trying to get this thing as – as – get the capacity up to the maximum possible from the start, because once it's built, there's really extreme pain involved in ever trying to do that, so --in the future. So I just want to see that explored a lot more aggressively. That's the key comment. Thanks."

Response 3.3.9 The Caltrain Downtown Extension optional designs have been refined and improved in response to a number of public comments and proposals, including those offered by this commentor. Please also see Responses 3.1.2 and 3.3.6.

3.3.10 Norman Rolfe, Speaker, 11/12/02 Public Hearing

"And we also suggest the study authors engage in extensive value engineering because of the sort of things that have been mentioned or will be mentioned, that they should be encouraged to examine and minimize effects on surrounding properties. That is, I believe – we hope these drawings illustrate this, that they could reduce the taking of property by some little, slight changes of right-of-way, and so forth and so on. And the terminal itself, might be possible to defer certain parts of it, certain aspects in the future, and get the thing going a little easier that way."

Response 3.3.10 Please see Responses 3.1.2, 3.3.6, and 3.3.9. Additional evaluation and engineering of the refined Second-to-Main alternative will be conducted during future design and engineering phases. In addition, a thorough value engineering analysis will be made to identify features of the project that could be reduced or modified to reduce costs.

3.3.11 Jeff Carter, Speaker, 11/13/02 Public Hearing

"But as previous speakers have said, the project needs to provide enough capacity to support high-speed rail, projected increase in Caltrain service, inner city Amtrak service and all – you know, whatever else, you know, we can – we have... Other concerns I would have is to decrease the radius as much as possible of the curves so that the trains could, you know, go as quickly as

possible through the project. You know, you look at the maps, and there are some very sharp curves which do restrict the speeds of the trains; and, you know, getting the speeds up there as much as possible is going to attract more people to the – to the train.”

Response 3.3.11 Please see Response 3.1.2, 3.3.1, and 3.3.6. The capacity of the rail line extension and the configuration of tracks and platforms of the Transbay Terminal and the tail tracks will be studied in future design and engineering phases of the project. In addition, the possibility of flattening some of the curves to increase speeds and reduce running times will be studied. Concurrently, with the additional design, a thorough rail operating analysis will be performed to analyze the rail operations.

3.3.12 Mr. Sheerin, Speaker, 11/13/02 Public Hearing

“I’d like to reiterate the concern that several other speakers have made about the number of tracks. I feel that four – at least four tracks is critical to supporting the local trains, express trains and long-distance. And, you know, if you’ve got all three of those, maybe you need five or six to support that and deadheading. But at least four seem to be the minimum that you need to be able to load both local and express trains in both incoming and outgoing directions.

Response 3.3.12 The maximum number of tracks that would fit in the public rights-of-way beneath Townsend and Second Streets is three. An operational analysis of the Downtown Extension, the terminal, and the full Caltrain network will be performed to determine what the theoretical capacity and predicted actual capacity of the system are and how the capacity compares to the demand. An initial operational analysis for the conceptual level design and service levels indicated that sufficient capacity exists with two tracks.

3.3.13 M. Kiesling, Regional Alliance for Transit (RAFT), December 18, 2002

“The Caltrain extension component is good, but further revision is needed in the trackwork and alignment. We would like to point out the proposed high-speed rail platforms in the Second to Main alternative are completely un-workable, due to the gap between the curved platform and standard high-speed rail cars.

“Specific revisions to these basic alternatives include:

- “Easing of the Seventh Street curve for higher-speed operation
- Consideration of a long-term storage facility south of the project area
- “Elimination of a storage yard in the Mission Bay area
- “Addition of a third and fourth track in the Mission Bay area (which can be used for temporary storage)
- “Altering the tunneled alignment to further reduce the impact on buildings along the alignment
- “Altering the rigid design of the terminal trackwork and platforms to maximize the number and length of platforms
- “Consideration of phasing the construction of the tail tracks until the facility is operational and producing a PFC revenue stream, in order to reduce the proposed debt service
- “Consideration of improvements to Ecker Alley, including a new, accessible entrance to the Montgomery subway station, to provide a high-quality, off-street pedestrian connection to Market Street
- “Continued coordination with the operating plans of the proposed statewide high-speed rail project is necessary to avoid costly design errors and enhance possible shared-use of facilities, especially in the area of maintenance and storage”

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Response 3.3.13 Please see Responses 3.1.2, 3.3.6, 3.3.12, and 3.3.18. Addition of tracks and other alternative track reconfigurations will be considered in the design and engineering phase of the work. Future preliminary engineering and design efforts will be coordinated with the operating plans of the high-speed rail project. A Memorandum of Understanding was recently executed between Caltrain and the California High Speed Rail Authority that addresses many of the coordination issues.

Utilization of Ecker Alley for pedestrian access to the terminal is currently under consideration in the ongoing Transbay Terminal Design for Development study. There is capacity in the ground floor of the proposed terminal to accommodate a continuation of Ecker between Tehama and Natoma. The continuation's character, either lobby entrance or full passage, will be looked at in the final Design for Development plan and during final design.

3.3.14 BayRail Alliance, Margaret Okuzumi, December 20, 2002

"Summary of our Recommendations:

- "Platform and track design must be modified to include more and longer platforms, with fewer path conflicts, to provide for efficient and successful operation of high speed rail on shared tracks with local service.
- "Track configuration can be improved. The number of platforms should be increased and path conflicts reduced. Track alignments should be improved to lessen tight curvatures, while impacting fewer buildings."

"Rail Platforms and High Speed Rail: While platform lengths presented in the DEIS/DEIR are substantially longer than what is required for conventional commuter trains, they do not provide sufficient capacity for HSR. In Europe and Japan, it is common to run HSR trains that are 14 or 16 cars long (400m/1312ft design standard), and even with this extra length, there has been a movement toward double-decked trains to provide sufficient seating capacity.

"We ask you to examine other options for providing optimum platform length for high speed rail. We believe the Second-to-Mission alignment can be improved substantially to achieve this goal. Richard Mlynarik and Michael Kiesling have outlined a design alternative that will permit longer platforms (see attached Figure 1). We also believe that the number of platforms can be increased. For example, see Figure 2, attached.

"Long platforms have the advantage of providing storage space for two conventional trains end-to-end until tail tracks are constructed at a later phase.

"Improve Track Configuration: We also believe it is possible to add tracks and platforms relatively inexpensively at the stations to increase efficiency of operations. Keeping in mind the long service life of the terminal and future needs, we ask that you modify the design to provide as many operating tracks and platforms as will fit on the site to be installed. For example, see the attached designs by Richard Mlynarik.

"For example, the proposed curvature of the tunneled track alignment near Seventh and Townsend is the same as that of the existing surface tracks which currently forces trains to a crawl. This curve needs to be made less sharp to permit speedier train movement.

"We have concerns about the flexibility of operations allowed by track approaches into the platforms. For example, in Figures 2-2.15 and 2-16 of the DEIR, the four northernmost tracks feed into a single approach track. This greatly constrains train movement into or out of the

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station. We ask that you redesign track approaches to reduce such path conflicts, and we believe an improved design is possible.

“While extensive modeling of bus capacity performed as part of the MTC Transbay Terminal Improvement Program, informed the design of the bus terminal configuration, it doesn't appear that there has been any capacity modeling done for rail operations into the terminal. We believe such modeling will show the need for a more flexible approach-track configuration.”

Response 3.3.14 Please see Responses 3.1.2, 3.3.1, 3.3.3, and 3.3.6. The primary purpose of the conceptual engineering and conceptual track configuration has been to identify a feasible, yet conservative, right-of-way footprint for the rail extension and Transbay Terminal and evaluate associated environmental impacts. During the later phases of engineering and design, the detailed track and terminal station configuration will undergo iterations of design closely coordinated with additional rail operations analyses to optimize the track and platform configurations. Any redesign of the tracks and platforms will remain within the right-of-way footprint described in the Second-to-Main refined rail options. A preliminary or conceptual rail operations analysis was performed for the Transbay Terminal.

3.3.15 William Blackwell, Architect, November 12, 2002

“I found on page 2-24 the sewage treatment plant and underground collector pipe you mentioned, and now understand why the track slope begins where it does. I assumed that tracks would come in underground beginning at the tunnel entry near 23rd St., 16th St. would remain open, and the entire Caltrain yards at Fourth & King would be one level below grade, an arrangement ideal for a fine terminal at street level. The Fourth & King site with a spur connection to TBT has the potential for a great station, with the downtown multi-modal commuter transit complex as an indispensable adjunct. From the Fourth & King site, a new transbay tube could eventually provide straightforward continuation for HST to Sacramento and a second East Bay commuter rail line.

“Incidentally, I noticed Caltrain electrification is funded only to Fourth & King.”

Response 3.3.15 The purpose of the Transbay Terminal and Downtown Extension Project is to extend the Caltrain and future High Speed Rail alignment from its present Fourth and Townsend Station to the Transbay Terminal. The alternative described in the comment above would not meet this purpose. Current designs call for the train to pass over the sewer facilities near 16th Street. The conceptual alternative proposed may merit as an additional spur for a future transbay crossing but would require substantial additional evaluation (please see Response 3.3.7). The Caltrain Downtown Extension includes in its costs and designs the electrification of trains from Fourth and Townsend to the Transbay Terminal and the tail tracks past the terminal.

3.3.16 Frances Wong, November 22, 2002

“Para 2.2.2 and page 2-26, 2-27. The two track segment between station 41 and station 70 must be widened to three or four tracks to match the design on both ends of this segment. This intentional choke point imposes permanent severe operational limitations and prevents any flexibility to adapt to mechanical or other breakdowns. This creates congestion that completely negates any capacity improvements in the terminal or the first ten miles south. The benefit of the four track Townsend Street station cannot be exploited since the crossovers at station 44 do not provide adequate signal separation to expedite a following outbound train. On the inbound

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route, reducing the fourth track at station 40 is an impractical design, since any train waiting at the platform will foul the overtaking movement.

"Page 2-33. By adjusting platform spacing, the two platforms angled toward Mission could be fully functional island platforms serving two tracks each and providing needed separation of Caltrain Regional Rail from Amtrak and HSR (High Speed Rail) trains. Since the ticketing, loading, provisioning, and pre trip servicing requirements are different between short and long distance trains, separate platform areas, and their comparable passenger mezzanines above, would encourage smooth passenger flow within the terminal."

Response 3.3.16 Please see Responses 3.1.2, 3.3.4, and 3.3.6. The option of adding a third track between Station 111 and 70, has been included in the refined alternative and will be further analyzed in future phases of preliminary engineering and design. The track and platform configuration at Fourth and Townsend will undergo redesign in the future.

3.3.17 William Blackwell, Architect, December 2, 2002

"Page 2-35... (b) The six platform tracks on the surface cannot be used for trains continuing to the downtown terminus – such as non-electrified trains, for example. See page 2-3 (b) comment re electrification. (c) The platforms for the surface tracks are not long enough for special event trains. Caltrain has said that 1,000 feet is needed.

"Page 2-3. (a) Electrification of Caltrain is currently funded only to Fourth & Townsend. (b) Electrification need not necessarily be in place prior to implementation of Caltrain extension. Push-pull electric locomotives have been used in the past to move diesel-powered trains through tunnels in urban areas, notably at Pennsylvania Station in NYC."

Response 3.3.17 The six platform tracks remaining on the surface of Fourth and Townsend have platform lengths of approximately 850 feet and total train storage lengths varying from 900 feet minimum to 1,950 feet maximum. At this conceptual design level, these track and platform lengths are adequate to handle non-electrified and electrified trains, most special event trains, and even most Amtrak inter-city trains. As the conceptual designs progress into preliminary engineering and design, the track and platform configuration will undergo a more rigorous operations analysis and design to refined even further the layout of the Fourth and Townsend Station area.

Please see also Response 3.3.15 regarding electrification. The Caltrain Extension would be fully electrified. The possibility of utilizing push-pull electric locomotives to move non-electrified train consists to the Transbay Terminal could be studied as a fall-back position. A major disadvantage with this method of operation, however, is the delay that occurs when connecting the electric locomotive to the non-electrified train consist. Such a delay would add to overall travel times on the train, thereby reducing the competitiveness of the train with other modes of travel with a resultant reduction in ridership on the train system.

3.3.18 Matthew Morrison, December 17, 2002

"I am concerned at the large number of buildings that will be demolished for this project. One of the attractive aspects of the SOMA area is the number of historic and interesting buildings built on a human scale. I am particularly thinking of Second Street between Mission and Folsom. I hope we can keep the demolition to a minimum, as I'm afraid that if these building are destroyed, they will be replaced by large, ungainly, and uninteresting buildings whose only purpose is to maximize the profit for the developer.

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"Figure 5.2-3 illustrates (by red shading) buildings scheduled to be demolished by the construction. This figure seems to indicate many more buildings slated for demolition than is indicated in the text. I hope that can be minimized.

Response 3.3.18 Please see Responses 3.1.2 and 3.2.4. The Locally Preferred Alternative tunneling option would reduce the number of buildings that would need to be demolished as compared to the cut-and-cover option. The properties identified on Figure 5.2-3 correspond to the properties identified in Tables 5.2.3 and 5.2.4.

3.3.19 Andrew Sullivan, Rescue Muni, Speaker, 11/12/02 Public Hearing

"Plan for rail across the Bay in a not-too-distant future when high-speed rail is being extended beyond the initial network."

Response 3.3.19 A conceptual evaluation has been made of the possible future extension of the train system across the Bay. However, detailed designs have not been developed for this bay crossing. Please also see Response 3.3.7.

3.3.20 Frances Wong, November 22, 2002

"Page 3-23. The California rail plan envisions conventional long distance passenger trains between San Francisco and Los Angeles under the Amtrak California brand by the end of 2004. It is logical that these trains would originate and terminate from the Transbay Terminal after it opens."

Response 3.3.20 This is one of the intended purposes of the Transbay Terminal/Caltrain Downtown Extension Project – a downtown station for the California High Speed Rail system. Please note that the California High Speed Rail Program has yet to select an operator, which may or may not be Amtrak.

3.4 GRADE SEPARATIONS AT COMMON AND 16TH STREETS

3.4.1 Margaret Okuzumi, BayRail Alliance, Speaker, 11/12/02 Public Hearing

"Just some initial comments for the record, one is that we ask that the area encompassed by the EIR be extended to include 16th Street and a possible upgrade separation there. We think this is important for the future operations and efficiency of the train service through that area and also a degree of separation.

"We also think some of the impacts of the building might possibly be adjusted to reduce impacts, and to realize a cost savings to be used to grade separate those areas which have a great potential for conflicts with Muni service and proposed future Muni service, especially along 16th Street."

Response 3.4.1 The southerly project limits for the Downtown Extension and the EIS/EIR begin south of the Common Street grade crossing (Engineering Station 74). The California Public Utilities Commission (CPUC) approved a three-track crossing of Common Street. The Construction and Maintenance (C&M) Agreement with the City of San Francisco includes provisions for a fourth track at grade. The C&M Agreement is referenced as part of the CPUC approval for the Common Street Grade Crossing. The technical issue regarding the Muni wires crossing the future Caltrain overhead category wires will be addressed in the forthcoming Caltrain Electrification EIS/EIR.

Forty-eight at-grade road crossings of tracks along the Peninsula are anticipated to remain after completion of Caltrain's current expansion plans. The California High Speed Rail system requires a fully grade-separated alignment, so each of these remaining crossings would still need to be grade-separated via a cooperative arrangement with the Peninsula Corridor Joint Powers Board (JPB). The conceptual design and environmental clearance to grade separate Common and 16th Streets therefore will be conducted as a future project associated with the High Speed Rail and/or the enhanced Caltrain service plans.

The JPB and California High Speed Rail Authority have been working together and anticipate continued coordination and cooperation regarding use of Caltrain's right-of-way for a portion of the proposed statewide high speed rail system. The two entities recently adopted a preliminary Memorandum of Agreement that is intended to become more specific (e.g., regarding necessary capital improvements) as the two programs – the enhanced Caltrain service and the high speed rail program – progress along the Peninsula Corridor. The approaches to developing each of these grade separations are still in varying stages of conceptual design. Road over- or underpasses, or tunneling, cut-and-cover or elevated train structures are all under consideration for each crossing. The appropriate solution will be developed on a case-by-case basis for each crossing or series of crossings, depending on the associated impacts, costs, physical setting, and adjoining land uses. According to the California High Speed Rail Authority, the proposed solution for grade separation of 16th Street is still under discussion, but grade separation will be necessary for this crossing given the design requirements for the proposed California High Speed Rail Program.

Rather than prejudging the High-Speed Rail Program or Caltrain Expansion program solution, and rather than increasing the costs of the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project for provision of these grade separations, the co-lead agencies for the EIS/EIR are anticipating that these grade separations will ultimately be the responsibility

of the High Speed Rail program and/or included in the long-range planned improvements for the Caltrain system.

3.4.2 Margaret Okuzumi, BayRail Alliance, Speaker, 11/13/02 Public Hearing

"But there are a couple of concerns I do want to bring up. Again, we strongly support this project. One is that we ask that the scope of the EIR be extended southward to encompass 16th Street and the grade separation there. Muni has frequent service along that street, and we foresee a lot of conflicts if a grade separation is not included there. Also in the – this Draft EIR, the – it talks about how the CPUC has approved a grade crossing at Common Street. I wonder if that would include approval for four tracks across Common Street, because based on what I've seen of their – what they've been willing to approve in Santa Clara County, it just – I'm presuming that that approval was based on – on two tracks, not four. So I'm concerned that that would need to be grade separated also. So I'd like for some more information on that."

Response 3.4.2 Please see Response 3.4.1

3.4.3 BayRail Alliance, Margaret Okuzumi, December 20, 2002

"Summary of our Recommendations: It is imperative to grade separate the two street crossings in the Mission Bay area (16th Street and Common Street) as part of the DTX project, as these grade separations will become difficult, if not impossible to construct, once the extension becomes operational.

"Grade Separations – 16th Street and Common Street: We feel that it is of paramount importance to extend the scope of the study a few blocks south, and to include a grade separation at 16th Street. To serve future Mission Bay developments, Muni is contractually obligated to operate the 30-Stockton trolley bus at sub-5 minute headways across the Caltrain line via Sixteenth Street and to operate the 45-Union trolley at sub-10-minute headways across the Common Street crossing. This will pose substantial technical problems with the crossing of trolley and Caltrain overhead wires, and traffic delays will become completely unacceptable as Caltrain service levels increase.

"The downtown extension must allow 16th Street to be grade separated, and it would be most desirable to complete this at the same time as the rest of the project. It may not be possible to do so later and even if it were possible, will be much more costly and disruptive to Caltrain service."

"Common Street: We also feel it is desirable to grade-separate Common Street. We are aware that grade separation was deemed infeasible in an earlier study, and that the CPUC approved an at-grade crossing at Common Street in an earlier decision (across 2 tracks and a Union Pacific siding). Nevertheless, it is highly unlikely that the CPUC would grant approval for a grade crossing across four active tracks. For example, the CPUC recently expressed strong opposition to Caltrain's request to construct an at-grade crossing across four active tracks at Sunnyvale Avenue in Sunnyvale. By beginning the tunnel for the Caltrain downtown extension at a more southerly location, it should be possible to grade-separate Common Street. We suggest cost savings below that will offset the cost of constructing these grade separations."

Response 3.4.3 Please see Response 3.4.1.

3.4.4 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

"It is critical to grade separate Sixteenth Street and Common Street as part of the Downtown Extension rail construction. The Caltrain line must be completely grade separated eventually in order to accommodate greatly increased levels of service and high speed trains. If it is not done as an integral part of Downtown Extension construction, it could be difficult if not impossible to do so in the future, given the existence and design of the ramps leading underground on Townsend Street. It should be noted that because Caltrain traffic levels are now at the lowest levels they'll ever be, single-tracking and line closures necessary to undertake this will be least disruptive if done now. It should be possible to accomplish this without closing the line altogether.

"Therefore, an alternative that would place the Caltrain tracks underground from just north of the north portal of Tunnel Number One must be studied. This would eliminate grade crossings at Sixteenth Street and Common Street and make the right of way better suited for future high speed trains. It will also avoid the crossing of Caltrain's 25,000 volt catenary wires and Muni's 600 volt trolley wires on 16th Street. Although this problem has been solved many times and in many places, it would be best to avoid it.

"An alternative in which the proposed underground storage tracks would not be built, but instead be replaced by surface storage tracks in the same location should be studied. Having these tracks on the surface would improve working conditions for cleaning and light maintenance of the rolling stock. They would be accessed via a ramp from the underground line as shown in Figure 1. Development of air rights over the surface tracks could be considered as another revenue source for the project.

Response 3.4.4 Please see Response 3.4.1. The design of main and storage tracks at Fourth and King will be re-evaluated in the preliminary engineering and design and final engineering and design. The substructure storage tracks at Fourth and Townsend in the conceptual Downtown Extension design were located to provide easy access to and from the main tracks when departing to or arriving from the Transbay Terminal. To gain access from the depressed main tracks to surface storage tracks in lieu of the proposed depressed train storage tracks, trains departing or arriving from the Transbay Terminal would have to travel considerably further – as far South as Tunnel 1 or 2 – and make a reverse move on the main track. The additional length of this move combined with the reverse moves that would interfere/disrupt train movements on the main track would be very undesirable from an operational standpoint.

3.4.5 Norman Rolfe, Speaker, 11/12/02 Public Hearing

"One of the things that should be done is that the tracks should actually go underground starting from the north end of Tunnel Number 1. Starting at 16th, the tracks would go underneath. This is going to be necessary in the future when this high-speed rail gets here, as we hope it will. That can be financed by not installing some of the ground storage tracks they have in the city. Those could be surface tracks. It's really critical that that be done."

Response 3.4.5 Please see Response 3.4.1.

3.4.6 Norman Rolfe Speaker, 11/26/02 Public Hearing

"It's very important that separation between 16th Street separate to accommodate the greatly increased number of transit that's anticipated in the future. Therefore, there should be an additional alternative study that has the Caltrain underground, just north of the north portal

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tunnel number one and then continue underground from there. There should be further study given to minor changes in routing. When we send our written comments in, we will enclose a drawing illustrating this additional underground and possible other small, little changes in route to reduce the amount of property taken.”

Response 3.4.6 Please see Response 3.4.1.

3.4.7 Richard Mlynarik, Speaker, 11/12/02 Public Hearing

“I'd like to include in my comments many things said already. Mr. Rolfe who spoke first said things about the -- separating the Caltrain alignment at 16th Street so we don't have to come in and dig in freshly-dug tunnels once separation becomes necessary.”

Response 3.4.7 Please see Response 3.4.1.

3.4.8 M. Kiesling, Regional Alliance for Transit (RAFT), December 18, 2002

“Specific revisions to these basic alternatives include: Grade separations at both 16th and Common Streets.”

Response 3.4.8 Please see Response 3.4.1.

3.4.9 Architecture 21, Michael Kiesling, December 20, 2002

“Both grade crossings beneath the I-280 Freeway MUST be grade separated as part of this project. Caltrain (and intercity rail) frequencies will only increase in the future. Muni will be running trolley coaches on 16th Street as part of new service to Mission Bay. Auto traffic will increase dramatically at the 16th Street crossing. The new Common Street crossing will also carry a great deal of traffic. Previous traffic studies for the UCSF campus show 30,000 of auto traffic utilizing 16th Street, and specifically callout the Caltrain tracks as a major barrier to campus access.

“By beginning to descend into an open cut soon after crossing under Mariposa Street, both 16th and Common Streets can be grade separated. The height of the I-280 viaduct is great enough so that the cross streets can be raised some to help with the separation. Additionally, there is enough distance to allow the yard lead for the permanent Mission Bay surface station to climb back to the surface after passing under Common Street. The Mission Creek outfall will need to be rebuilt, but this is not a fatal flaw to the grade separation. These issues are illustrated in the attached Figure 1.”

Response 3.4.9 Please see Response 3.4.1. At-grade railroad crossings do constitute a barrier to automobile traffic. Please note, however, that the proposed project does not change the number of trains operating along the Caltrain route, and addressing issues with existing at-grade crossings is part of other planning activities regarding the entire rail corridor along the Peninsula.

3.4.10 Andrew Sullivan, Rescue Muni, December 20, 2002

“Grade Separate 16th Street and Common St.: With a significant increase in rail service in the near future, especially with the commencement of the Baby Bullet service, we believe that the crossings at 16th Street and Common Street must be grade separated now, rather than later. Muni is planning to re-route bus service all the way down 16th Street with frequent headways. We feel it would be very difficult operationally to have two electric systems intersecting one another at this grade crossing as well as potentially dangerous. We also feel Common Street

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should be grade separated as it is in the Mission Bay Area, which will soon have high levels of automobile traffic.”

Response 3.4.10 Please see Response 3.4.1.

3.4.11 William Blackwell, Architect, November 12, 2002

“I am also bothered about developing a very costly terminal design that accommodates HST without at the same time showing how it is possible for HST to enter San Francisco. I recall that Maria Ayerdi was adamant that Proposition H includes HST. As you noted, the grade crossing at 16th St. prohibits HST.”

“Even without HST, the 16th Street grade crossing is a problem. I put a stopwatch on the train crossings one morning. The increase in peak hour trains is in proportion to the projected increase in Caltrain ridership, the railroad crossing gates at 16th Street will block cross traffic about 60 per cent of the time! How would motorists accept that?”

Response 3.4.11 Please see Responses 3.4.1 and 3.4.9.

3.4.12 William Blackwell, Architect, December 2, 2002

“Page 2-35. (a) The grade crossing planned at Common Street will prevent use of these tracks by HSR.

“Page 3-31 (bottom) - Setting the south boundary of the traffic study area at Bryant Street excludes 16th Street (as well as the extension of Common Street) from consideration in this EIS/EIR. Unless these streets are closed to vehicular traffic or grade separation is provided, there can be no high-speed rail service to downtown San Francisco.

“Common Street might be closed, but Sixteenth Street between Third & Seventh Streets is classified as a major arterial. The balance to the Mission Street BART Station is classified as a secondary arterial. Muni ultimately plans a surface light rail line on 16th Street. It is unlikely that this street can be closed. If an underpass is provided, access to Seventh will be curtailed and there will be other traffic impacts. On the other hand, if all of the tracks are undergrounded before reaching 16th Street, the plans for the surface tracks at Fourth & Townsend (page 2-25 and 2-26) no longer apply. There would also be a conflict with the major sewer collector on piles (shown in the profile drawing on page 2-24) to be resolved.”

Response 3.4.12 Please see Responses 3.4.1 and 3.4.9.

3.5 RELATIONSHIP OF CALTRAIN EXTENSION ALTERNATIVES TO PROPOSED DEVELOPMENT

3.5.1 Norman Rolfe, Speaker, 11/12/02 Public Hearing

“One thing we want to do is draw the attention of the agency to Proposition H in November which says we shall not approve projects which might interfere with Caltrain, or the terminal, or so forth, including high-speed rail in the future.”

Response 3.5.1 The comment focuses on an interpretation of Proposition H (Downtown Caltrain Station), which the San Francisco voters adopted in November 1999. This measure concerned extension of the Caltrain tracks, which currently terminate at the Fourth and Townsend Streets Station, to a new or rebuilt station on the site of the Transbay Terminal. The comment states that the 301 Mission Street project may conflict with the proposed track alignments for the Transbay Terminal/Caltrain Downtown Extension /Redevelopment Project (and its alternatives).

These comments appear to misconstrue the scope of Proposition H. Section 1 of the ordinance is expressly limited to actions to protect the right-of-way as identified in the 1997 Caltrain Draft Environmental Impact Statement/Draft Environmental Impact Report (“1997 DEIS”) “from any development that would preclude the extension [of Caltrain] or increase its costs.” The 1997 DEIS contains a number of alternatives and alignment options, including the preferred project (the Caltrain Extension to the Transbay Terminal Site Alternative). That alternative contained a segment, referred to as the “Folsom to the Transbay Terminal” component, as described in the 1997 DEIS and depicted on Figure 2.3-9 therein. That segment shows a transition from mined tunnel construction to a cut-and-cover subway occurring just north of Folsom Street at Essex Street, following the right-of-way for the existing outbound bus access ramp that leads from the existing Transbay Terminal to the Bay Bridge. The right-of-way terminates on the north adjacent to the 301 Mission Street site between Minna and Natoma Streets at Beale Street. Because the 301 Mission Street project would be constructed entirely on private property adjacent to but not within the proposed right-of-way identified in the 1997 DEIS, its construction would not adversely affect the right-of-way area that Proposition H earmarks for protection. Accordingly Section 1 of the ordinance does not apply to the 301 Mission Street project.

Section 9 of Proposition H provides as follows: “The Mayor, the Board of Supervisors, and all relevant city officers and agencies are hereby forbidden from taking any actions that would conflict with the extension of Caltrain to downtown San Francisco, including, but not limited to, pursuing any uses for the present Transbay Terminal site that conflict with Section 2, or undertaking any other land use planning or development efforts that would conflict with the intent of this legislation.” The 301 Mission Street project would not involve any use of, or affect in any way, the present Transbay Terminal site. In addition, approval of the 301 Mission Street project is not a “land use planning or development effort” under the legislation. Such efforts would include development efforts that the City, its officers, or agencies sponsor on public property, or land use planning efforts such as rezoning or redevelopment plan activities that might change the pattern of development in a way that is inconsistent with the intent of the legislation. Approval of entitlements for a private project that is consistent with the underlying zoning designation is not covered by the language of Section 9.

The Transbay Joint Powers Authority selected a Locally Preferred Alternative (LPA) (on March 28, 2003) that includes the Second-to-Main Caltrain track alignment. The LPA selection process is required by the Federal Transit Administration, a co-lead agency for this EIS/EIR. This selection does not foreclose future changes to design or construction of the Transbay project.

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The EIR for 301 Mission Street includes two alternatives, Alternatives E-1 and E-2, that could accommodate the two proposed track alignments of the Caltrain/bullet train extension as it leaves the proposed terminal site and moves in an easterly direction (see pp. 158-167 of the 301 Mission Street EIR). Although the Transbay decision makers may ultimately select a track alignment that is different from the LPA, neither CEQA nor other local law precludes the City from taking action on the 301 Mission Street project, its EIR, or the entitlement decisions related to this project while a final determination on the Transbay project is pending.

Finally, there are state and federal laws and constitutional protections that extend to certain private property rights. Governmental actions that affect those rights may be viewed as invalid or compensable under applicable law.

3.5.2 Pamela Duffy, representing 301 Mission Development, Speaker, 11/26/02 Public Hearing

"My name is Pamela Duffy. I'm with Coblenz, Patch, Duffy and Bass. We represent the owners of 301 Mission Street which is probably adjacent to the transbay terminal to the east. We will, as will many others, have a detailed comment letter to submit before the closing of the comment period.

"Fundamentally, we believe that our exciting, 320-unit housing project which is currently undergoing Planning Department review at 301 Mission Street, and the equally exciting and in fact essential Transbay Terminal may go forward in harmony.

"Fundamentally, we believe our housing project which is currently undergoing Planning Department review is adequate. An adequate Transbay Terminal is moving forward. But we believe the Transbay EIS/EIR could be more sufficient, particularly with regard to the impact from the Second-to-Mission alternative and acting as a disclosure document for you and other decisionmakers. That alternative from Second-to-Mission cuts a broad, 45-foot deep swath across our site, and also contemplates doing the same tunnels all the way down Mission Street. I know that only from deduction. It actually doesn't discuss the cumulative impacts at all of that alternative. It neglects several important areas and doesn't adequately address economic impact, including the loss of the vital tax increment associated with 301 Mission Street which ironically is included in part of the economic feasibility analysis for the Redevelopment Project Area. It fails – in so failing to discuss the economic impacts of the Second-to-Mission alternative, it begs the question of what the economic feasibility of that alternative itself is. It proposes massive excavation the length of Mission Street, the cumulative impacts of which are ignored. There is no discussion of the hazardous materials effects, noise, air quality, or vibration effects on the properties adjacent to Mission Street once it runs on down.

"The real focus ought to be the scientific information that's in the EIR about these alternatives, particularly the Second-to-Mission Alternative. The graphics and the scientific engineering analysis is so vague as to make the feasibility of the Second-to-Mission alternative very doubtful. This is the reason we believe the EIS/EIR so radically understates the impacts of this 45-foot tunnel that starts out across the vast majority of 301 Mission, and then proceeds down Mission Street.

"Fortunately, there is an alternative in the EIR/EIS that is listed as the environmental preferred alternative and to which SPUR referred earlier. That alternative reduces the operating costs, eliminates two platforms, reduces acquisition costs, increases the tax increment, minimizes disruption on Mission Street, a traffic-preferential street, reduces excavation and the related air-

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quality effects, and is clearly far more compatible with surrounding economic opportunities. It generally reduces the impacts on land use, not very well covered in this EIS, displacement, socioeconomic fiscal noise vibration, existence of utilities. It also eliminates conflict with existing transportation and transit systems that would occur as the result of tunneling down Mission Street.

“Frankly, when the EIS/EIR so clearly such a preferable alternative – in fact, in the draft, reaches such conclusion – we should pursue it. But if there's a suggestion, a preferred alternative positive Second-to-Mission Street, the EIR is woefully inadequate. As Commissioner Lee inquired about, the standards and alternatives are different from the California Environmental Quality Act and require a high degree of analysis for alternatives which the EIS/EIR does not present.

“It's Coblentz, Patch, Duffy, and Bass. And I'll give you my card. Thank you.”

Response 3.5.2 The co-lead agencies agree that the two projects can both be accommodated on their respective sites. The EIS/EIR describes the proposed excavation on Mission Street from the terminal almost to The Embarcadero and describes the socio-economic, hazardous materials, noise, air quality, and vibration effects associated with this portion of the Project – please see Chapters 2, 4, and 5 of the EIS/EIR. Scientific information regarding existing conditions and anticipated environmental impacts is provided regarding each of these subject areas with regard to both the Second-to-Main and Second-to-Mission Caltrain Downtown Extension Options.

Specifically, the Second-to-Mission plans and profiles can be found in the Draft EIS/EIR on Figures 2.2-9 through 2.2-13 and 2.2-18 through 2.2-21 on pages 2-22 through 2-26 and pages 2-31 through 2-34. These figures superimpose the underground alignment on aerial photos. Below the photos is a profile that shows the tunnel with rail in relationship to the existing ground. There is also text in Chapter 2, particularly Section 2.2.2.2, that describes the Second-to-Mission Caltrain Alternative.

Likewise the impacts of the Second-to-Mission Alternative are discussed in Chapter 5: Environmental Consequences and Mitigation Measures. For example in impact Section 5.1, Land Use, Wind, and Shadow, on page 5-3 and 5-4, the land use impacts of both the alignment alternatives are discussed. As the Caltrain extension is to be totally underground, there would be no wind or shadow effects; therefore, the Caltrain extension is not discussed in those sections of the Draft EIS/EIR. However, in the next environmental category discussed, i.e., Section 5.2, Displacements and Relocation, on pages 5-23 through 5-29, the two Caltrain alignment alternatives and their effects are discussed and Tables 5.2-3 and 5.2-4 show potential property acquisitions for each alternative separately. In addition, Table 5.2.5 on page 5-29 shows all the estimated residential and non-residential displacements for each Caltrain alternative and with each construction methodology because different impacts were found with each. The remaining environmental categories were handled in a similar manner having impact discussions where there was a potential for effect.

The proposed project at 301 Mission Street has an EIR that shows two alternatives for the 301 Mission Street project to accommodate the proposed Transbay/Caltrain project; one for each of the Caltrain alternatives. The tax increment that could accrue from a development of the 301 Mission site was not included in the economic analysis for the Transbay Terminal as tax increment because, at the time of preparation of the Draft EIS/EIR, it was not an adopted project.

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Please also see Response 3.1.2 which notes that the Second-to-Mission Caltrain Downtown Extension Option was not selected as the Locally Preferred Alternative by the Transbay Joint Powers Authority and that the San Francisco Planning Commission approved the 301 Mission development EIR on July 31, 2003.

3.5.3 Tay C. Via, Coblentz, Patch, Duffy & Bass, LLP, December 20, 2002

"We represent Mission Street Development Partners, LLC, the 301 Mission Street project sponsor. The project site is on the south side of Mission Street between Fremont and Beale Streets, Assessor's Block 3719, Lots 1 and 17. We write to affirm the DEIS/DEIR's conclusion regarding the Environmentally Superior Alternative (including the Second-to-Main alignment) and to request that this Alternative be selected as the Locally Preferred Alternative.

"Both the Second-to-Mission and Second-to-Main alignments can accommodate a potential cross-bay high speed rail connection in the future. However, the Second-to-Mission alignment has numerous adverse impacts in comparison to the Second-to-Main alignment, including substantial and prolonged excavation and closure of Mission Street and unresolvable conflicts with the 301 Mission Street project, a development with substantial public benefits, including generation of tax increment necessary to support the Transbay Project. It is also significantly more costly, due to more extensive excavation, Mission Street disruptions, property acquisitions, and loss of tax increment. None of this is reflected in the document. The DEIS must be revised to include a more thorough analysis of the Second-to-Mission alignment, both to comply with NEPA and CEQA, and to properly identify for decisionmakers and the public its significant impacts.

Introduction and Summary of Comments: By way of background, the 301 Mission Street project is a substantial mixed use development, including 320 dwelling units, commercial spaces, sizable publicly accessible open space and other features designed to activate and enliven Mission Street. It is currently undergoing environmental review, and we anticipate that the Draft Environmental Impact Report ("DEIR") will be published at the beginning of the year. As part of the DEIR process, the City and Caltrain representatives shared conceptual plans for the Transbay Project with the project sponsor and their technical consultants in an effort to evaluate the impact of the Transbay Project on the 301 Mission project. The consultants analyzed the conceptual plans and developed several DEIR project Alternatives. Technical memoranda summarizing the Alternatives are attached as Exhibit A. Those Alternatives consider the feasibility of accommodating both the Transbay Terminal and the Caltrain Extension. Based on this analysis, the project sponsor believes that the 301 Mission Street project could likely be modified in a feasible manner to accommodate the Terminal portion of the Transbay Project and the Second-to-Main alignment. This accommodation would involve a partial acquisition of the 301 Mission Street project site, significant construction coordination and additional construction costs.

"The technical analysis for the 301 Mission Street DEIR concludes that the Second-to-Mission alignment cannot feasibly be accommodated. The DEIR analyzes both building above the alignment and on a 'remainder' area outside of the alignment. As discussed in Exhibit A, those Alternatives are infeasible for a variety of technical, urban design, cost, timing and other reasons. The DEIS/DEIR fails to identify, yet alone analyze, these impacts of the Second-to-Mission alignment on 301 Mission Street.

"The DEIS/DEIR Second-to-Mission financial data is also unsupported. The economic data in the document is based on studies developed for the 1997 Caltrain DEIS/DEIR, which did not include the extension alignments. As a result, there is no evidence – not a single document – in the public record supporting the cost estimates for the Second-to-Mission alignment. Exhibit A establishes some of the 301 Mission Street technical consultants' preliminary cost estimates of

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the alignment as it relates to 301 Mission Street, but the DEIS/DEIR itself is devoid of any meaningful cost data for 301 Mission Street or any other aspect of the Second-to-Mission alignment.

"1. Page S-27, Environmentally Superior Alternative. We concur with the document's conclusion regarding the Environmentally Superior Alternative, particularly as it relates to the Second-to-Main component. However, the list of benefits is incomplete. The Second-to-Main alignment significantly reduces operating expenditures and costs (including acquisition costs), increases tax revenue (including from tax increment), minimizes disruptions to Mission Street (a major thoroughfare and General Plan Transit Preferential Street), substantially reduces excavation and related construction truck trips (and related traffic and air quality impacts), retains the 301 Mission Street development, is more compatible with surrounding development and generally results in reduced impacts in the areas of land use, displacement and relocation, socioeconomic, fiscal, noise and vibration, utilities, visual/aesthetic and transportation impacts, all as discussed below in comments 6-15 and in Exhibit A. Please revise the list to include these additional benefits of the Second-to-Main alignment.

"2. Page 1-1. Purpose and Need for Transportation Improvements. The 301 Mission Street Project is consistent with and assists the Transbay Project in fulfilling several of the "primary purposes" and "associated needs" cited on page 1-1. This must be noted in the text so that the public and decisionmakers are advised that the Second-to-Main alignment accommodates the 301 Mission Street project, preserving its associated benefits, while the Second-to-Mission alignment does not.

"The primary benefits of the 301 Mission Street project are as follows. The 301 Mission Street project proposes a substantial mixed-use development of approximately 320 residential units, 120 hotel units, 130,560 gsf of office use, 9,400 gsf of restaurant/ retail use, 6,400 gsf of publicly accessible atrium space and 4,340 gsf of ground-floor lobbies. It would make a positive contribution to the Downtown skyline through innovative design and building form, including a graceful, slender tower articulated through elements such as a podium and central atrium. The project would also provide an active and pedestrian-friendly ground-floor environment, with attractive open spaces and retail uses; contribute significant resources to the City through generation of various fees and taxes (including but not limited to affordable housing, open space, transit, art, schools and child care fees and property, transient occupancy and parking taxes); generate substantial new employment opportunities in a variety of job classifications, including entry-level jobs; and support the City's efforts to redevelop the Transbay Terminal by providing an immediately adjacent, high-quality project generating substantial tax increment. This increment is critical to the Transbay Project, which has a significant funding gap under every development scenario analyzed in the DEIS/DEIR.

"3. Pages 2-21 - 2-37. Project Description for Caltrain Extension Alternatives: The Project Description fails to perform its essential function as a disclosure document because it lacks sufficient detail for the Second-to-Mission alignment. For example, the document does not describe the impacts related to Mission Street generally, the loss of the 301 Mission Street project, and the limited reuse opportunities available for that site. The latter two are described in Exhibit A. The Project Description also omits operational considerations, such as the expense resulting from two platforms and separate tracks under the Second-to-Mission alignment. For these reasons, it is impossible to adequately analyze the impacts of the Second-to-Mission alignment. However, based upon the project sponsor's understanding of the alignment, we have provided additional impacts information below. We request that both the Project Description and

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impacts analyses be substantially revised to incorporate these comments and to provide the full level of analysis mandated by NEPA and CEQA.

"4. Pages 2-38 -2-41. Cost Estimates. These cost estimates are fatally flawed in that they refer only generically to source information (usually simply by consultant and year), rather than citing any memoranda or analyses. This is a problem throughout the DEIS/DEIR. We have requested the underlying background documents supporting the DEIS/DEIR Tables, but are advised that no such information exists and that the numbers have simply been updated from earlier reports prepared in connection with the 1997 DEIS/DEIR. However, because the Second Street alignments were not included in the 1997 document, there is no original data to be "updated." Accordingly, there appears to be no evidence in support of these numbers. If such evidence exists, it must be identified and should be made part of the DEIS/DEIR Appendix. Specifically, the text lacks support regarding the right-of-way acquisition, relocation and resale figures and "mid-point estimate for real estate." It is inconceivable that the Second-to- Mission alignment under the cut-and-cover and tunneling options would result in only a \$32.6 and \$31.2 million additional net cost, respectively, as compared to the Second-to-Main alignment. As established in Exhibit A, there is no feasible 301 Mission Street project Alternative based on the Second-to-Mission alignment. The acquisition cost of 301 Mission Street alone would far exceed the additional net cost cited in the DIES/DEIR. Extremely limited reuse opportunities for 301 Mission Street and complexities of construction work in Mission Street under the Second-to-Mission alignment would substantially increase the net cost differential far beyond the DEIS/DEIR estimate...

"6. Pages 5-3 -5-4. Land Use Impacts. The statements regarding land use impacts are conclusory and unsupported by evidence as they relate to the Second-to-Mission Street alignment. This section ignores facts about that project that are a matter of public record – the sole reference to 301 Mission Street is a one paragraph statement on page 5-4. In fact, the Second-to-Mission alignment would pose a substantial land use conflict with the 301 Mission Street development. As discussed in Exhibit A, the Second-to-Mission alignment renders the 301 Mission Street project infeasible, and severely restricts reuse of the site. The consultants have determined from documents not otherwise even described in the DEIS/DEIR that the alignment involves construction of a forty-five foot deep (or possibly deeper) tunnel which would traverse directly through the 301 Mission Street property. It is obvious that the location of the tunnel and its physical configuration would significantly alter both the remaining below grade and above grade buildable area on the property. The train tunnel and the pedestrian mezzanine connecting the bus terminals will take about 2/3 of the entire site.

"If the 301 Mission Street project does not move forward, the City would not enjoy the various benefits of the project, discussed above, and most importantly its 320 dwelling units, significantly enhanced street-level experience, and substantial tax increment, which is a critical funding element of the Transbay Project. The DEIS/DEIR contains no discussion of the environment that would remain along this important segment of the Mission Street corridor, nor of how loss of development opportunity at this site impacts the value or reuse potential of surrounding properties. The loss of this project is a foreseeable and significant land use impact of the Second-to-Mission alignment that must be identified and discussed.

"Why doesn't the displacement section mention the loss of approximately 320 housing units under the Second-to-Mission alignment?"

"8. Pages 5-31 - 5-32. Socioeconomic Impacts. The statements regarding socioeconomic impacts are conclusory and unsupported by evidence as they relate to the Second-to-Mission

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alignment. The loss of the 301 Mission Street project and the "limited reuse opportunity as a result of the Second-to-Mission alignment is a socioeconomic impact. As discussed above, that project will generate substantial employment opportunities, fees and taxes that would be eliminated under the Second-to-Mission alignment. The analysis must also include the socioeconomic impacts of businesses disruptions along Mission Street during the lengthy Second-to-Mission alignment construction period.

"The cost of the Second-to-Mission alignment is clearly understated in light of the substantially greater acquisition costs, and the limits to reuse of the property. Specifically, on page 5-45, footnote 7 references a \$50 million total valuation for the 301 Mission Street property. How is this reflected in the acquisition estimate tables? What is the basis for this determination? This is inaccurate in that it represents only a partial value for the 301 Mission Street site. Tables 5.6-1 - 5.6-3 misrepresent the difference in acquisition costs between the two alignments, which is shown as only approximately \$10 million.

"The estimates for payroll tax and retail sales tax losses are also underestimated. How is the limited reuse of the 301 Mission Street site reflected? There appears to be no analysis of that impact. Presumably Mission Street would be closed in phases over a significant period of time to accommodate the Second-to-Mission alignment. What is the phasing plan? This in turn would have substantial impacts on businesses along Mission Street. These are not even mentioned in the DEIS/DEIR.

"10. Pages 5-55 - 5-65, Noise and Vibration. The statements regarding noise and vibration impacts are conclusory and unsupported by evidence as they relate to the Second-to-Mission alignment. The Second-to-Mission alignment involves a long tunnel which impacts the developability of real estate above the alignment, as discussed in Exhibit A. The Noise and Vibration discussion makes no reference to impacts of the Second-to-Mission Street alignment on 301 Mission Street or other properties along Mission Street, nor does it identify measures (and their associated costs and timing of implementation) that might be necessary to reduce vibration to acceptable levels.

"12. Page 5-96, Visual/Aesthetic Changes. The statements regarding visual/aesthetic changes are conclusory and unsupported by evidence as they relate to the Second-to-Mission alignment. The analysis of visual/aesthetic changes makes no reference to the significant adverse changes associated with the Second-to-Mission alignment. As discussed above (see in particular Downtown Plan policies 13-16) and in Exhibit A, the loss of the 301 Mission Street project and limited reuse opportunities would result in a substantially changed visual environment, both in terms of the street-level environment and the Downtown skyline. The 301 Mission Street project must be included in the photomontages as a reasonably foreseeable project.

"In conclusion, we reiterate our concurrence in the DEIS/DEIR's determination regarding the Environmentally Superior Alternative, which includes the Second-to-Main alignment. While both alignments preserve the opportunity for a future cross bay high speed rail connection in the future, only the Second-to-Main alignment preserves the 301 Mission project and its contributions to the Transbay project. By contrast, the Second-to-Mission project results in numerous adverse impacts, including the loss of the 301 Mission Street project and its associated benefits, without any identified advantages. Accordingly, we request selection of the Environmentally Superior Alternative as the Locally Preferred Alternative."

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Attachments to Tay C. Via letter: (1) Niaz A. Nazir, Ph.D., SE, Principal & Project Director, Desimone Consulting Engineers, L.L.C., September 10, 2002, (2) Desimone Consulting Engineers, P.L.L.C., Niaz A. Nazir, Ph.D., S.E., Principal & Project Director, December 4, 2002, and (3) Garry Edward Handel + Associates, Architects, Glenn G. Rescalvo, AIA, Partner, September 19, 2002

Response 3.5.3 As stated by the commentor, the San Francisco Planning Department staff and the 301 Mission project technical team worked together to set out alternatives to the 301 Mission Street project that would accommodate either of the Transbay/Caltrain alternatives, and the Draft EIR for the 301 Mission St project contained an alternative that would accommodate the Second-to-Mission Caltrain Alternative. The primary and associated needs for the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project as listed in the document are, by definition, the general goals and objectives of the Project and not those of the surrounding private development.

The co-lead agencies understand that, economically, the Transbay Terminal project and the 301 Mission Street project are mutually beneficial. The Transbay project would provide extremely convenient transportation access for residents and employees of the 301 Mission Street project, while the 301 Mission Street project would provide a pool of potential riders and the potential for additional tax increment for redevelopment area improvements.

The commentor believes that the Second-to-Mission Alternative would limit the 301 Mission site. The co-lead agencies note that there are many examples in this country and around the world where large complex buildings are constructed over underground train stations or tracks. The co-lead agencies understand that the Second-to-Mission Caltrain Option is not the preferred Caltrain Extension Alternative for the 301 Mission Street project sponsors.

The Transbay Terminal/Caltrain Downtown Extension/Redevelopment Draft EIS/EIR describes a number of differences between the effects that could be expected for the two alternatives for Caltrain. (Please see Response 3.5.2.). As required by CEQA Guidelines Section 15125, the Draft EIS/EIR evaluated the effects of the Transbay project against existing conditions at the time the Notice of Preparation was published and distributed (April 2001), and the existing conditions at that time did not include the proposed 301 Mission Street project since it had not been approved. Please note that the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project Notice of Preparation of an EIS/EIR was issued on March 17, 2001, in advance of the 301 Street development application, which was submitted on August 16, 2001.

The noise/vibration evaluation in the Transbay Draft EIS/EIR, contained on pages 4-29 through 4-35 and pages 5-55 through 5-63 is against existing conditions and projects that had been approved. The analysis was based on measurements of noise and vibration, accepted noise and vibration models, and project details provided for the analysis. Because the train is operating in a tunnel, there are no noise impacts associated with train operations. There are only a small number of vibration and ground-borne noise impacts associated with the Project, but with a resilient track system, most impacts are mitigated. There are only two locations where the vibration or ground-borne noise levels are slightly above the criteria, and that is including a 5-decibel safety factor in the calculations. The 301 Mission site was not projected to exceed this criterion.

The net order-of-magnitude acquisition cost estimate is described in Section 5.6.2.1 of the Draft EIS/EIR. Accepted appraisal techniques were utilized and a consistent approach was applied to each property. The scope of the analysis for the EIR did not encompass an individual appraisal of each property. Thus, a range of anticipated real estate cost was used. The data utilized for

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the cost estimate are from sources often used by appraisers and other real estate analysts, and reflects publicly available information at the time the analysis was performed in August 2001.

The differential in the project cost cited between the Second-to-Main and Second-to-Mission alternatives (both cut-and-cover and tunneling options) of \$32.6 and \$31.2 million, respectively, reflects a variety of variations between these two options, of which the estimated net order-of-magnitude land acquisition cost is but one factor. Given that the presence of underground rail tracks still allows for construction of a building above the tracks, it was reasonable to assume a resale of the site.

As indicated in footnote 5 on page 5-44, "the two properties on Mission Street for the Second-to-Mission Alternative are estimated at \$700 to \$790 per square foot of land area, due to a recent partial transfer of these properties." This was based on publicly available information at the time the analysis was performed and reflects the intention of the acquisition of the site for development, as well as the analyst's view of the transaction in the context of then-current market conditions based upon applying accepted appraisal techniques. It should be noted that the 301 Mission development had not been approved at the time of this acquisition cost analysis.

The difference between Tables 5.6-1 and 5.6-2 reflects acquisition costs (plus premium, relocation and demolition costs) less proceeds from resale. The referenced mid-point costs are the mid-points of the ranges presented in Tables 5.6-1, 5.6-2 and 5.6-3.

Capital costs for the two Caltrain Extension Options included land acquisition and easement costs and were based on the types of construction to be used, the lengths/amounts of excavation required, and the costs to acquire and install the necessary train and station facilities (trackwork, train systems including communications and electrification, platforms, etc.). These costs were based on an evaluation of other similar projects across the country adjusted for the northern California setting. Construction phasing and impacts to business during construction are described and evaluated in Section 5.20 and 5.21.6 of the Draft EIS/EIR.

The change in the visual environment resulting from the two Caltrain Extension options is discussed in the Draft EIS/EIR in Section 5.16.3. As noted, given that both Caltrain Extension options would be underground, the primary visual impacts would be from the demolition of buildings, particularly those buildings deemed historic and contributors to the Second and Howard Street and Rincon Point/South Beach Industrial Warehouse District in Section 5.14, Historic and Cultural Resources. Visual effects from not developing the 301 Mission development are not an appropriate subject for this EIS/EIR.

Please see Response 3.1.2 regarding selection by the Transbay Joint Powers Authority of the Second-to-Main (rather than the Second-to-Mission) Caltrain Downtown Extension Option as the Locally Preferred Alternative. The commentor stated the following:

"the 301 Mission Street project could likely be modified in a feasible manner to accommodate the Terminal portion of the Transbay Project and the Second-to-Main alignment. This accommodation would involve a partial acquisition of the 301 Mission Street project site, significant construction coordination and additional construction costs."

The Planning Commission approved the 301 Mission Street Project on July 31, 2003. At the project sponsor's request, the 301 Mission Street Project was modified to include an alternative that would accommodate the Second-to-Main Caltrain Downtown Extension Alternative. The 301

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Mission Street EIR and project-related approvals and files are on file at the Planning Department, 1660 Mission Street, San Francisco.

4.0 PROJECT ALTERNATIVES – REDEVELOPMENT

Note: Comments 4.1.1 through 4.1.10 all concern public comments on the “Full Build” Redevelopment Alternative. One response is provided to all of these comments, and this consolidated response can be found following Comment 4.1.10.

4.1 SUPPORT FOR “FULL BUILD” REDEVELOPMENT ALTERNATIVE

4.1.1 AC Transit – Kathleen Kelly, Deputy General Manager, Service Development, December 20, 2002

“AC Transit supports the Environmentally Superior Alternative identified on Page S-27 of the EIS/EIR-- the West Ramp Transbay Terminal, Second to Main, Tunneling Option, and Full Build. We believe that the West Ramp alternative strikes an appropriate balance between the needs of bus circulation and the potential for redevelopment in the surrounding area. AC Transit supports redevelopment in the Terminal area as a way to generate both financing for the Terminal and ridership on our service.”

4.1.2 M. Kiesling, Regional Alliance for Transit (RAFT), December 18, 2002

“The redevelopment portion of the project is an excellent example the synergy of land use and transportation. We fully support the Full Build redevelopment alternative. There is no more appropriate place in California, and very few in the country, for this intensity of development. It has been the policy of the City of San Francisco since the 1980's to encourage this type of development between Mission Street and the Bay Bridge. The emphasis on housing only enhances the benefit of the proposed redevelopment.”

4.1.3 Architecture 21, Michael Kiesling, December 20, 2002

“Redevelopment is key to this project, from both a urban design and funding perspective. I support the Full Build Alternative, and would like to see it expanded to other properties in the immediate terminal area that have not yet been redeveloped, and any properties north of Harrison Street that might be needed for construction of the Caltrain extension.”

4.1.4 SPUR – Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

“Toward these ends, our preferred set of options for this project are: ... Selection of a mixed-use development package scaled financially to the cost of the terminal, with proper consideration for urban design issues. This indicates the Full Build option.”

4.1.5 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

“For the record, here are San Francisco Tomorrow's preferred alternatives: ... Full Build Out. With careful planning and urban design and by minimizing the parking requirements, this area can be a model for building a dense but livable urban environment.”

4.1.6 Margaret Okuzumi, BayRail Alliance, Speaker, 11/13/02 Public Hearing

“And then we support the full build, you know, that provides the most return to the project. It makes the most sense. We have this incredible nexus of public transit and land use, and we need to keep that very strong for this project.”

4.1.7 BayRail Alliance, Margaret Okuzumi, December 20, 2002

"Summary of our Recommendations: We strongly support the full build, West Ramp alternatives and bus storage facility location.

"Transbay Terminal Bus and TOD Components: We support the Full Build alternative to take advantage of this transit-rich, prime location. This project provides one of the most phenomenal opportunities for transit-oriented development in the country, and its potential should not go to waste. The affordable housing component will be a significant boost to San Francisco as well."

4.1.8 Richard Mlynarik, Speaker, 11/12/02 Public Hearing

"I think it's imperative the full development program be carried out. This is a premiere site to have transit-oriented development anywhere this side of New York City. It would be an abdication of San Francisco's responsibilities in the region and nationally to put up three- or four-story buildings. I think it's important to note this really is an integrated project. Transbay Terminal for bus service, Caltrain extension is what links them together. It's redevelopment which helps it work and helps the redevelopment work. So I think that's quite clear. This is documented. I encourage you to think of it this way."

4.1.9 Andrew Sullivan, Rescue Muni, December 20, 2002

"Rescue Muni supports the following Alternatives to the Project: ... Full Build Out – we generally support as much Transit-Oriented Development around the site as possible to help increase ridership at the transit facility, and also to improve the project's ability to pay for itself.

4.1.10 Mark Duncan, Askmar, November 18, 2002

"Obtaining the maximum density in the immediate areas around the Transbay terminal makes good sense from a planning viewpoint. It also improves the economics and feasibility of the terminal, and reduces potential taxpayer liabilities."

Response 4.1.1 through 4.1.10. The Transbay Joint Powers Authority (TJPA) adopted in March 2003 the "Full Build" Alternative for redevelopment component of the Locally Preferred Alternative for inclusion in the Final EIS/EIR. The TJPA staff report for this action states the following in support of this selection.

"While this alternative may introduce moderate increases in visual and traffic impacts compared to the Reduced-Scope Alternative, these impacts appear to be far outweighed by the primary advantages of the Full Build Alternative – namely:

- *"It would provide for more intensive land use around the multi-modal transit hub, providing a model for transit oriented development, and*

- *"It would produce more tax increment revenue and proceeds from the sale of parcels currently owned by Caltrans, providing more funds for the new terminal and Caltrain Downtown Extension.*

"In addition, the location of intense development next to a regional multi-modal transit center is likely to reduce the dependency of local residents on the automobile. Vehicular trips on a per-person or per-residence basis should be reduced. While this reduction cannot be readily quantified, it should reduce anticipated traffic impacts from the proposed development.

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Finally, many people commenting on the Draft EIS/EIR expressed their support for this alternative, citing similar reasons.”

Please see Response 4.2.4 regarding expansion of the redevelopment area boundary.

4.2 REDEVELOPMENT AREA LAND USE/URBAN DESIGN/PARKING/ TRAFFIC

4.2.1 Transportation Solutions Defense and Education Fund (TRANSDEF), David Shronbrunn, President, December 20, 2002

"5-9: The Land Use analysis of the Redevelopment Project fails to evaluate the Project's regional land use benefits, which include preserving suburban open space (see 5-122).

"5-122: The land use intensities of the three alternatives listed here are not comparable, making comparisons of impacts invalid. The total development for each of the alternatives be at the ABAG Projections level. Suburban development on the fringes of the Bay Area must be correspondingly decreased. The work done for the Regional Agencies Smart Growth Strategies/Regional Liveability Project Smart Growth Alternative should be very helpful here. We suggest consulting ABAG for guidance as to where to reduce projected suburban development, because they are assembling the Projections for the Smart Growth Alternative. These alternatives then need to be plugged in when re-running the emissions and travel demand models (see 5-49 and 5- 120) and looking at open space consumed by suburban development (see 5-9).

"5-126: Provide additional mitigations for adverse impacts at seven intersections: (1) reduce maximum parking ratios permissible in the Project area, (2) require provision of City Car Share-type service for new development in the Project area and (3) increase local transit service to the Project Area. The best way to avoid congestion is to discourage driving and provide convenient transit. Without parking, the Project Area will not be a destination for autos."

Response 4.2.1 The co-lead agencies agree that concentration of intense land uses in the urban core, as would result from this Project, could provide an opportunity to reduce demand for land in the more suburban areas, but we recognize that this outcome is dependent on a number of factors – overall regional demand, life style preferences, availability and quality of public services and amenities, and housing and commercial lease affordability and competitiveness, to name a few. Overall regional effects of the Project on suburban land use patterns is beyond the scope of this EIS/EIR, but the implications of the intensification of land uses in the centers of the regions' urban areas has been and is expected to be the subject of future study at the regional land use and transportation planning agencies.

One of the proposed Project's goals is to increase both local and regional transit service to the project area so the commentor's suggestion number three would not be a mitigation measure. The Planning Department and Redevelopment Agency are currently examining the requirements for parking and the maximum allowable parking per use may change within the boundaries of the Redevelopment Plan Area when adopted. The recently released *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) state the following regarding parking requirements in the redevelopment area:

"Parking for all new residential development would be required to be below grade, with a maximum of one parking space per residential unit. Developers would be required to separate the cost of parking spaces from the cost of residential units and provide spaces for interested car-sharing programs on site." (Appendix F, Volume I, Final EIS/EIR).

The standard methodology for transportation analysis is to look at three cases: (1) no project – future development and growth, consistent with ABAG forecasts but without the project; (2) project effects – with the project included with the baseline growth, and (3) Cumulative –

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which in this case incorporated future growth along with the proposed planning efforts in the South of Market Area.

Because the travel demand forecasting for all three land use scenarios was done using the San Francisco County Transportation Authority's countywide model which is based on ABAG regional growth estimates, the land use development is consistent and comparable between the projected 2020 existing conditions, 2020 with project, and 2020 cumulative. It is only in the last case where the project forecasts exceeded the ABAG forecasts for San Francisco by about 2.8 percent. This results in a conservative projection for the analysis and may overstate the transportation impacts; however, it would be speculative to try to reduce a portion of the non-San Francisco growth to account for slight over-projection in San Francisco. The forecasting, as set out in the Draft EIS/EIR, is acceptable as a planning tool and for compliance with CEQA and NEPA.

4.2.2 James Wittmann Dear, November 18, 2002

"Overall, the Redevelopment District needs to have a variety of heights, mass, texture, and style. Please not another Embarcadero Center One, Two, Three, Four!"

Response 4.2.2 The redevelopment planning process for the proposed Transbay Redevelopment Project Area will include a rezoning of the publicly owned parcels in the area. The final Transbay Redevelopment Project Area Design for Development Vision will be the basis for this rezoning. The San Francisco Redevelopment Agency recently released the *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003). The draft envisions a mix of high- and low-rise buildings of varying masses on the publicly owned parcels. The redevelopment process will also create a set of design guidelines for development on the publicly owned parcels, and these guidelines will encourage a variety of textures and styles in the area.

4.2.3 Architecture 21, Michael Kiesling, December 20, 2002

"Redevelopment is key to this project, from both a urban design and funding perspective. I support the Full Build Alternative, and would like to see it expanded to other properties in the immediate terminal area that have not yet been redeveloped, and any properties north of Harrison Street that might be needed for construction of the Caltrain extension."

"It would also help the neighborhood if the need for the diagonal exit ramp leading to the intersection of Fremont and Folsom Streets could be re-assessed, as it reduces the development potential for the area by splitting a large lot and creating a dangerous 5-leg intersection."

"Urban Design Suggestions: As the project progresses in design, there are a few items that should be explored. The un-built phase of the Foundry Square project immediately south of the terminal on Howard Street, between First and Fremont, should be integrated into the terminal with mid-block pedestrian access through their building from their planned open space at the corner of the project. The proposed project to the north of the terminal at 301 Mission (between Fremont and Beale) should also be integrated with the project, providing pedestrian access to the mezzanine levels of the terminal. Additionally, auto and truck access to the underground parking should be developed jointly with the terminal development so that only one delivery/parking access point is need for the combined projects. This is key, as Muni will be running many routes on Beale and Fremont Streets to access their new terminal beneath the terminal. Extra driveways will cause conflicts with the Muni, other transit, and autos around the terminal.

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“Finally, provision for an extension of Essex Street should be made beneath the highway ramp as far as First Street. By providing a second approach to the bridge from First, traffic on upper First Street, past Folsom, can possibly be limited to carpools, removing the queued afternoon traffic out of the redeveloping residential neighborhood.”

Response 4.2.3 The redevelopment boundaries proposed in this Final EIS/EIR have been refined to incorporate additional potential redevelopment properties (please see Response 4.2.4). Redevelopment Agency staff is currently working with the California Department of Transportation (Caltrans) on the design of the proposed new Fremont Street exit ramp. Agency staff is proposing to redesign the ramp so that it would have reduced impacts on the development potential of the site on Folsom, Fremont, and First Streets.

Integration of surrounding planned projects, pedestrian ways, and truck access into the new Transbay Terminal will be evaluated as part of the future Transbay Terminal Design activities. The commentator’s proposals will be forwarded to the terminal design team. Redevelopment Agency staff is exploring the possibility of extending Essex Street, but only within the proposed Project Area boundary. Outside of that boundary, the Agency will work with other public agencies to affect changes that would improve the proposed residential character of Folsom Street.

4.2.4 BayRail Alliance, Margaret Okuzumi, December 20, 2002

“We also request that the redevelopment area be extended beyond the present boundaries to include additional parcels that will obviously benefit from the project. This includes the block between First, Second, Mission and Minna. It is immediately adjacent to the terminal, contains a large number of fragmented parcels, and is ripe for development.

“The Cornerstone project and 524 Howard are holes within the redevelopment area within the present terminal bus ramps on which construction has not proceeded. Should redevelopment take place on these parcels in the future, it will be in no small part due to the appeal and utility of the Transbay Terminal facility, and so it is appropriate for these to contribute to the overall redevelopment plan.”

Response 4.2.4 The boundary for the proposed Project Area has been changed to include several parcels between Mission, Minna, First, and Second Streets as well as all of the “holes” in the previous boundary. Please see Figures 2.2-25 and 2.2-26, Volume I, in this Final EIS/EIR. The new boundary also removes several parcels on Second Street between Tehama and Harrison Streets from the proposed Project Area. The boundary was changed based on the co-lead agencies’ analysis of the existing conditions on the parcels in question. Where there is substantial blight, vacant parcels, or development in the center of the proposed Project Area that is adjacent to blight and/or vacant parcels, the parcels in question were included in the new boundary. Development on the edges of the proposed Project Area that does not have conditions of blight was removed in the new boundary.

4.2.5 SPUR, Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

“Chapter 2, Description of Project Alternatives

- “Levels of Redevelopment, p. 2.43
 - o “How does the full build/reduced scope development scenarios relate to the two terminal proposals? The Loop Ramp Alternative has less land available for redevelopment and the

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land will be under greater constraints than the West Ramp Alternative. Thus the EIS/EIR is inaccurate in not comparing development levels for each ramp alternative.

- o "It would be useful to know what the proposed development levels mean in terms of FAR, building height, building separation, and relationship to height and bulk limits of the planning code. Do the development levels spelled out deviate significantly from what is permitted under current zoning?
- o "There are significant differences between the development envisioned in Table 2.2-22 and the illustrative model shown in Fig. 5.16-3. Please clarify.
- "Levels of Redevelopment, Figure 2.2-22
 - o "Some of the development levels seem highly unlikely when compared to parcelization, adjacent land uses, etc. For instance:
 - o "Block #3718: it is difficult to imagine that the shape of the parcel as drawn will support the level of development illustrated.

Response 4.2.5 The full build and reduced scope development scenarios assume the amount of land available under the West Ramp alternative. Under the Loop Ramp alternative, less land would be available and therefore less development would occur.

The redevelopment planning process for the proposed Project Area will include a rezoning of the publicly owned parcels in the area. The final Transbay Redevelopment Project Area Design for Development Vision will be the basis for this rezoning and will be included in the redevelopment plan package that goes to Agency decision makers and the San Francisco Board of Supervisors as they move to adopt the redevelopment plan. The *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) document includes development levels within those evaluated in the Draft EIS/EIR.

Figures 5.16-3, 5.16-4, and 5.16.5 in the Draft EIS/EIR have been replaced with a new Figure 5.16-3, Volume I, in this Final EIS/EIR. This figure provides a simulation of the locations of sites and potential scale of development as envisioned in the *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) produced by the San Francisco Redevelopment Agency. The new figure is designed to help visualize one possible development build-out scenario of the publicly owned parcels within the proposed Project Area. The heights, shapes, and bulk of the development shown in the figure are not meant to be an absolute portrayal of what will be built on these parcels but rather provide a sense of the scale of development associated with the current *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) plan. The Final EIS/EIR states, in referring to Figure 5.16-3, that the figure "is not an actual proposal but a representation of the types and levels of development..." and that "Actual development proposals would be defined and evaluated and undergo individual environmental review, *if necessary*, in subsequent steps of the redevelopment process *to make sure that the individual projects were covered.*"

The *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) currently envisions a mix of high- and low-rise buildings of varying masses on the publicly owned parcels. The development levels as shown in Table 5.1-1 do make changes as to what is permitted under existing zoning and height and bulk districts. Parcels formerly occupied by the Terminal Separator Structure and the Embarcadero Freeway are currently zoned Public (P). All current Public zoning would be changed to C-3 (Downtown Commercial) under either redevelopment scenario and, in a majority of cases, the height and bulk designations would be changed.

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The co-lead agencies acknowledge that Block #3718 will be difficult to develop with its current parcelization. Redevelopment Agency staff is currently exploring options for assembling adjacent parcels to make the block more suitable for development.

4.2.6 William Blackwell, Architect, December 2, 2002

"Page 2-46, Redevelopment Scenarios. BART, Muni, Caltrain, and AC Transit stations, when fully inter-connected, will provide San Francisco with a regional commuter transit facility of unparalleled convenience in the heart of the downtown. Current market conditions notwithstanding, the buildable parcels within a ten-minute walking distance of the Caltrain terminus, the Transbay Terminal, BART/Muni Montgomery and Embarcadero Stations, and even the Ferry Building would ideally be predominantly office space. Office space development within close proximity would give maximum reinforcement to the investment in a regional transit facility. Ten minutes, incidentally, equates to a walking distance of one-half mile at 3 mph, a dimension that should be adjusted for topography.

"The predominantly residential component proposed for both scenarios of the redevelopment activity is appealing because it addresses housing needs, but it has several disadvantages: (1) It displaces office space as outlined above, contributing to downtown sprawl, (2) It brings a new layer of pedestrian and vehicle traffic to an already congested downtown-moving vans, delivery trucks, more taxi and private cars, and on the sidewalks, more seniors, joggers, small children, baby carriages, and pets.

"Housing that will enable more people to live near where they work is an urgent necessity, but there are many parts of the City with residential amenities already in place – schools, shopping, parks and playgrounds – that are far better suited for residential development than is the heart of the downtown. These neighborhoods need only improved transportation to be close to the downtown area."

Response 4.2.6 The full build and reduced scope alternatives both include significant amounts of residential and hotel development. The final *Transbay Redevelopment Project Area Design for Development Vision* will be the basis for this rezoning and will be included in the redevelopment plan package that goes to Agency decision makers and the San Francisco Board of Supervisors as they move to adopt the redevelopment plan. The *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) document includes development levels within those evaluated in the Draft EIS/EIR.

Under the current *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003), most of the proposed Project Area would be zoned to allow for commercial development, including all of the parcels immediately adjacent to the proposed new Transbay Terminal. The publicly owned parcels on Folsom Street, however, are currently envisioned as high-density residential development. Current market conditions, while dire for the office market, were not the basis for this decision. Addressing the city's and the region's housing crisis, making downtown San Francisco a more vibrant place, and providing outbound passengers to the proposed new Terminal and Caltrain Extension were major factors behind the decision to focus residential development on Folsom Street.

In addition, Folsom Street is immediately adjacent to the existing residential development in Rincon Hill and along the Embarcadero. In the City's long-range plans, Folsom Street is envisioned as a residential and retail boulevard linking existing and proposed residential development to the waterfront. So while commercial development can occur in most other parts

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of the proposed Project Area, Folsom Street is currently proposed to be reserved for residential and retail development.

4.2.7 Reed H. Bement, December 9, 2002

"I am writing concerning the draft EIS/EIR for the above projects (hereafter "EIS"). My wife and I have lived on Folsom Street since 1992 and I am a member of the Transbay CAC. The comments which follow relate solely to the Redevelopment Project portion of the EIS.

"The EIS should contain as an additional alternative a proposal for development within or close to the existing height and bulk limits which prevail in the neighborhood of Folsom Street, namely 200-250 feet in height. The two alternatives presented involving buildings 350- 400 feet high are far higher than what presently exists and is allowed. One or more alternatives closer to what presently exists would provide the public and the decision makers with a clearer understanding of what is proposed and its impact.

"The EIS also needs to more fully take into account the combined impact of other projects and plans for the larger South of Market area involved, including the proposed rezoning of Rincon Hill, the two proposed projects for 300 Spear Street and 201 Folsom Street, the Cruise Ship facility, Mission Bay and the Ball Park. For example, although the EIS recognizes that more fire suppression personnel may be required, it does not quantify the need or discuss the financial implications of it.

"With the other proposed 35-40 story towers on the South Side of Folsom Street the need will be obviously even greater. These combined needs, financing, etc. need to be discussed. Similarly, the combined impact of the other projects with this Redevelopment Project needs to be taken into account in the discussion of such issues as traffic, parking, wind, shadows, air quality and visual impact. As to visual impact, it is particularly important that the other projects also be considered in that what is proposed for both sides of Folsom Street is clearly out of proportion to what presently exists and is allowed. What is proposed by these various projects combined, including the Redevelopment Project would drastically alter the character, views and light of the existing and still developing residential community along and close by Folsom Street. The impact of such a drastic change needs to be thoroughly explored in the EIS.

"I also note what would appear to be inconsistencies between Table 5.1-1 and Figures 5.1-2 and 5.1-3. In Table 5.1-1 the Height/Bulk District shown for Block 3739 for both the Full Build and the Reduced Scope Alternatives is 350-S. Figure 5.1-2, for the same block for the Full Build Alternative, shows 400-S for one part of the block and 350-S for the remainder. Figure 5.1-3 for the same block for the Reduced Scope Alternative shows 350/400-U. Similarly, for Blocks 3736, 3737 and 3738, Table 5.1-1 shows 400-S for the Reduced Scope Alternative while Figure 5.1-3 shows 350/400-U.

"The EIS also needs to consider how the needs of the combined project areas for schools, parks, supermarkets and other amenities will be met. With the Planning Department projecting 7750 more residential units than would otherwise be built under its proposed rezoning for the Rincon Hill Mixed Use District, plus over more than 5000 residential units approved for Mission Bay in addition to the 3400 to 4700 more units projected as a result of the present project, an additional population of at least 20,000 people more than would otherwise be expected would be living in this rather small area. The EIS needs to address how the needs of such a large population for parks, schools, retail and other amenities will be met.

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"As the South of Market area is already where most all of the new housing in the City has recently been constructed and will continue to be constructed (e.g. Mission Bay), to allow an even greater percentage of the overall new construction for the City to occur there will adversely affect the quality of life for those who now or hereafter live and work in the area. The much higher density resulting from these projects should be specifically contrasted with the density of other residential areas of San Francisco to provide a meaningful discussion of what is proposed. The type of units to be offered and the anticipated price range need to be included in the EIS so that it can be determined whether there is a realistic need for such units in San Francisco. The large number of units presently available (e.g. Bridge View Towers, Yerba Buena Lofts), as well as those already approved or under construction (e.g. Mission Bay, 333 First Street, 325 Fremont Street, 200 Brannan) should also be factored into this evaluation.

"Over the past ten years a vibrant residential community has developed and continues to develop in the area along and nearby Folsom Street. The neighborhood is not a "clean slate" for someone to experiment on with a design considered appropriate for a theoretical or abstract urban neighborhood. The building of downtown-sized office buildings in this area which are out of proportion to the buildings presently in the area would destroy its intended and existing character. The EIS needs to present a full and fair disclosure and discussion of the many issues raised by this and the other projects mentioned previously so as to enable the public and the various governmental agencies involved to determine whether what is proposed is in the best interests of the neighborhood and the City."

Response 4.2.7 The CEQA Guidelines in Section 15126.6 call for an environmental document to describe "a range of reasonable alternatives to the project or to the location of the project, which would feasibly attain most of the basic objectives of the project. This document satisfies the requirements in NEPA and CEQA for analysis of a reasonable range of alternatives. An alternative such as described by the commentor would not attain most of the basic objectives as set out in Chapter 1 of the Draft EIS/EIR, which discusses the purpose and need for the Project.

The development scenarios are program-level conceptual plans designed to illustrate what could occur within the limits identified. Thus, while the Draft EIS/EIR does not identify lower height limits as an alternative, it does not preclude their consideration. A *Draft Transbay Redevelopment Project Area Design for Development Vision (Draft Transbay Redevelopment Project Area Design for Development Vision (August 2003)* document was recently released by the San Francisco Redevelopment Agency. The vision was developed through a series of public workshops attended by area residents and other interested persons. This process took into account the impacts of the proposed development on Rincon Hill, as reviewed in this EIS/EIR, to assure that no new significant shadow or visual aesthetic impacts on the character of the neighborhood would occur from the proposed development.

The environmental cumulative analysis in the Draft EIS/EIR does examine the combined impact of the proposed redevelopment scenarios with other projects as required by CEQA. For instance, in the traffic and parking analysis for all three components of the project as shown on Table 5.19-5, page 5-123, four conditions were examined – (1) existing conditions, (2) Year 2020 without the project, (3) Year 2020 with the project, and (4) Year 2020 Cumulative, which incorporated other projects proposed (at the time of the Notice of Preparation, i.e., April 2001) including the Rincon Hill rezoning, the South of Market Redevelopment Area Plan and the Mid-Market Redevelopment Area Plan. The transportation analysis for the Transbay Terminal/Caltrain Extension/Redevelopment Plan used the work done for the proposed projects at 300 Spear Street and 201 Folsom Street, as did the analysis for the Rincon Hill Rezoning project. This work was

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done so as to be compatible with the analysis for the Mission Bay, the Ball Park, and the Cruise Terminal.

Table 5.1-1 has been updated as follows: The Height/Bulk District for the Reduced Scope Alternative for Assessor's Block 3739 has been changed to 400-U and all the bulk district classifications under the Reduced Height Alternative have been changed to "U." Additionally, Figure 5.1-2 has been revised to show the proposed 350-S height district on Assessor Block 3739.

For the visual impact analysis, as discussed in Section 5.16.6, Change to the Cityscape, and illustrated in Figures 5.16-3, one possible massing of the proposed buildings along with additional proposed development south of Folsom Street is evaluated and shown. Similar massing representations for the proposed project and other surrounding development were used for the wind and shadow analysis. The discussion of potential views, light and glare can be found on pages 5-100 through 5-104.

Each neighborhood in San Francisco is developed according to policies, and goals and in the context of growth envisioned in the San Francisco General Plan. On a citywide level, the General Plan's Community Facilities element establishes policies, and goals, as well as design and siting criteria for police, neighborhood centers, fire, library, public health, educational and institutional, wastewater and solid waste facilities. Area planning for neighborhoods such as the Transbay, Rincon Hill, and Mission Bay includes the provision of public services such as police or fire within or near each planning area. Although the overall development in the wider area is substantial as noted, the provision of public services would be developed (and funded through increases to the City's tax base) as individual buildings are constructed and a subsequent increase in demand for such services. The San Francisco Fire Department conducts strategic master planning for its facilities. However, at this time, no quantification of potential future financial needs is available. The SFFD would conduct a risk analysis to accurately determine the number of additional fire suppression personnel that are necessary to maintain an acceptable level of service.

The commentor is correct in stating that new housing is being constructed and being planned for the downtown/South of Market area. The "Citywide Action Plan for Housing" has as one of its components a "Downtown Neighborhood Initiative" which calls for a strong and stable housing supply in the downtown neighborhoods. This initiative would "encourage substantial new housing around downtown." New construction and the development of higher density housing than is in other areas of the City is not necessarily an adverse change as stated by the commentor, however, the downtown neighborhood would be different than other areas of the City by design.

As there is little available land in San Francisco to provide the approximate 20,000 new units of housing projected to be needed in the next 20 years, higher densities will have to be developed. When the Planning Department evaluated land availability and suitability for housing it was found that the Downtown/Mission Bay area had the highest potential for housing development.²

The units mentioned by the commentor as presently available will more than likely be occupied at the time the proposed new housing is constructed in the proposed redevelopment plan area. A reasonable estimate is that new housing would not be constructed within the Transbay project

² San Francisco Planning Department, Community Planning in the Eastern Neighborhoods - Rezoning Options Workbook, February, 2003.

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area until 2008 to 2010, as much of the land to be transferred to the City from the State would be needed by Caltrans until that timeframe for the Bay Bridge retrofit project.

The Draft EIS/EIR on pages 7-7 and 7-8 discusses the local context for potential cumulative effects particularly in the area of traffic and notes that the 2020 Cumulative discussion contained in Chapter 5, Section 19.4, incorporated other plans that had been recently proposed at the time of the preparation of the environmental analysis, including the Rincon Hill Rezoning, South of Market Redevelopment Plan, and Mid-Market Redevelopment Area Plan. In the current work for the Community Planning in the Eastern Neighborhoods South of Market Area, the Planning Department is still looking at a number of options for zoning and height districts. All options include a continuation of mixed-use development where “opportunities for housing-both affordable, and market rate and for space for production, distribution and repair activities” will continue to exist.

The proposed Transbay Redevelopment Plan, the Rincon Hill Rezoning and the Downtown Neighborhoods Initiative are designed to provide a comprehensive strategy for strengthening the vitality of the downtown by encouraging a range and mix of housing opportunities to create balanced, livable neighborhoods in and around the downtown core. One of the objectives of the planning for the downtown area is to build on the role of the downtown South of Market area as a diverse and vital place. It envisions the area as a regional center of employment and culture which will build on the historic resources, businesses, cultural organizations and diverse residential population. The goal is to create a livable space with more people residing in the downtown area, a mix of uses and activities, and transit as a truly convenient and reliable alternative to driving.

The publicly owned parcels on Folsom Street are currently envisioned as high-density residential development, not high-rise office development. Current market conditions, while dire for the office market, were not the basis for this decision. Addressing the city’s and the region’s housing crisis, making downtown San Francisco a more vibrant place, and providing outbound passengers easy access to the proposed new terminal and Caltrain extension were the main factors behind the decision to focus residential development on Folsom Street.

In addition, Folsom Street is immediately adjacent to the existing residential development in Rincon Hill and along The Embarcadero. In the City’s long-range plans, Folsom Street is envisioned as a residential and retail boulevard linking existing and proposed residential development to the waterfront. So while commercial development can occur in most other parts of the proposed Project Area, Folsom Street has been reserved for residential and retail development.

4.2.8 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

“It is very difficult to analyze the redevelopment project based upon the data given. We understand that the analysis of Urban Design is not required for this document, but one purpose of this review should be to suggest guidelines and components to be included in the Urban Design Plan for the Redevelopment area. We ask that the following points be included or clarified in that process -and that the Urban Design Plan for the project be completed and widely circulated prior to its adoption concurrent with the redevelopment plan.

“1. Pedestrian enhancement should be a key component of the Urban Design Plan. This includes designing those elements that make circulation easier – wide sidewalks, corner bulbs – as well as determining the type of street wall that will be prevalent in the area.

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"2. Does this plan envision recreating the system of alleys found elsewhere in SOMA, but which were lost when the freeway ramps were built? This document would seem to indicate that this is not the case, but we think it could have many advantages, including breaking up the large blocks, and providing quieter pedestrian thoroughfares.

"3. When will the height and bulk changes listed in Table 5.1-1 (page 5-5) be enacted? We suggest that the process await the preparation of the Urban Design Plan, which we understand is being undertaken now. Since several blocks of the Reduced Scope alternative actually feature taller height limits than the Full Build alternative, a plan could feasibly be adopted that uses a combination of height and bulk from the two alternatives to create the final Full Build alternative.

"4. The Urban Design Guidelines for this project need to include guidelines for reuse of historic fabric and contextual treatment of new buildings when they are juxtaposed with older buildings. The Redevelopment Plan should incorporate the historic preservation components of the General Plan, including Article 11 of the Planning Code.

"5. The new open spaces identified for the redevelopment area must be identified on a map somewhere in this document. Also, assumptions need to be made about the type and intensity of use that would be encouraged or expected at each location, and Design Guidelines developed to suit.

"6. If 1:1 parking is provided for the new residences in this new neighborhood, six to eight floors of parking will be needed for each building. This is a problematic design element. To avoid this problem, parking should be retained separately from the residential units, and any parking provided must be placed below ground level. Also, as noted above, parking should be provided at a ratio considerably less than 1:1...

"The Redevelopment Area shows zero space allocated to parking. This doesn't seem realistic, so it must be an oversight. Please include this information in the project description. We trust that any parking provided will be minimal, and unbundled from the residential component. After all, one result of these projects will be the creation of perhaps the most transit-friendly neighborhood in the country. Including parking, especially at anything approaching a 1:1 ratio, would make a mockery of the project and make the creation of a desirable dense urban environment next to impossible...

"There is no mention of any parking whatsoever for the Redevelopment Area. Figure S-2 and 2.2-22 both give square footages for Hotel, Office, Retail, and Residential uses in this area, but no mention is made of parking. What assumptions were made for the purpose of review in this document? How would a significant reduction in the parking assumptions reduce the adverse traffic impacts determined by this document?

"If 1:1 parking is provided for the new residences in this new neighborhood, six to eight floors of parking will be needed for each building. This is a problematic design element. To avoid this problem, parking should be retained separately from the residential units, and any parking provided must be placed below ground level. Also, as noted above, parking should be provided at a ratio considerably less than 1:1."

"Can you identify on a map the three new open spaces that will be created in the Redevelopment Area, and list the shadow impacts on these areas?

Response 4.2.8 The Redevelopment Agency is currently developing urban design guidelines for the area as part of its Redevelopment Project Area design for development public workshops and series of focus groups with the Transbay Citizens Advisory Committee and other members of the public.

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The recently released *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) document and the design guidelines include plans for pedestrian improvements and alleys take into account the historic fabric of the proposed Project Area. Open space is identified on maps in the *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) document and shown in Section 2.2.4.2 and Appendix F, Volume I, of this Final EIS/EIR.

The proposed changes to the zoning and height and bulk districts would not take place until the official adoption of the proposed Transbay Redevelopment Plan. The new zoning would be based on the final Transbay Redevelopment Project Area Design for Development Vision. The current *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) plan includes a mix of heights, all within the range of the shadow and wind analysis conducted for the Draft EIS/EIR. The plan is expected to go to the decision makers before the end of 2003. Included in the materials that will accompany the proposed redevelopment plan for adoption will be the final Transbay Redevelopment Project Area design for development vision for the area.

The transportation analysis for this project forecasts traffic based on the number of housing units, the number of hotel rooms, and the square footages of office and retail space; therefore, a reduction in the number of parking spaces would not affect the projected traffic impacts for the Project. The potential for secondary environmental impacts as related to parking deficits has been evaluated in the EIS/EIR. Additionally, the square footages in the Draft EIS/EIR do not include parking because parking was not used in determining the land values and tax increment projections for the financial plan.

The assumed total development would include parking at a ratio of less than 1:1. The *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) document and design guidelines address parking ratios. Unbundled parking and a plan to put all of the parking underground is part of the *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) document and design guidelines.

The *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) plan includes two new neighborhood parks in the Transbay area (please see Section 2.2.4.2 and Appendix F, Volume I, of this Final EIS/EIR). These neighborhood parks will be located in zones where housing is focused and where no parks or open space currently exist: the residential zone framed by Main, Beale, and Folsom Streets and the mixed-use historic area east of Second Street. The parks will provide a mix of neighborhood open space and small scale recreation facilities similar to that found in many high-density San Francisco neighborhoods including North Beach, Russian Hill, and Telegraph Hill.

Shade and shadow diagrams for the Project are available for public review by appointment in case file 2000.048E at the Planning Department at 1660 Mission Street, San Francisco. Shade and shadow effects are evaluated in Section 5.1.3, Volume I, of this Final EIS/EIR.

4.2.9 Mary Anne Miller, San Francisco Tomorrow, Speaker, 11/26/02 Public Hearing

"San Francisco Tomorrow's very concerned about urban design and the overall impacts of this project on a part of the city that ought to be friendly to pedestrians. It surely is an opportunity for housing, retail, commercial as well as, of course, for this wonderful new terminal...

"San Francisco Tomorrow has this project, I mean, on a level of the approval as its highest priority. We need to do something about transit, transportation, regional transportation, etc.

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But urban design, you figure, well, maybe the Redevelopment Agency is going to solve all your problems with urban design. However, you want to look for information in documents, really evaluating, as it says three projects, the Transbay Terminal, the Caltrain Extension, the Redevelopment Area.

"Let me take you to two pages in the whole document, pages 242 and 243, and they don't tell you much. They do talk about the Redevelopment Area a little bit. They say there's a full-build alternative and reduced-scope alternative. Then you go to the next two pages. You have a couple of fairly good graphics. You have a chart, anyway – you can't really read it from this – but there's a chart there on 244, and then there's one over here – which I find the most, it's an attempt at being informative. Here's the outline of the Redevelopment Area. But of course, it's so faded you nearly can't see it. All you can see is turquoise squares accompanied by areas that tell you how many housing units, how much this, and how much that. This is not an urban design evaluation. I don't know how I find out whether this is a good project or not. I looked in the back and saw a graphic. I was very hopeful when I saw it. Then I saw it's a computer simulation, here, this isn't coming to you.

"It's not adequate. If it were built that way, it would be a horror. And I think Redevelopment agreed with me when I talked with them on the phone."

Response 4.2.9 Please see Responses 4.2.7 and 4.2.8.

**4.2.10 Jennifer Clary, President, San Francisco Tomorrow, Speaker, 11/26/02
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"One of the difficulties is the extent to which decisions are going to be made based on this EIR. We understand it's a redevelopment area. This is a program-level EIR, but rezoning will still occur based on this. Currently, there's nowhere for the design plan, no picture in the document saying where the FAR is and what it will look like. There are no shade diagrams. You don't understand what the shadow impacts are going to be in the area. There's no urban design plan yet. We understand Redevelopment is behind and that they'll engage someone soon. But we feel there has to be a process in the EIR to have that completed. Either you incorporate a requirement for it in the EIR with some specific requirements, or you recirculate the EIR later, once you have the urban design component completed."

Response 4.2.10 The commentor is correct in stating that this is a program-level EIR and the redevelopment program selected for analysis in the document was a program that was considered to be at the upper range of what the area could reasonably support and what had been evaluated in the previous study of the terminal and the surrounding area under MTC. This redevelopment program was then "translated" into massing scenarios for the proposes of performing the environmental evaluations.

In the Draft EIS/EIR on page 5-15 through 5-19, there is a discussion of the shade and shadowing that could be expected using the two massing scenarios for the two redevelopment alternatives. In the future as sites come up for redevelopment and the Redevelopment Agency receives actual proposals for each of the redevelopment sites, further evaluation will be necessary to see if what is being proposed falls within the massing scenarios as evaluated within the Draft EIS/EIR. If that future evaluation shows that the actual proposals are substantially different, further environmental analysis will be required at that time.

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Shade and shadow diagrams for the Project are available for public review by appointment in case file 2000.048E at the Planning Department at 1660 Mission Street, San Francisco. Shade and shadow effects are evaluated in Section 5.1.3, Volume I, of this Final EIS/EIR.

Please also see Responses 4.2.7 and 4.2.8.

4.2.11 Onnolee Trapp, League of Women Voters, Speaker, 11/13/02 Public Hearing

"We are very happy to see that part of the project does include housing, especially affordable housing."

Response 4.2.11 Comment noted.

4.2.12 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President, League of Women Voters of San Francisco, November 22, 2002

"Page 2-44, Table 2.2-7. There is a huge amount of office space (1,184,590 sq ft) being added to a part of the city in the Full Build alternative that already is mostly office, and the surrounding areas are expected to be developed mostly as offices.

"There is no discussion of the financial impact of NOT building the office space. Although proposed office space is considerably less than residential space, office space will bring many more people into the area, mostly by transit. Tax revenues for office space will be different than for residential space, so there will be multiple impact differences between the Full Build and Reduced Scope. If I were a San Francisco resident, I would want more discussion of this aspect.

"We endorse the inclusion of considerable residential space in the Redevelopment project surrounding the TBT, and the commitment to the affordable housing component.

"Page 5-126-136. Cumulative impacts at seven intersections would be considered adverse and unmitigable. Pedestrian congestion also results in LOS F for eleven corners and two crosswalks. These are serious impacts, and consideration should be given to how streets are used by private cars, commercial vehicles, etc. and to alternatives that limit commercial traffic to nonpeak times.

Response 4.2.12 As shown in Figure 2.2-22 in the Draft EIS/EIR on page 2-45, office space is proposed on only two of the potential redevelopment sites with the largest amount (787,280 sq. ft.) being on Assessors Block 3718 located between Mission, Howard, Main and Beale Streets. This location is adjacent to other existing office space and the Transbay Terminal itself. From a land use perspective, this site is well located for office space. The other site proposed for office is directly to the south on Assessors Block 3739 located between Howard, Folsom, Main and Beale Streets. On this site the lesser amount of office space (397,360 sq. ft.) would be accompanied by up to 1,465 residential units and 98,935 sq. ft. of retail. This was proposed so that there would be a mix of uses in the redevelopment plan area and that the more intense uses would be closer to the current office area and then transition to housing as one moves to the south.

While the full build and reduced scope alternatives both include significant amounts of office and hotel development, the publicly owned parcels on Folsom Street are currently envisioned as high-density residential development. Folsom Street is immediately adjacent to the existing residential development in Rincon Hill and along The Embarcadero. In the City's long-range plans, Folsom Street is envisioned as a residential and retail boulevard linking existing and proposed residential development to the waterfront. So while commercial development can occur in most other parts

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of the proposed Project Area, Folsom Street has been reserved for residential and retail development.

The financial plan assumes that the development, including the office space, will be constructed over the course of the next two decades. The impact of not completing this development would be lower land sale proceeds and tax increment revenue. Thus, if any portion of the proposed redevelopment alternatives is not implemented over time, additional funding for the Transbay Transbay/Caltrain Downtown Extension Project would need to be found from other sources.

The Draft EIS/EIR on page 5-136 does find that in the year 2020, the Cumulative Conditions are projected to experience LOS F for eleven corners and two crosswalks, but the document adds that the Project itself does not cause the LOS F conditions and provides a set of pedestrian mitigation measures that could be implemented in response to these impacts.

The Planning Department, as part of the Citywide Action Plan-Downtown Neighborhoods Initiative, will be looking at a balanced range of transportation choices that will include additional ways to make the streets safe and attractive for those who chose to walk. When the planning effort is completed the outcomes will be implemented within the downtown neighborhoods. The *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) document recently released by the Redevelopment Agency shows in more detail proposed pedestrian pathways and improvements to be implemented by the redevelopment plan (please see Section 2.2.4.2 and Appendix F, Volume I, of this Final EIS/EIR).

4.2.13 Greg Patterson, December 18, 2002

"There are many areas of the EIR that are not clear, and it doesn't specify or limit the kind of development and changes in several cases. This is very concerning, given the potential change to the entire development area, and the influence and political power of large developers whose interests are not necessarily in line with those of the city or its residents.

"Urban Design. The publication of this EIR/S is premature in a number of areas. Only the Caltrain Extension project is sufficiently realized and well developed at this time to warrant publication and comment in this EIR/S. However, impacts associated with the design of the Terminal and the design of the many buildings that will be constructed in the proposed Redevelopment Area which surrounds it are difficult to analyze since there is so little information available at this time.

"Redevelopment Area zoning and height and bulk limits would be widely different in the Full Build and the Reduced Scope scenarios making the impacts difficult to determine (see p. S-8 and Figure S-2 opposite). Furthermore, in a Redevelopment Area, the zoning and height-and-bulk limits can all be superseded. Since the Redevelopment Area has not yet been instituted, so even the boundaries of it as stated in the EIR/S might not be fixed. The City's Master Plan and Urban Design Plan are barely acknowledged in this document.

"Guidelines must be developed to guide the long-term efforts of architects and developers over the many years that the numerous sites within this Redevelopment Area will be under construction. A public process must guide the preparation of these Guidelines. Paramount among the issues that must be addressed in the Guidelines are: reuse of historic fabric and contextual treatment of new buildings when they are juxtaposed with older buildings. The EIR/S does not indicate whether Guidelines will be developed.

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“With so little specificity regarding the Redevelopment Area in the EIR/S, what is shown as a design concept in Figure 5.16-4 on p. 5-101 and Figure 5.16-5 on p. 5-102 is misleading in this official document. These drawings were apparently developed for another project and have nothing to do with this Redevelopment Area about which so little is known. Placing these computer visualizations in this EIR/S document gives the false impression that considerable planning has gone into the guidelines for the Redevelopment Area. These drawings should be removed from the document. It should be acknowledged that so little is known at this time about the Redevelopment Area that the treatment of it in this document is inadequate even for consideration as Program EIR.”

Response 4.2.13 The CEQA Guidelines acknowledge in Section 15004 that, “Choosing the precise time for CEQA compliance involves a balancing of competing factors.” It goes on to say that EIRs should be prepared as early as feasible in the planning process. Because of the complexity of the multiple components of the Project, it was decided early on to do a Programmatic EIR for the Redevelopment component that would look at the impacts of two alternative redevelopment programs absent specific designs but that included massing scenarios for such analysis as shadow and wind.

Actual development proposals will come five to ten years after project adoption when the sites become available for their ultimate redevelopment. Many of the redevelopment sites are not going to be immediately available and will be used in the interim for other uses such as the continuing Caltrans retrofit project and as the Temporary Transbay Bus Terminal. In the future as the sites become available for development, additional evaluation will be done on the proposals to determine if the project falls within the envelope of impacts reviewed in this EIS/EIR and to determine if additional environmental analysis is necessary.

Page S-8 and Figure S-2 are from the Summary Chapter of the Draft EIS/EIR. Because it is a summary, there is a limit to the amount of material that can be discussed. Chapter 2 describes the two Redevelopment Alternatives in greater detail, while Chapter 4, pages 1 through 13 set out the existing conditions for land use and zoning. Chapter 5, pages 1 through 19 discuss the environmental consequences (impacts) of the changes in land use and zoning. These later chapters provide the detail that the commentor found lacking in the Summary chapter.

As part of the Draft EIS/EIR, a review was conducted to assess the Project’s conformity with the following plans and policies which guide land use in the study area: (1) The San Francisco General Plan, with subsequent elements including the Urban Design Element; the Commerce and Industry Element; the Transportation Element; the Residence Element; and the Recreation and Open Space Element, and (2) Local area plans within the General Plan, including the Downtown Plan, the South of Market Plan, the Rincon Hill Plan, and the Northeastern Waterfront Plan.

Other policies were reviewed for the Project’s compliance with respect to the policies and plans of adjacent San Francisco Redevelopment Agency plans. These include: (1) the Rincon Point-South Beach Redevelopment Plan, (2) the Yerba Buena Center Redevelopment Plan, and (3) the Mission Bay North Redevelopment Plan. The proposed development within the redevelopment plan area will be subject to the development restrictions of Proposition M.

As a part of this analysis, the consistency of the proposed Project was evaluated with respect to the General Plan’s urban design goals and policies and policies related to specific Area Plans in and adjacent to the project area.

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The proposed Project is not in conflict with policies contained in these documents. As stated in the Draft EIS/EIR (p. 2-42), the proposed Transbay redevelopment planning efforts represent a long-standing goal of the City and consist of a multi-phased planning process that includes adopting a formal redevelopment area and plan, new zoning and design guidelines for the district, and a capital improvement plan. The EIS/EIR therefore provides information on project impacts, but does not complete the plan.

Given that detailed information is not available at the present time regarding specific designs of individual buildings within the proposed redevelopment area, individual buildings cannot be evaluated with respect to the General Plan's established urban design guidelines. The Draft EIS/EIR does, however as noted above, provides a description of the environmental consequences resulting from rezoning and developing underutilized parcels and instituting new building massing requirements and height limits for the district. These effects are presented with respect to changes in views and changes in the cityscape, potential new sources of light and glare, as well as wind and shadow effects. The Design for Development document for the redevelopment area will provide new land use or zoning designations and design guidelines to control the development of the Transbay Terminal and the associated redevelopment of adjacent underutilized parcels. These design guidelines will ultimately be reviewed with respect to their consistency with the City's established urban design goals and policies and approved by both the San Francisco Redevelopment and Planning Commissions.

Please also see Responses 4.2.4, 4.2.5, 4.2.7, 4.2.8.

4.2.14 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

"Land Use: (Page 2-44). The land use mix assumed is dominantly residential which would provide a desirable balance for the intense job center of San Francisco. The Full Build alternative also includes 1,184,590 square feet of office space...

- "If more office space than "Full Build" is built, consistent with current zoning, how would that affect traffic projections and air quality?"

Response 4.2.14 The environmental document evaluated two redevelopment alternatives, the Reduced Scope with no office and the Full Build with 1,184,590 sq. ft. of office use. If more office space than that evaluated in the Draft EIS/EIR were proposed, it would require additional environmental analysis and could lead to a supplemental or subsequent environmental document. Regarding air quality impacts from increased office space development, the one-hour carbon monoxide concentrations under Project conditions would range from 4.0 to 5.7 parts per million. Eight-hour carbon monoxide concentrations would range from 2.8 to 4.0 parts per million. The California Ambient Air Quality Standards for carbon monoxide is 20.0 parts per million for the one-hour period and 9.0 parts per million for the eight-hour period. Traffic would have to increase by more than twice the amount that was evaluated in the Draft EIS/EIR for carbon monoxide concentrations to exceed the State standards.

5.0 PROJECT ALTERNATIVES - PROPOSED NEW CALTRAIN ALIGNMENT AND TERMINAL LOCATIONS

5.1.1 Mark Duncan, Askmar, November 18, 2002

"Although Muni has no interest, there would be cost savings and reduced total overall environmental impact to the City of San Francisco if the depth of the trench was increased on Second Street from Townsend to Mission, to be sufficient to run Muni on an upper level, and heavy rail on a bottom level. (This would be instead of the proposed Third Street Muni underground line extension.) I would suggest that Muni could make a dogleg from Second down Mission, stopping at the Convention Center, and proceeding down Third for the remainder of the line as planned. In addition, it is my understanding that the mezzanine level of the Transbay terminal could accommodate Muni light rail trains, were this connectivity so desired, and this approach would enable this to happen."

Response 5.1.1 This alternative alignment would require several additional 90-degree turns for Muni's New Central Subway (NCS), and it would not enable the NCS to directly serve the Museum of Modern Art/Moscone Center area. Additionally, the Transbay Joint Powers Authority (TJPA) selected in March 2003 the Tunneling Option for the Caltrain Downtown Extension as the Locally Preferred Alternative. This Caltrain option would no longer be feasible for the commentator's alternative, in that it would require that both projects be constructed using cut-and-cover techniques. The cut-and-cover approach was rejected by the TJPA for a number of reasons including the more severe impacts on the community that is associated with cut-and-cover construction. Please see Response 3.2.1 through 3.2.14.

5.1.2 M. Kiesling, Regional Alliance for Transit (RAFT), December 18, 2002

"We would like to see a modified tunneled alternative studied, involving an alignment approximately 150' west of Second Street. This alignment will "further minimize impacts on historic structures, minimize the distance of mined tunneling by passing under many empty properties, and maximize the potential platform length at the Transbay Terminal."

"Specific revisions to these basic alternatives include:

- "Studying a tunneled alignment approximately 150' west of Second Street
- "Easing the Townsend-Second Street curve for higher-speed operation
- "Altering the throat of the terminal tracks for better operations."

"North of Brannan Street, the tunnel is running deep under the South Park neighborhood. Where it passes beneath the Bay Bridge approach, the opportunity exists for integrating any necessary emergency access and ventilation facilities within the bus storage facility. Between Harrison and Folsom Street, most of the tunnel is under empty properties. From Folsom Street to the intersection of Howard and Second Streets, the alignment is threaded between high rises, ending beneath a large parking lot at the intersection. Almost 60% of this "off-street" alignment is under empty lots or streets, and many of these properties are in public ownership as streets or parks.

"This alignment eliminates the need to acquire and demolish at least 3 properties along Second Street, 201, 205-15, and 217 Second Street. Additionally, since the angle of the tracks in the throat change, it should be possible to avoid 580-586 Howard Street. Three of these are significant historic buildings. This is shown in Figure 3.

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"Once under Second Street, the alignment significantly benefits the operation of the terminal, in either the Second to Main or Second to Mission alternatives. The design allows the throat of the station to begin sooner, allowing longer platforms. Richard Mlynarik has provided comments showing a Second to Mission alignment. I will describe the simpler Second to Main (Terminal Basement Platforms) alignment in this document."

Response 5.1.2 In response to this comment, the co-lead agencies evaluated the proposed alternative generally running 150 feet west of Second Street. The co-lead agencies acknowledge that this alignment has several advantages, but the proposal would pass under two existing, low rise, brick buildings between Harrison and Folsom Streets. Within a portion of this block, the alignment would pass adjacent to two high-rise buildings, and the space between the two structures is only 63 feet wide – about the same width as the proposed Caltrain tunnel. It is the position of the co-lead agencies that construction of the tunnel in sandy soils below the groundwater table would pose an unacceptable risk to the foundations of existing buildings, and therefore this alternative is deemed to not be practicable. Additionally, the Second-to-Main and Second-to-Mission Caltrain Extension alternatives principally follow underneath street rights-of-way and therefore would not require the length and number of underground easements under private property (e.g., in the South Park neighborhood) and the associated risks that would be required for the commentor's proposed alignment.

5.1.3 Transportation Solutions Defense and Education Fund (TRANSDEF), David Shronbrunn, President, December 20, 2002

"TRANSDEF supports the detailed architectural comments of RAFT and Michael Kiesling. Due to the commentor's many years of involvement with the details of a Caltrain rail extension, we are confident that the alignments proposed therein deserve close study as additional alternatives to the two rail alternatives in the DEIS/R."

Response 5.1.3 Please see Response 5.1.2.

5.1.4 BayRail Alliance, Margaret Okuzumi, December 20, 2002

"Summary of our Recommendations: The downtown extension configuration must be modified to accommodate high speed rail. Pursue a modified Second-to-Mission alignment, rather than the Second-to-Main alignment, as the preferred alternative for the downtown extension.

"At the other curves (at Townsend/Second and between Second and the Terminal), we believe that it is possible to make small adjustments to the alignments to reduce their curvature while impacting fewer buildings, where these do not impact long-term operational flexibility. For example, see Figure 3, attached."

"Currently, only the Second-to-Main alignment option has platforms long enough to accommodate HSR. However, the highly curved platforms in the Second-to-Main alignment are seriously flawed and ineffectual in their intended purpose of serving the extra long trains needed for HSR. The proposed curvature would result in unacceptably long gaps between train doors and platforms.

"Reduce Impacts to Multistory and Historic Buildings: At several places along the proposed route, we see opportunities to reduce costs and community impacts by adjusting the alignments to impact fewer buildings.

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"We believe that it is possible to make adjustments to the Second-to-Mission alignment which will clearly establish it as the environmentally superior alternative that results in the fewest business and residence relocations and impacts the fewest historic buildings, while fully meeting the purpose and need for the project. In addition, we note that the Mission Street rail alignment eliminates the need for a third of the tunnel by virtue of extending the train mezzanine level to the corner of Mission and Beale; that savings should be taken into account in the rail alignment alternative analysis.

Response 5.1.4 Please see Responses 3.1.2 and 5.1.2.

5.1.5 William Blackwell, Architect, November 12, 2002

"EIS/EIR Figure 2.3-1, Alternatives Considered and Withdrawn, does not include my proposal. However, if it had been considered, I suppose that the objections would be similar to those given on page 2-50 for the Essex Street stub-end alignment that you pointed out after the SPUR meeting.

"In response to those particular objections, I note the following:

"Although the train platform is not directly under the terminal building, it is nonetheless an integral part of the multi-modal transit facility. Passenger circulation by means of moving walkways and ease of transfer from one mode to another are probably the most attractive features of my plan. Caltrain commuters have direct links not only to the bus terminal but also to BART/Muni Metro at Montgomery Street, a connection that is not even in the consultant's plan. Transfer between AC Transit, Caltrain, and BART is frictionless. Greyhound passengers or BART SFO passengers transferring with luggage have a virtually effortless transfer via the moving sidewalks. Train levels are 25 feet below the surface rather than 50 feet. The plan has one bus level at the terminal that is 20 feet above the street, not two levels that are 40 and 60 feet above the street.

"Escalator travel is reduced by 50 per cent or more. Transfer to street level taxis, buses, limousines, and private cars right at the front door of the bus terminal is a major improvement that is also not in the consultant's plan.

"The orientation of my plan does not allow for trains to pass through the station to a storage track. Instead, three storage/by-pass tracks are provided at the station that are equally accessible to the two platform tracks. One train does not block another. Caltrain at present operates with 12 stub-end platform tracks without "tail" tracks.

"These yards are within two minutes of the stub-end and would be retained in my plan. They would be underground on one level, however, as would all tracks at Fourth & King.

"My research shows that train direction can be reversed without reducing operating efficiency. See the enclosed 'Notes.'"

"Although less grandiose than the proposed, my alternative plan for Caltrain extension is an economical approach that is worthy of consideration. If the terminal design follows consistently, it would have only three levels rather than the proposed 5½ levels and its cost would come down proportionately. This plan clearly benefits the commuter – thereby encouraging transit use – meets all of the requirements of Proposition H, and provides a level of rail service that is more than adequate for the foreseeable future."

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Response 5.1.5 Mr. Blackwell has given considerable thought to his proposed station and train configurations. The alternative does not, however, meet the provisions of Section 2 of Proposition H, which states in part that, "As part of the extension of Caltrain downtown, a new or rebuilt terminal shall be constructed on the present site of the Transbay Terminal serving Caltrain, regional and intercity bus lines, Muni, and high speed rail..."

Additionally, as the commentor notes, the alternative proposal would involve a stub-end train station. While stub-end stations are operated throughout the country and world, the proposed tail tracks included with the refined Caltrain options offer substantial operating flexibility, particularly given that the number of tracks and platforms provided at the site of the Transbay Terminal are constrained by the terminal's site. The commentor's proposed alternative would also have fewer tracks and platforms than either of the refined Caltrain options, thereby reducing the station's capacity and efficiency even further. Finally, the proposed alternative would place the train tracks and other transit operators more distant from each other, reducing the convenience and time involved for transfers in the proposed multi-modal facility.

5.1.6 William Blackwell, Architect, December 2, 2002

"In a letter dated April 16, 2001, to Joan Kugler, EIR Project Manager, I suggested an alternative Caltrain extension plan coupled with underground pedestrian connectors and an efficient terminal design. This alternative offered significant advantages consistent with the primary purposes listed on page 1-1.

"Subsequently, I have amended that document to incorporate results of additional research, and am enclosing a revised version as Attachment No. 1. Many of my comments on this Draft EIS/EIR are with respect to material in this attachment, which, for purposes of identification, I am referring to as the "Blackwell Alternative.

"Attachment No. 2 adds research on reversing direction of Caltrains. Attachment No. 3 is a copy of my suggested alternate plan for the bus levels that was also included in my April 16, 2001, letter to Mrs. Kugler.

"Please give the material in these attachments the same weight and careful consideration that you give the comments listed herein by page number.

"A pedestrian concourse with horizontal passenger conveyors (Blackwell Alternative) from the Transbay Terminal to Montgomery St. BART station puts commuters closer to the center of District C-3E and, in conjunction with a Second Street rail platform, presents an opportunity for sublime pedestrian circulation. Moreover, Montgomery St. has the highest number of entries and exits of the Market Street BART stations (Page 3-8). These connecting links would obviously improve access to bus and rail services for a great majority of transit riders, a primary purpose of these projects (Sec. 1.1). See also Attachment No. 1.

"Page 2-9. Needlessly re-locating the bus levels 40 feet and 60 feet above the street level does not improve public access to bus service, a primary purpose of these projects (Page 1-1).

"Page 2-11. The West Ramp alternative itself should include an alternative that combines on one level the upper and lower bus levels proposed. See Attachment No. 3, a drawing that shows the same number of bus stations, turnout lane, turning radius, etc. on one level that are proposed for two levels. Electronic signboards at the foot of the escalators would let patrons know which of the two platforms to use, and there is no loss in AC Transit flexibility. In the Blackwell Alternative, this bus level would be at the 20-foot level, the west ramp elevation would remain

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essentially as is, and retail would be partially on the street level and partially on the pedestrian concourse level below the street. See Attachment No. 1 for more detail.

"Page 2-36. (a) The Blackwell Alternative deletes the need to acquire 18 parcels of land and demolish eleven buildings for the HSR curve into the Terminal.

"Page 2-47. The reasons given for not renovating the existing terminal building tend to vanish in light of the Blackwell Alternative. Caltrain and high-speed rail are cleanly separated from the terminal; removal of the east bus ramp is still feasible. The single level plan shown in Attachment No.3 could be implemented on the existing bus level. An elegant new roof could be installed over the bus platform. The lower floors plus sub-level (now garage) of the existing terminal offer ample opportunity for revenue-generating joint development. A Minna Street underground concourse link to Caltrain at Second St. and thence to BART Montgomery is a simple addition. Opportunities for major improvements in space utilization, passenger circulation, signage, security, and safety are not precluded. Renovation would require the ablest architects and engineers, but it is certainly not out of the question.

"Page 5-94. The upper elevation drawing shows that the portion of the proposed terminal that crosses over both 1st and Fremont Streets begins about 20-feet above the street level and extends to the terminal roof height of 109-feet. The existing building also begins about 20-feet above street level but is only 40-feet high. The Blackwell Alternative would also have only one level (but of improved design) crossing these streets.

"More than any other single factor, size determines the quantity of materials required for a project. The 'Blackwell Alternative' effectively changes the design of the terminal from 5½ levels to 3 levels without curtailing services. As a first approximation, this is a 45 percent reduction in size that would reduce the consumption of building materials, and the energy required to manufacture and transport the materials, by a like amount. In this case, the opportunity to conserve natural resources and energy by size reduction is very substantial and might well be evaluated in an EIS/EIR concerned with environmental impacts."

"Page 1-28. Table does not show the street vacation procedure that is required for the taking from Minna Street of a ten foot strip (510 feet long) between 1st & Second Streets. Minna Street is only 35-feet wide. This encroachment is unnecessary. Attachment No. 3 shows an alternate one-level plan that accomplishes everything needed within the 155-foot width of the existing State property."

Response 5.1.6 Please see response 5.1.5. While placing the train station away from the terminal creates more flexibility regarding the bus terminal design, the proposal results in a substantially reduced capacity and efficiency for train operations, it reduces the efficiency and convenience for transfers at the new multi-modal facility given the placement of the train station away from the terminal, and it is not consistent with the provisions of Proposition H as passed by the voters of San Francisco in 1999.

5.1.7 Duane Morris, LLP, Oliver L. Holmes, November 24, 2002

"The following comments are submitted on behalf of a consortium of architects, engineers, urban planners and others (the "Consortium") interested in the successful development of the Project. As set forth in letters dated January 29 and February 1, 2002 (Attachments A and B), the Consortium submitted an alternative proposal ("Alternative") for the Project. Although the Consortium's proposal spelled out how the Alternative could save almost a billion dollars in construction cost and considerable time in completion of the Project, the Draft Report does not

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address the Alternative. As set forth below, the Draft Report's failure to evaluate this viable alternative is a breach of the federal and state environmental review requirements for the Project.

"Moreover, given the significance of the Project for San Francisco and the entire Bay Area, it is essential that all reasonable alternatives be reviewed. This is particularly important today because the unusually high cost of constructing and financing the Transbay Terminal as proposed in the Draft Report is likely to doom any prospect of completing this critical link in Bay Area transportation for many years to come.

"AC Transit Dictated Site Selection

"The present Transbay Terminal was built in the 1930's to handle commuter trains from the East Bay. The long narrow terminal with its sweeping ramp structure was designed to accommodate multi-car trains using elevated tracks for easy connection to the lower deck of the Bay Bridge. When trains were removed from the bridge in the late 1950's, AC Transit started bus service to the terminal using the same ramps and station platforms previously used by commuter trains. AC Transit and other bus lines continued to use the terminal without significant alteration, but the 1989 Loma Prieta earthquake made it clear the aging terminal had to be replaced or substantially upgraded to meet modern seismic standards.

"In the early 1990's the City and County of San Francisco and other public agencies studied several alternatives. With the help of a Citizens Advisory Committee, the Main/Beale site next to the present terminal was picked as the best location for a new terminal. On March 4, 1996 the San Francisco Board of Supervisors approved the Main/Beale site as the preferred alternative. Preliminary designs were prepared for a Main/Beale terminal but AC Transit was not happy with the initial layouts. AC Transit then sued the City contending that the Main/Beale site was not adequate for its purposes and that only the present terminal location should be considered. In order to settle this litigation, the Board of Supervisors passed a resolution in February 1999 that backed away from the Main/Beale site and urged the "City and County of San Francisco to work expeditiously with AC Transit "to retain AC Transit bus service at the current Transbay Terminal site." As a result, the Draft Report only considers rebuilding the terminal at its present location.

"Penalties for Reusing Existing Site

"Reuse of the existing site, with its long narrow footprint and extensive elevated ramp structure, creates several problems for design of the new Transbay Terminal. For example, to accommodate AC Transit and the other bus lines, the proposed terminal will be as large or larger than the current terminal (approximately 1300 feet long, 165 feet wide, and almost 100 feet tall) – the equivalent of the Empire State building laid on its side. Like the old terminal, the new terminal will stretch over three major streets (and several alleys), blocking view corridors north and south, and together with connecting ramps dominate the surrounding neighborhood as much or more than the existing terminal. To counter the enormous scale of the new terminal, the exterior is designed as a largely transparent glass cage set in a steel frame. This high tech effort to create an attractive presence for the new terminal may be successful, but is likely to be substantially more expensive than a standard building exterior.

"Furthermore, the long narrow configuration of the terminal is inherently less efficient than a more square-shaped building. First, interior corridors must be added so passenger can get from one end of the terminal to the other-in this case an entire floor (the Concourse Level) is used as a pedestrian walkway connecting the ends of the bus terminal, and a second floor below ground (the Train Mezzanine Level) serves a similar function for train passengers. Transit buildings typically have more efficient centralized circulation areas where passengers walk fewer steps to

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get to their train or bus. Second, long narrow buildings are inherently less efficient because they have a much higher ratio of exterior surface to interior floor space. The proposed terminal would have a perimeter of almost 3000 feet with floors of approximately 215,000 square feet. By comparison a building which is 400 by 600 feet has a perimeter of only 2000 feet but provides 240,000 square feet of space on each floor. In this example, the proposed Transbay Terminal is approximately 60% less efficient than the more compact terminal in terms of the interior floor space created per foot of exterior wall. This of course leads to large differences in construction cost per square foot, particularly in this case where the proposed exterior wall treatment is very expensive.

"The existing site is also a difficult place to put a rail terminal. At a width of 165 feet, the new terminal will accommodate only six train platforms. Moreover, the terminal can only be accessed on tight 500-foot radius curves and does not have room for straight platforms in excess of approximately 1000 feet. This presents problems for California's High Speed Rail Authority which has requested tracks with a radius of at least 650 feet on all curves and station platforms at least 1300 feet in length. The proposed terminal site is at best a marginal fit for high-speed rail, and clearly provides no expansion space for new rail service from the East Bay and beyond. As the Draft Report indicates, in the long run the large majority of terminal patrons will be train riders, especially when rail service to the East Bay becomes available. Unfortunately, the proposed design calls for an enormous investment in facilities for bus riders and comparatively little investment for rail passengers.

"Finally, reusing the old terminal site adversely impacts the Project's development prospects. The old terminal site along Mission Street has the highest development potential because height limits in that area are 400 to 500 feet providing the greatest density and value for development. However, the proposed terminal design precludes most development along Mission Street. Instead, the Draft Report proposes a substantial change in San Francisco's zoning, moving high rise development two blocks south along Folsom Street:

"[The Project] would change the zoning... to allow for development of greater heights- up to a maximum of 400 feet on the north side of Folsom Street – 200 feet higher than is currently permitted.' (Report, p 5-97).

"It is unclear whether the City would allow this rezoning because to do so would permanently change the character of the neighborhood along Folsom Street. Without it, however, redevelopment would generate considerably less money to pay for the terminal.

"Advantages of Main/Beale Site

"The City and the Citizens Advisory Committee originally chose the Main/Beale site because it has several important advantages. One of the most obvious is that it is a largely vacant site on which a new terminal can be quickly constructed while the old terminal stays in operation. This eliminates the need to build a temporary terminal and ramp for use while the old terminal is torn down and rebuilt, thereby saving considerable time and tens of millions of dollars in construction cost. Most important, it is an efficient site on which to locate a new terminal because of the larger, almost square blocks between Main and Beale and Folsom and Mission. At 300+ feet in width, the site can accommodate up to 10 train platforms, including two 1300-foot long platforms required by high-speed rail with no sharp curves in the approaching track. It is closer to the Embarcadero Bart/Muni Station, making an underground pedestrian connection between the terminal and Bart/Muni feasible. Because of its North/South alignment the Main/Beale site requires shorter, less costly ramps to connect buses to the Bay Bridge, and a shorter tunnel connection for Caltrain. Finally, the Main/Beale site maximizes development along Mission Street

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as called for by the City's Master Plan, and retains existing zoning along Folsom Street. Further details of the Main/Beale Alternative are provided in Attachment C.

"One and a Half Billion Dollars in Savings

"The Draft Report estimates the Transbay Terminal Project will cost approximately two billion dollars to construct and another billion to finance, or three billion dollars total. The Alternative is estimated to cost somewhat more than a billion dollars to construct, and perhaps another half billion to finance for a total cost of just over one and a half billion dollars. It is easy to see where the savings are:

"1. The Alternative avoids approximately \$30 million in construction cost by eliminating the temporary terminal and ramps.

"2. Permanent ramps for the Alternative design are much shorter and simpler, saving \$100 to \$200 million, depending on which ramp design is selected for the proposed terminal at the existing site.

"3. The Alternative terminal is much more compact, reducing exterior size while preserving usable space within the building. Moreover, because the Alternative design has a smaller impact on the neighborhood (only a pedestrian bridge crosses one major street) there is less need for an expensive facade treatment. As a result, as much as \$300 million can be saved in constructing the terminal building.

"4. Caltrain's connection to the terminal is shorter and easier, reducing costs for the rail portion of the project by approximately \$200 million.

"5. The Alternative design allows development of more valuable land along Mission Street, increasing the project's total revenues by some \$50 million.

"Finally, financing costs for the Alternative are greatly reduced, not only because construction costs are much lower to start with, but also because revenues would be available from development and other sources to pay approximately half these costs at the time of construction. As a result the total debt to be financed would be closer to half a billion dollars under the Alternative, versus a billion and a half-dollars under the project as proposed in the Draft Report.

"Limited Funds Available

"The higher cost of the terminal proposed in the Draft Report might be ignored if funds were readily available for the Project. However, just the opposite is true. As acknowledged in the Draft Report, a final financing plan cannot be offered at this time because sufficient sources of funding cannot be identified. The Draft Report suggests that future revenue sources may develop at state and local levels, but these are dependent on factors beyond the Project's control. The Draft Report also proposes to pay approximately twenty percent of total costs through Passenger Facility Charges (PFC's) of \$2 to \$3 per day collected from each commuter using the terminal – a novel concept for a local transit project – which would increase by fifty percent commute costs for a typical AC Transit rider. Finally, the Draft Report suggests approximately \$600 million could be borrowed from the federal government under its TIFIA loan program, but it is unclear what additional source would be used to repay the TIFIA loan. In summary, the level of available funding is adequate for the Alternative but not for the three billion dollar project proposed in the Draft Report.

"Conclusion

"AC Transit's position is that it likes the current Transbay Terminal and sees no urgent need for change, except for a seismic upgrade to be paid for by the State. If forced to move, AC Transit will only approve a new facility that meets all its demands regardless of cost – a Taj Mahal for buses. The result is an enormous white elephant that is neither functional nor financeable, which

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is perhaps the outcome intended by AC Transit from the outset. Fortunately, the environmental review laws that apply to the Project do not permit AC Transit to play dog-in-the-manger and frighten away competing alternatives with lawsuits and similar behavior.

"Instead, federal and state regulations require the consideration of all viable alternatives as a precondition to project approval. We therefore request the Alternative be fully evaluated prior to completion of the final Environmental Impact Statement/Environmental Impact Report for the Project."

Response 5.1.7 Federal guidance for preparing and processing environmental and 4(f) documents (Technical Advisory T6640.8A) which was followed in preparing the Draft EIS/EIR, states that a "draft EIS must discuss a range of alternatives, including all "reasonable alternatives" under consideration and those "other alternatives" which were eliminated from detailed study (23 CFR 771.123(c))." The Draft EIS should include "a concise discussion of how and why the "reasonable alternatives" were selected for detailed study and explain why "other alternatives" were eliminated."

The CEQA Guidelines Section 15126.6 also states that "An EIR shall describe a range of reasonable alternatives to the project, or to the location of the project, which feasibly attain most of the basic objectives of the project..." The section goes on to specifically say "An EIR need not consider every conceivable alternative to a project."

Chapter 2 of the Draft EIS/EIR and Chapter 2, Volume I, of this Final EIS/EIR have sections detailing the selected "reasonable range of alternatives" and include a section entitled "Alternatives Considered and Withdrawn."

The commentor's proposed alternative is inconsistent with Proposition H passed by the San Francisco voters in 1999, which states in Section 2 that, "As part of the extension of Caltrain downtown, a new or rebuilt terminal shall be constructed on the present site of the Transbay Terminal serving Caltrain, regional and intercity bus lines, Muni, and high speed rail..."

The commentor correctly notes that the placement of a new terminal on the block between Howard, Main, Folsom and Beale Streets (known as the Main/Beale site) was studied a number of years ago. Until February 1999, that site was the City's preferred location. As noted in the Draft EIS/EIR, Chapter 2, Section 2.3, "Alternatives Considered and Withdrawn" (page 2-47), in February 1999, the San Francisco Board of Supervisors passed a resolution repealing its prior endorsement of the Main/Beale site for a new terminal and urged the retention of the bus service at the current Transbay Terminal site. The resolution urged "the City and County of San Francisco to work expeditiously with AC Transit, the Metropolitan Transportation Commission (MTC) and Caltrans to retain AC Transit regional bus service at the current Transbay Terminal site."

In addition, a cooperative agreement transferring state-owned properties to the San Francisco Redevelopment Agency and the Transbay Joint Powers Authority (TJPA) has now been signed by the City and County of San Francisco, the TJPA, and Caltrans. This agreement prohibits use of the current terminal site for private development. Finally, it should be noted that the MTC study did generate a regional consensus among the participating agencies throughout the region (Caltrans, AC Transit, Golden Gate Transit District, Muni, the City and County of San Francisco, the Peninsula Corridor Joint Power Board, and SamTrans) for a new terminal on the site of the current Transbay Terminal.

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Thus the alternative proposed by the commentor would be inconsistent with Proposition H and with the stated policies of the City and County of San Francisco Board of Supervisors. It could not be implemented under the provisions of the cooperative agreement transferring state owned property to the Redevelopment Agency and TJPA, and it would be counter to the regional consensus emanating from the 2000 MTC Terminal Study.

The existing terminal site has historically demonstrated an ability to accommodate a large volume of rail passengers as well as its suitability for bus operations. Combining these two modes and the opportunity for Muni subways, while preserving the large Main/Beale parcel for development are a few of the many reasons the existing site has been selected.

The proposed terminal and the existing terminal share the same general rectangular shape that has proven capable of serving 26 million passengers in the 1940s. The new terminal will have the capacity to serve an even greater number. The rectangular shape allows for multiple points of access from the street grid which in turn provides convenience to the commuter whose origins will vary as the areas develops. The concourse level serves both as a means of circulation as well as providing floor space for joint development opportunities. The long platform features a significant benefit for passengers: the ability to access multiple buses and bus lines from a single level. This creates a much better passenger terminal than one requiring passengers to constantly check from which platform the next bus departs. This is especially significant given that several AC Transit transbay bus lines "branch-out." From an operational perspective, the terminal is well-designed and functions well operationally, with adequate independent movement and passenger facilities.

The architectural design of the terminal is in the conceptual stage, but a current architectural goal incorporates the desire to optimize natural light sources as well as provide an inviting and exciting atmosphere that visually connects with the surrounding City – hence the concept currently under review.

The co-lead agencies have refined and enhanced the train station concepts to improve train operation efficiencies and lengthen the train platforms to better accommodate longer high-speed rail and commuter trains (please see Response 3.1.2). Early in the process, the California High Speed Rail Authority worked directly with suppliers of European and Japanese high-speed trains to identify acceptable curve radii. The co-lead agencies have met the identified minimum radius requirements for the train designs contained in the Draft EIS/EIR and for the recent refinements. Moreover, California High Speed Rail Authority staff participated in the review of the two refined options and concurred with the selection of the Second-to-Main Options as the train component of the Locally Preferred Alternative.

The commentor asserts that the location proposed by the commentor would increase revenues. Without any backup financial data, it is not possible to know what assumptions or baseline financial data is being assumed. While the veracity of the stated financial savings of the Main/Beale site is not known at this time, the commentor's financial analysis fails to acknowledge the reduction in development value on one of the most, if not the most, highly valued properties in the study area – namely the Main/Beale site.

The commentor's claim that shortening the project alignment could reduce project costs by \$200 million looks only at one component of project costs. Without preparing a complete cost estimate for the proposed new alignment, and particularly without evaluating potential difficulties for the proposed alignment, the estimated savings are not considered particularly meaningful.

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The co-lead agencies have continued to review opportunities for reductions in Project capital costs, and the costs have been successfully reduced from the Draft EIS/EIR by \$147.3 million in 2003 dollars (please see Chapter 2, sections 2.2.1.9, 2.2.2.4, and 2.2.3.5). In addition, a value engineering task will be undertaken during the design phases of the Project, as shown in Figure 5.20-8, Volume I, of this Final EIS/EIR. Correspondingly, additional funding sources are being identified and proposed funding sources solidified. This Final EIS/EIR contains a refined financial plan reflecting these activities (please see the revised Chapter 6, Volume I, of this Final EIS/EIR). In response to this comment, the co-lead agencies have revised the PFC assumptions in the financial plan as shown in Chapter 6, Volume I, of this Final EIS. The plan assumes PFCs of \$0.75 for Caltrain riders, \$0.25 for AC Transit riders, and \$2.00 for high speed rail patrons.

The commentator is correct in that both of the proposed redevelopment alternatives call for changes to the zoning and height and bulk districts. As the City is the project sponsor for the new terminal and the redevelopment plan, the zoning changes – including changes to the height and bulk districts – would be proposed as amendments to the planning code and zoning maps. In coordination with the Redevelopment Agency and this proposed Transbay Terminal Redevelopment Project, the Planning Department is rezoning Rincon Hill and revising the existing Rincon Hill area plan and surrounding areas South of Market as part of the Eastern Neighborhood Community Planning and Downtown Neighborhoods Initiative (including urban form, height, bulk, open space, streets, etc.) These policies and rezoning will be fully coordinated with and support the Transbay redevelopment.

6.0 CONSTRUCTION IMPACTS

6.1.1 U.S. Environmental Protection Agency, Lisa B. Hanf, Manager, Federal Activities Office, December 2, 2002

"While we have not identified environmental impacts requiring substantive changes to the document, we have identified opportunities for improving the air quality mitigation measures proposed during the construction phase of the project. Our comments are listed below.

"Air Quality - Construction

"The DEIS includes several excellent mitigation measures for air quality emissions generated during construction (p. 5-179). Because air quality impacts are of increasing human health and environmental concern, EPA recommends taking steps to reduce air quality impacts to the greatest extent possible. In addition to these mitigation measures, EPA strongly recommends that the Final Environmental Impact Statement (FEIS) address the following air quality issues:

- "Identify sensitive receptors in the project area, including transit users.
- "Include mitigation measures that detail how diesel emissions will be minimized for each phase of project construction, such as the use of electrically-powered equipment or alternative fueled machinery, where feasible. Where diesel-powered equipment is necessary, keep machinery well tuned and minimize unnecessary idling.
- "Address how traffic congestion related to project construction can contribute to increased levels of carbon monoxide, especially at already congested intersections.
- "Identify additional mitigation measures that will be implemented during high winds and smog alert days."

Response 6.1.1 Sensitive receptors within 500 feet of the proposed bus storage facility are identified in the supplemental air quality analysis.³ These sensitive receptors include residences, parks, and schools (please see air quality section in the consolidated Response 2.7.1 through 2.7.38).

Given selection by the Transbay Joint Powers Authority of the Second-to-Main, Tunneling Option for the Caltrain Downtown extension as the Locally Preferred Alternative (LPA), sensitive receptors along the Caltrain Extension alignment subject to air emission impacts during construction would primarily be located in areas for which cut-and-cover construction is proposed. This includes along Townsend Street between Seventh Street and just east of Third, along Second Street from Folsom Street north to the Terminal, and along Main Street south of the terminal to Harrison Street. Only a limited number of sensitive receptors exist in these cut-and-cover areas, including one residential parcel along Townsend, a new hotel and residential development on Second Street north of Folsom to Howard Street, and residential development north of Howard Street on the east side just north of the curve leading into the terminal.

Current conceptual designs for the Transbay Terminal include a physical separation between bus patrons' waiting areas and bus loading area, with bus loading areas located in areas with natural open air circulation. This list has been added to the Construction Air Quality Section of the Final EIS/EIR.

³ Terry A. Hayes Associates, LLC, *Transbay Terminal Improvement Project: Bus Access and Storage Supplemental Air Quality Impact Analysis*, March 2003.

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Selection of the tunneling option as the LPA also substantially reduces the vehicular traffic impacts associated with the Caltrain extension construction compared to cut-and-cover option. Use of tunneling substantially reduces the need for street closures and detour routes.

Detour routes have been selected for the remaining cut-and-cover portions of the alignment, and haul routes have been identified for removal of building demolition and excavated materials. Haul routes were selected to minimize traffic impacts from truck movements (please see Section 5.21.2, Volume I, of this Final EIS/EIR.). Removal of the tunneling materials will principally occur near the Fourth and Townsend yard, which has direct access to the I-280 Freeway. Given the tunneling approach and the selection of haul routes to minimize traffic disruption, the effects on local traffic congestion are deemed to be minimal. Correspondingly, increases in localized vehicular air emissions resulting from construction vehicles will be minimal. During construction, it is anticipated that approximately 62 one-way truck trips per hour (or 31 round trips per hour) would occur under the worst-case scenario, i.e., a cut-and-cover Second-to-Mission option with all phases occurring simultaneously. Even under this worst-case scenario, this truck traffic would not change the level of service on the affected roadways. Thus, increases in pollutant emissions from construction vehicles would be minimal. Please note that the LPA includes the Second-to-Main tunneling option, which would have 20 percent less excavated material and would therefore have fewer trucks on the roadways during construction. For additional discussion regarding truck traffic impacts during construction, please see Section 5.21.2.1, Volume I, of this Final EIS/EIR.

The following mitigation measures designed to minimize diesel emissions during construction of the proposed Project have been added to the mitigation measures previously included in Section 5.21.9 of the EIS/EIR:

As part of the contract provisions, the project contractor would be required to implement the following measures at all project construction sites:

- *Minimize use of on-site diesel construction equipment, particularly unnecessary idling.*
- *Shut off construction equipment to reduce idling when not in direct use.*
- *Where feasible, replace diesel equipment with electrically powered machinery.*
- *Locate diesel engines, motors, or equipment as far away as possible from existing residential areas.*
- *Properly tune and maintain all diesel power equipment.*
- *Suspend grading operations during first and second stage smog alerts, and during high winds, i.e., greater than 25 miles per hour.*

**6.1.2 Golden Gate Bridge District, Alan R. Zahradnik, Planning Director,
November 19, 2002**

"EIR Comments/Construction Impacts

- "District would appreciate if traffic control plans, cited on page 5-139, could also be developed in conjunction with District staff. All short- or long-term construction detours and street closures will affect traffic conditions and GGT schedule reliability. Ultimately any prolonged effects on schedule reliability and the continued availability of bus stops near TTT have the potential to decrease the attractiveness of GGT bus service as an alternative means of transportation to and from San Francisco.
- "Figure 5.20-8 (page 5-161) presents an estimated construction phasing for the TTT project. It estimates construction of off-site storage facilities and access ramps during the fourth and fifth years of construction. District requests construction of the off-site storage facility be

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initiated as soon as possible after this site becomes available subsequent to Caltrans' seismic retrofit project in order to address GGT permanent midday storage needs in San Francisco."

Response 6.1.2 The request by GGT to participate in the development of street traffic control plans will be communicated to the planning and design team for the new terminal for coordination with other City agencies such as the Department of Parking and Traffic and ISCOTT (Interdepartmental Staff Committee on Traffic and Transportation). The construction schedule in this Final EIS/EIR has been revised (please see Figure 5.20-8 in Volume I). The schedule reflects the availability of the off-site bus storage site based on the construction schedule of Caltrans' Bay Bridge West Approach Seismic Retrofit Project.

6.1.3 James Wittmann Dear, November 18, 2002

"Construction impacts to streets (Table 5.21-3) do not address the mid-point access for construction of the tunnel on Second Street near Brannan Street mentioned in the last paragraph on page 5-155 (5.20.2)."

Response 6.1.3 Present plans for the proposed construction site at Second and Brannan Streets involve construction of a tunnel access shaft in Second Street north of the intersection of Second with Brannan Street. Excavation for the tunnel access shaft is expected to be 60 to 65 feet wide, requiring closure to through traffic for approximately one month of Second Street between Brannan Street and Bryant Street. After the excavation is complete, the shaft would be decked to allow two lanes open on Second Street at all times. The excavation will be positioned so that excavated material from the tunnel access shaft would be loaded onto trucks stationed along the northern edge of Brannan Street. The loaded trucks would then proceed westbound along Brannan Street to their designated disposal destination. This arrangement would allow three to four lanes of traffic to remain open on Brannan Street over the duration of tunneling. Every effort would be made to keep the duration of any full street closures very short and to have the work performed, to the extent possible, on weekends.

Through use of street decking at this site, it is anticipated that at least two lanes of traffic will be open along Second Street and three to four lanes of traffic open along Brannan Street during the weekdays, although complete closure of Second Street just north of Brannan Street may occur for a one-month shaft excavation period. Table 5.21-2 in Section 5.21.2.4, Volume I, of this Final EIS/EIR presents results of detours to Third Street that would result from construction closures of Second Street during the optional cut-and-cover operations. The results projected for Second Street in the blocks between Bryant and Brannan and Brannan and Townsend show that at least LOS D would be maintained on the detour during the PM-peak period. This would be the worst case for the total closure of Second Street. With at least one lane open in each direction on Second Street, thus serving local and through traffic during the primary construction condition for the tunnel option, the projected level of service level of service at the Brannon/Second intersection would be LOS D. No left turns would be permitted at the intersection during the periods of heavy traffic, requiring partial use of the detour to Third Street discussed in Section 5.21.2.4 of the Draft EIS/EIR and in Volume I of this Final EIS/EIR. On-street parking would be prohibited on the east approach/exit of Brannan Street during hours with construction activity and on the north approach/exit of Second Street for the duration of the use of the shaft.

6.1.4 Matthew Morrison, December 17, 2002

"I am a resident of 246 Second Street in San Francisco, and would like to make some comments on the draft EIR for the Transbay Terminal/Caltrain downtown Extension/Redevelopment Project.

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I have lived on Second Street for 2 years, and I believe this project will bring many benefits to the area. However, I would like to make the following comments:

- "Please be aware that although there are many businesses in the area, there are also a number of residents. Too often in the past, construction projects have been given permission to operate at night, unaware that there are people living in the area. As the project progresses, I hope you'll keep in mind that this is a mixed-use neighborhood, and that people live here..."
- "I hope you'll reconsider the location of one of the staging areas from Howard and Second. That is only half a block from 246 Second Street, and the noise, especially at night, will be extremely disruptive..."
- "If it is necessary to close Second Street to all traffic, I hope there will be provisions made to provide parking to the residents who will not have access to their parking garage. This will be a major inconvenience..."
- "There are a number of mentions of daily cleanup (such as watering down the dust and cleaning up contraction debris). However, a construction project of this size will greatly impact the buildings nearby, and I hope there is some provision for a through power washing and or painting of 246 Second after the project is completed, as I am sure its appearance will be adversely affected by the construction dirt and debris."
- "I understand that state-of-art building techniques will be used. However, I am concerned that all the digging and impact so near our building may weaken its foundation and potentially cause some problems during an earthquake. I hope the city is fully aware of the risks and is ready to mitigate any possible problems caused by the construction to the structural integrity of 246 Second Street."

"As the project progresses, I am sure there will be a number of issues that will arise. I sincerely hope that we can work together to make this project a success and that you will be sensitive the needs and concerns of the people who make this neighborhood their home."

"In section 5.21.10.1, there is a mention of noise measurements done at our building, which recorded a reading of 57dBa. However, this measurement was taken during evening rush hour- perhaps the noisiest time of day. At night the area is much quieter, and I hope a more accurate measurement of the noise levels will be taken and used as the basis for enforcing the noise ordinance."

Response 6.1.4 The co-lead agencies are aware that the Second Street corridor and area contains a mix of land uses, including residential areas as detailed in the EIS/EIR land use Sections 4.1 and 5.1, Volume I, of this Final EIS/EIR. Construction noise varies greatly depending on the construction process, type and condition of equipment used, and layout of the construction site. Many of these factors are traditionally left to the contractor's discretion, which makes it difficult to accurately estimate levels of construction noise. Mitigation measures are outlined in Section 5.21.10.2, Volume I, of this Final EIS/EIR regarding construction noise mitigation. These measures will be made a part of the construction contracts to minimize the noise impacts during construction.

Access to parking garages and other driveways will be maintained during construction. Temporary closures of a few hours at a time to install piling, plating, and so on, will be coordinated in advance with driveway users and with provisions for emergency access.

An additional mitigation measure has been added to the Construction Air Quality, Section 5.21.9 of the Final EIS/EIR (Volume I) stating that, "Upon completion of the construction phase, buildings with visible signs of dirt and debris from the construction site shall be power washed

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and/or painted (given that permission is obtained from the property owner to gain access to and wash and/or paint the property with no fee charged by the owner)."

The tunnel alignment passes close to the existing sidewalk at the referenced location. The construction of the shoring system will be designed with the objective of controlling ground deformations within tolerable limits. This type of construction is not unique to this Project. It has been used on many projects all over the world including downtown San Francisco. Technology is available that can provide adequate protection to the existing buildings, so that their structural integrity is not affected.

A series of proposed community outreach and communication procedures during construction are outlined in Section 5.20.1, including personnel strictly dedicated to construction period community outreach, an outreach office in the construction area, and dissemination of information in a timely manner regarding anticipated construction activities.

Noise measurements at 246 Second Street were used to estimate the 24-hour noise exposure using methods outlined in the Federal Transit Administration's noise analysis guidance manual. This estimating method accounts for the typical fluctuations in noise level over a day, and has been found to be accurate in estimating noise levels for an entire day.

6.1.5 Titan Management Group, Michael Alfaro, Vice President, December 12, 2002

"Construction Period Access: The Environmental Document states that if the cut and cover method of tunnel construction is utilized, there will be block-by-block closures on Second Street. A chart describing the driveways and streets temporarily blocked by construction mistakenly states that only a delivery entrance at the Clocktower would be blocked. Obviously, the Clocktower has not been provided with the detailed plans for the closure of the Second Street, but it would appear that a driveway entrance would be blocked as well. This driveway provides access to parking both in an exterior lot and in an underground interior lot. This driveway also provides emergency access/egress in the event of a fire or other emergency.

"The Environmental Document should correctly assess the impacts on the Clocktower. If the street closure will prevent access to parking, even temporarily, that impact must be fully mitigated.

"Construction Period Noise and Vibration: The Environmental Document presents a qualitative analysis of the noise impacts, and apparently concludes that the construction phase noise impacts would be significant. The mitigation measures that are proposed, however, are so vague and ambiguous as to be unenforceable. They include such things as "conduct noise monitoring," "conduct inspections and noise testing of equipment," "implement an active community liaison program." Specific quantitative noise limits should be stated for each period during the day.

"The Environmental Document states that noise waivers may be obtained to allow nighttime construction. It also states that "it is not anticipated that the construction documents would have specific limits on nighttime construction (page 5-185)." There will apparently be no limits on the use of jack hammers, hoe-rams and pile drivers before 10 p.m. This will significantly add to the noise in the area. Mitigation measures could easily be developed preventing the use of such extremely noisy equipment unless a specified standard of necessity were met.

"A meaningful noise mitigation program could do much better than this. It could set forth specific showings that must be made in order to justify nighttime construction. The proposed

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mitigation measures contain none. It could set forth noise limits in the event nighttime construction is necessary. The proposed mitigation measures do not. It could prohibit the use of certain equipment at night. The proposed measures do not.

"The mitigation plans states that contractors will be required to "use equipment with effective mufflers." What is an "effective" muffler? This is so vague as to be meaningless. Additionally, there is often an electric alternative to diesel-powered equipment. There is no requirement to use electrically powered equipment when it is available.

"The Environmental Document acknowledges that construction vibration effects can damage historic buildings. It states that a study has been done showing that no damage will occur due to construction vibrations. This study is not presented, and so it is impossible to evaluate."

Response 6.1.5 The Transbay Joint Powers Authority adopted in March 2003 the tunneling option for the Caltrain Downtown Extension as the Locally Preferred Alternative for inclusion in this Final EIS/EIR. Closures of Second Street identified in the Draft EIS/EIR for the cut-and-cover Caltrain Extension option are therefore not anticipated to occur, and there would be no effects on the Clocktower's access from the selected tunneling option. Air emissions, noise and vibration, visual, safety, and other construction related impacts associated with the cut-and-cover construction option for the Caltrain Extension would not occur at the Clocktower location under the tunneling option. Moreover, the off-site bus storage facility noise walls would be constructed in advance of the construction of the permanent bus storage facility under the west approach to the Bay Bridge.

The construction noise would have to comply with the San Francisco noise ordinance. This ordinance provides limits on noise levels from construction equipment and recommends mufflers and shielding for some types of equipment. The document also states that the contractors would have to work with the Department of Public Works (that enforces the noise ordinance) to develop an acceptable approach to balancing interruption of the business and residential community, traffic disruptions, and minimizing the total duration of the construction.

Construction noise varies greatly depending on the construction process, type and condition of equipment used, and layout of the construction site. Many of these factors are traditionally left to the contractor's discretion, making it difficult to accurately estimate levels of construction noise. A number of construction noise/vibration mitigation measures are outlined in the Section 5.21.10.2, Volume I, of this Final EIS/EIR and will be incorporated into the construction contracts to minimize noise and vibration impacts during construction.

Information on damage from construction activities is presented in the construction noise and vibration section of this Final EIS/EIR, Section 5.21.10, Volume I. Typical construction processes do not generate vibration levels high enough to cause damage, even to historic buildings.

Two activities that can generate high vibration levels are pile driving and controlled detonation. Recommendations are given for both these activities in the technical report. As stated in the Final EIS/EIR, pile driving should be done no closer than 250 feet from sensitive structures.

As noted above, under the tunneling option, construction of the Caltrain tunnel in the vicinity of the Clocktower would be underground and deep, and impacts therefore would not occur on the surface, other than possible temporary vibration impacts of controlled detonation, if needed for construction in this area. Given that the proposed tunnel in the vicinity of the Clocktower is deep, vibration impacts are expected to be minimal.

Controlled detonation may be required at some locations along the tunnel alignment, but there is no way to determine whether controlled detonation would be required in the vicinity of the Clocktower. If controlled detonation is required, it can be designed to control vibrations within acceptable tolerances. Also, such operations can be timed so as to have the minimum possible impact on residents. An appropriate level of monitoring would be implemented to verify that construction vibration is maintained at tolerable levels.

Controlled detonation would be monitored and make use of the guidelines related to size of the detonation, distance, and type of structure. Information regarding these controlled detonation guidelines is included in this Final EIS/EIR, Volume I, Section 5.21.10. Controlled detonation activities would be monitored so as not to exceed these guidelines.

6.1.6 S.J. Manufacturing, Inc., Seymour Jaron, December 6, 2002

“Given the project goes ahead with the tunneling option, my concerns are primarily of business disruption on Townsend and Second Streets, length of construction time and vibration of building during tunneling. These issues are not thoroughly addressed in the draft EIR, nor is adequate attention given to the underpinning process as part of the tunneling process. I would like to see more information on mitigation of dust, traffic, noise and timeframe. I would like more information regarding when the various components of the project might actually begin in order to plan accordingly for the future.”

Response 6.1.6 Section 5.21 of the EIS/EIR discusses temporary construction impacts, including air emissions (5.21.9), traffic (5.21.2), and noise/vibration (5.21.10), along with other types of construction impacts, and provides proposed mitigation measures for these impacts. Section 5.21.6, Volume I, of this Final EIS/EIR discusses impacts to businesses during construction. Section 5.21.2.5 provides a community outreach mitigation program that would be implemented during the construction phases.

The Draft EIS/EIR indicates that underpinning would be used where deemed necessary to protect existing structures from potential damage that could result from excessive ground movements. The design of the tunnelling and the excavation procedures (and construction sequence), and the design of the temporary support system will be developed with the objective of controlling ground deformations within small enough levels to avoid damage to adjacent structures. Where the risk of damage to adjacent structures is too great, special measures may be implemented such as: (1) underpinning, (2) ground improvement, and/or (3) strengthening of existing structures to mitigate the risks.

The tunnel alignment passes under a number of old and settlement-sensitive structures in the vicinity of the intersection of Second and Townsend streets. Even though the tunnel will be excavated using the stacked drift method (see Section 5.20.2, Figures 5.20-6 and 5.20-7), and even though the tunnel will be excavated in the Franciscan Rock formation, the risk of potential adverse impacts of tunneling on the existing buildings must be assessed, because the rock cover over the tunnel is rather shallow. As part of the initial studies performed in 1996, preliminary plans were developed to protect/strengthen existing structures to mitigate the risk of adverse impacts of tunneling on existing structures. Underpinning, if it is deemed necessary, is one of the options for mitigating adverse effects of tunneling on the existing buildings. Underpinning involves modification of the foundations of the building so that the superstructure loads can be transferred beyond the zone of influence of tunneling. Underpinning may include internal strengthening of the superstructure, bracing, reinforcing the existing foundations, or replacing

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the existing foundations with deep foundations that are embedded outside the zone of influence of tunneling.

Other alternatives, in lieu of underpinning, involve strengthening of the rock between the building and the crown of the tunnel. Grouting in combination with inclined pin piles can be used not only to strengthen the rock but to make the rock mass over the tunnel act as a rigid beam, which would allow construction of the tunnels with no adverse effects on the buildings that are supported on shallow foundations over the tunnel.

Preliminary plans for underpinning have been developed that allow cost estimates to be made for underpinning. During the detailed design phase of the Project, underpinning plans will be developed specific to each of the buildings that may require it. It is not necessary at this stage of the Project to develop detailed underpinning plans.

These issues will be addressed on a case by case basis, along the alignment, during the detailed design phase of the Project. The methodology that is proposed for the Caltrain Downtown Extension, i.e. to design the support system to control ground deformations within tolerances, and selectivity strengthen structures that may be too weak to resist even small deformations, was successfully used for the Muni Metro Turnback project, and should be effective for the Caltrain Downtown Extension Project as well.

A revised Figure 5.20.8, Volume I, of this Final EIS/EIR shows the anticipated construction activities schedule.

6.1.7 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President, League of Women Voters of San Francisco, November 22, 2002

"Page 5-161, Figure 5.20-8. Construction period appears to be a little over four years. The longest activity is the construction of a cut and cover Subway Structure along Track Corridor or tunneling, which lasts 36 months. This is a long time for surrounding businesses and traffic disruption. The area will feel like a war zone.

"Page 5-167. The construction period is assumed to be two years for the Second-to-Main Cut-and-Cover Option. Is this for excavation only? (See Figure 5.20-8, which shows a 36-month period of construction.)

"Page 5-173-174. This section describes possible mitigation measures to offset the disruption to businesses and community during the construction period. These include onsite and field offices, an information line, signage, traffic management plans, street and sidewalk level decking, sidewalk design and maintenance, and construction site fencing. There is no discussion, however, of the financial impact to businesses during the construction period, and if compensation would be required for loss of business. See also 5-41.

"Page 5-182. "It is anticipated that subway construction would last for a total period of approximately three and a half to four years". This appears to conflict with the two-year period mentioned on page 5-166."

Response 6.1.7 Adoption in March 2003 by the Transbay Joint Powers Authority of the tunneling option rather than the cut-and-cover option for the Caltrain Downtown Extension component of the Locally Preferred Alternative will substantially reduce impacts during the construction phase for this Project, including impacts to local businesses. For the most part, businesses along the cut-and-cover segments (i.e., those remaining with the adopted tunnel

option) are not dependent on foot traffic for clientele, which are the types of businesses most affected by cut-and-cover construction. Affected businesses in these segments are predominantly offices, and vehicular and pedestrian access to these businesses would for the most part remain and be only temporarily disrupted during construction. The construction field office would coordinate these temporary disruptions with affected businesses. To the extent required and feasible, temporary access routes will be identified for any land use subject to potential long-term loss of access during construction. The discussion on pages 5-173 and 174 of the Draft EIS/EIR are mitigation measures that will be implemented during construction to keep the affected residents and businesses in the area of construction informed of the progress of the construction and which areas will be affected during certain time periods (Please see pages 199-200 of Volume I of this Final EIS/EIR). Thus, compensation to local businesses and residents that are not going to be acquired is not anticipated, given the efforts to assure access and minimize impacts for these businesses.

The discussion on page 5-41 of the Draft EIS/EIR regarding payments for business interruption, loss of goodwill and "nuisance" costs applies only when the property or an easement is being purchased and commercial and residential tenants and/or owner-occupants would have to be relocated by the City or Redevelopment Agency. These costs are included in the property acquisition costs estimates for the Project.

The construction schedule on Figure 5.20-8 has been refined in this Final EIS/EIR, Volume I, and text references to the construction period have been edited accordingly.

6.1.8 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

"Pedestrian Access (construction): (page 5-175). '70 percent of pedestrians going to and from the terminal would have up to a four block longer walk than under the existing situation' during construction.

- "What effect is this expected to have on ridership during and after the construction period?"
- "Are special mitigations for physically challenged riders needed (shuttle? attention to maintenance of curb cuts during construction?)"

Response 6.1.8 The four block walk to the temporary terminal is approximately 800 feet and is estimated to add four minutes of travel time. Frequent Muni bus connections will be available from the temporary terminal to Market Street. It is therefore anticipated that ridership may decline only slightly, if at all, during operations at the temporary terminal.

The Americans with Disabilities Act (ADA) will govern the design of the terminal and all associated permanent and temporary facilities. Demolition and construction work required to build the project will certainly require the rerouting of some pedestrian pathways, sidewalks and passages to maintain public safety. The final design and contract documents prepared for this work will include clear and thorough definition of ADA compliant surfacing, transitions, curb cuts and protection of users from contractor activities, openings, and excavations. Please also see response 2.8.3.

7.0 CAPITAL COSTS / FINANCIAL PLAN

7.1 CAPITAL COSTS/COST CONTROLS

7.1.1 San Francisco County Transportation Authority, Jose Luis Moscovich, Executive Director, December 19, 2002

"As mentioned above, we comment and pose questions in the areas of Value Engineering, Construction Phasing, Delivery Schedule, and Constructability with the aim of encouraging further exploration of cost reduction opportunities. We also provide specific comments about the proposed schedule. Our comments are as follows:

- "Since the Terminal is in the same location as the existing terminal and has practically the same footprint, was consideration given to using even a portion of the existing ramps? The southern ramp could be modified to provide access to the temporary terminal. Elevation differentials, if any, could be resolved relatively easily at this stage of design.
- "The cost summary for the Terminal, pages S-24 and 2-21, begs a few questions:
 - o "The cost estimate needs to resolve some inconsistencies and include sufficient backup information to raise the level of comfort about its accuracy.
 - o "The percentage allowed for soft costs, including design, insurance, mitigation and escalation is only 27% of construction costs. It is not clear whether the allowances for CM/Management, construction contingency, and management reserve are included in that percentage, since they do not appear to be accounted for elsewhere in the document. Percentage of soft costs varies from as low as 22.4% for Permanent Ramps to 53% for Bus Storage.
 - o "Escalation is only to start of construction; industry practice is to escalate to mid-point of construction. Although it is possible that escalation may not be a major factor due to the early stages of project development and foreseen economic climate, and thus be absorbed by contingency reserves, the budget should address this, especially in light of the latest developments at the state level.
 - o "At \$22 M, the cost of the temporary terminal facility appears relatively high. This boils down to approximately \$330/square foot, for what is essentially an at-grade parking lot with minimal amenities, in a lot that is already graded, paved, and in use as a bus storage facility.
 - o "The cost for the temporary ramp is the same for both options even though the drawings on pages S-5 and S-6 show the temporary ramp to be much shorter for the Loop Ramp alternative. Is some of the cost of the temporary ramp for the West Ramp option being offset by the new off-ramp to be built by Caltrans?
 - o "The estimate shows the Loop Ramp alternative to cost more than double (\$315.8M vs. \$153M) the West Ramp cost, even though the West Ramp option is double-decked and the Loop Ramp alternative is single-decked (including the West Ramp portion). Can the new Loop Ramp be combined with the new Caltrans off ramp to offset some of the costs for the Loop?
 - o "The West Loop is described as having six levels, with four above ground, the Loop Ramp alternative is described as five levels, with three above ground, but the cost of both options is exactly the same. On page 2-17, figure 2.2-7 shows an elbow on the East end of the terminal (which presumably accounts for the cost differential between five and six levels), but the description of the option does not mention it or explain why this portion is necessary.

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- “Page 2-11 shows the layout of the two top floors but not the other two above-ground floors or the two below ground. There is no drawing depicting the full footprint of the facility, showing the envisioned floor-by-floor space utilization plan.
- “Table S-I, on page S-17 indicates that the West Ramp alternative will accommodate an additional 35,000 passengers by providing 34 bus bays, but the Loop Ramp alternative will accommodate only 24,000 passengers by providing 51 bus bays, 17 bays more than West Loop. This statement needs clarification.
- “The description of the Terminal (page 2-9) mentions that 150,000 to 225,000 square foot of space will be provided on the Concourse Level for retail, entertainment, conference, educational, and cultural uses, but does not provide a conceptual breakdown between the various uses, or describe what types of tenants are envisioned overall (i.e.: supermarket, theaters, bookstores, video rental, restaurants, coffee houses, etc.). The description does not mention retail, entertainment, or other concession space on the other floors. Since retail and entertainment leases are tried-and-true revenue generators, space for these purposes should be maximized throughout the facility.

“The Cost Estimate for the Caltrain Extension is only escalated to the start of construction; industry practice is to escalate to mid-point of construction. Although it appears that there are sufficient contingency funds to absorb moderate escalation, the budget should be adjusted to reflect realistic escalation forecasts.”

Response 7.1.1 Temporary ramps to the temporary terminal facility are no longer included as part of the Project (please see Response 2.6.1.) Access to the temporary bus facility will be on surface streets as shown in Figure 5.21-2, Volume I, of the Final EIS/EIR. Signal preemption for the buses will be employed where possible at intersections to speed the flow of buses to and from the temporary facility. This Final EIS/EIR reviews the impacts of this change in Section 5.21.1, (Volume I), and costs for the temporary ramp have been removed from the Project’s capital costs. The existing eastern ramp will be removed as part of Caltrans’ Bay Bridge West Approach Seismic Retrofit Project.

Construction costs (excluding soft costs) for the temporary terminal have been revised down from \$15.5 million (as shown in the Draft EIS/EIR in year 2002 dollars) to \$6.5 million in year 2003 dollars. To be conservative, this cost includes the complete repaving of the existing lots. This is based on the possibility that the temporary use will increase the loading on the existing pavement section requiring repaving. During final design, further investigation into the existing pavement will be performed leading to a final determination of what can be used and/or what will be repaved.

The conceptual terminal design has been revised to shift the terminal site to the west and eliminate the need for the facility to cross Beale Street. Please see Response 2.6.9. This has resulted in a reduced Transbay Terminal capital cost estimate. The permanent bus ramps have been reconfigured in response to this revised location for the new terminal and in response to Caltrans’ comments regarding the ramp configurations in the Draft EIS/EIR. (Please see Comment and Response 2.6.1.) Capital costs for the permanent bus ramps have been revised to reflect this reconfiguration and are based on recent information for similar types of construction in the Bay Area. Construction costs (excluding soft costs) for the permanent ramps have been lowered from \$125 million in year 2002 dollars (as shown in the Draft EIS/EIR for the West Ramp Alternative) to \$24.4 million in 2003 dollars. The revised capital costs have been revised to reflect these changes.

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Soft costs assumed in the Final EIS/EIR are now consistent between the line items and reflect the following breakdown: 25 percent construction cost contingency; 10 percent project reserve; and a 25 percent contingency that includes 10 percent for design costs, eight percent for construction management, and seven percent for owner costs.

Finally, capital costs are also now shown as year of expenditure costs by inflating the 2003 cost estimates to the actual year that the costs are anticipated to be incurred, thus providing the most accurate cost estimate that can be made at this point in the planning process.

Caltrans has awarded a construction contract for the west approach while the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project continues the environmental process. Caltrans' design has the buses exiting the Fremont Street off-ramp at the southern end of the Essex corridor. The remainder of the Fremont Street ramp is designed to provide sufficient width and geometry to accommodate the traffic and provide for the touchdowns at Fremont and Folsom Streets. In the long-term, inclusion of bus traffic further along the Fremont Street ramp would affect traffic capacity during commute hours.

Even though the number of floors differs for the two Transbay Terminal options, the portion of the Full Loop Option in question is necessary to accommodate the bus bays required by AC Transit and the other bus operators. The program space required by both alternatives is similar and therefore costs are similar. Detailed footprint designs for the Full Loop Alternative were not developed, given that the MTC Transbay study selected a terminal design virtually equal to the West Ramp Alternative prior to development of the detailed floor plans.

Street level of the terminal will include entry lobbies with vertical circulation, Muni and Golden Gate Transit bus bays, Greyhound package handling storefront, ticketing, joint development, paratransit and taxi curb and egress as well as some back of house program space. The concourse level, one level above the street, will accommodate joint development and public space with a small amount of building plant. The mezzanine level will serve rail with ticketing, waiting areas, baggage handling, operator back of house space, the potential for a Muni Third Street connection on the west end and building plant.

Commercial space allocations in the terminal will be subject to the economics of the time, but the co-lead agencies agree that revenue-generating uses should be maximized to the extent possible within the context of the overall intended transportation purposes of the new facility. Specific allocations will be defined during the design phases when revenue generation opportunities can be established with more certainty.

Table S-I and Section 5.19.1.2, Volume I, of the Final EIS/EIR have been changed to reflect that both the Full Loop and West Ramp would have a peak hour capacity of approximately 35,000 passengers. The 24,000 figure shown in the Draft EIS/EIR for the Full Loop Alternative represented demand rather than capacity.

7.1.2 San Francisco Muni, Jose Cisneros, Deputy General Manager for Capital Planning & External Affairs, December 17, 2002

"Figure 6.6-1, Capital Financial Plan: It may be unrealistic to assume that value engineering will reduce the cost of the Transbay Terminal Project by as much as \$170 million, particularly in light of the inevitable pressure to add more to the project scope during the outreach process to affected communities and neighborhoods, and as required mitigation for construction phasing, etc; Muni has always found that project scopes tend to grow, rather than shrink, as more participants join the planning and implementation process. This is true in major rail corridors and

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facilities projects, such as the Third Street LRT Project, K-Line/Ocean Avenue Project, L-Line Project, to name a few. However, a value-engineering process would be useful to identify items that are proportionally high in cost relative to their benefits, perhaps resulting in some savings. In any case an ample contingency should also be included as part of the project budget.

Response 7.1.2 The co-lead agencies appreciate Muni's advice regarding the potential for value engineering cost reductions. By carefully reviewing capital cost estimates and assumptions in the Draft EIS/EIR and by revising various aspects of the Project – e.g., elimination of the temporary bus ramp (please see Response 2.6.1) and shifting of the new Terminal site to the west (please see Response 2.6.9) – the Project capital cost estimates between the Draft and Final EIS/EIR have been reduced by \$143.7 million (2003 dollars). Even though an additional, more detailed value engineering effort is still assumed to be undertaken as part of the Project's design phase (please see Figure 5.20-8, Volume I, of the Final EIS/EIR), the refined financial plan, as presented in Chapter 6 of Volume I no longer includes an assumed value engineering cost reduction amount.

7.1.3 Andrew Sullivan, Rescue Muni, December 20, 2002

"Reduce Costs to the Project.

"Consider building the tail tracks in conjunction with the California High Speed Rail project. We feel a stub-end terminal will suffice until traffic increases with the commencement of High Speed Rail service.

"Consider postponing the construction of the underground pedestrian path to the Embarcadero BART station. Though we strongly support this project, we feel it can be delayed until there is more traffic at the Terminal and new funding sources can be found.

"Consider postponing the below-ground train yard at Seventh and Townsend."

Response 7.1.3 Please see Responses 2.2.5 and 3.3.6.

7.1.4 BayRail Alliance, Margaret Okuzumi, December 20, 2002

"Summary of our Recommendations:

- "Perform value engineering to identify ways to phase construction of less essential portions of the project to reduce required debt service.
- "Contain overall project cost by eliminating or postponing construction of underground tail tracks and storage yards and the underground pedestrian connection to Market Street; and by avoiding cut-and-cover construction wherever feasible."

Response 7.1.4 Please see Responses 2.2.5, 3.2.1, 3.3.6, and 7.1.2.

7.1.5 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President, League of Women Voters of San Francisco, November 22, 2002

"Page 5-41. "The cost estimate does not include payments associated with business interruption, loss of goodwill, and "nuisance" costs associated with the construction of the extension, including loss of property access.

"Why aren't these costs included, or at least an estimate included? These were significant costs associated with some of the Peninsula grade separation projects."

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Response 7.1.5 Please see Response 6.1.7.

7.1.6 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

"Business Disruption: (Pages 5-41). 'The cost estimate does not include payments associated with business interruption, loss of goodwill, and "nuisance" costs associated with the construction of the extension, including loss of property access.' Why?"

Response 7.1.6 Please see Response 6.1.7.

7.1.7 SPUR, Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"Similarly, the West Ramp and Loop Ramp alternatives show the same construction costs. Since the West Ramp is considerably shorter, the cost assumptions appear to be inaccurate."

Response 7.1.7 The West Ramp and Full Loop options have similar program space requirements that result in similar estimates for construction costs.

7.1.8 Ken Bukowski, Councilmember, City of Emeryville, Speaker, 11/12/02 Public Hearing

"Also I would hope that you would look at alternatives to building the expensive project before you. Maybe a lesser project would make it happen as opposed to this."

Response 7.1.8 It is expected that the decision as to whether or not to adopt and construct this Project will depend on the overall perceived benefits and anticipated costs as evaluated by the decision makers.

7.1.9 Eugene Bradley, Speaker, 11/13/02 Public Hearing

"I'm still a little bit caught up between the cut-and-cover and the tunneling. Traditionally tunneling can be very expensive and very dangerous, particularly if you're going underneath, as I understand, land, former salt, former mud that the area is now in. My concern is – is that I haven't seen any real cost controls. As much as I like this project, my own concern is – I don't want to see the cost of this project double like it has with the Bay Bridge."

Response 7.1.9 While the cost per linear foot of cut-and-cover construction is often less expensive than tunneling for most projects, the depth of excavation required, the anticipated utility relocation costs, the real estate acquisition costs, and the mitigation costs associated with cut-and cover make the overall estimated costs for the tunneling option lower than the estimated cut-and-cover costs for this Project. Cost monitoring and controls are expected to be an integral part of the implementation of this Project.

7.1.10 Jennifer Clary, President, San Francisco Tomorrow, Speaker, 11/26/02 Public Hearing

"Joan Kugler was very helpful. We met with her. She showed us documents. We dug in the boxes. I was looking for the analyses of hazardous materials. I found a 1995 analysis which had an estimate for \$5 million for disposal of hazardous materials. I'm not sure yet because they haven't gotten back to me yet as to what kind of update they did for the purposes of this document. I know that they did no new soil testing. But I was hoping that based on other

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projects in the area like Mission Bay and the ballpark that, that they have a better idea of the amount of soil removed and where it's going to have to be disposed of, the level of toxicity in the soil.”

Response 7.1.10 As noted, no additional soil exploration was performed for this study. The hazardous materials data bases were searched for new data, as noted in Section 5.15, Volume I, of the Final EIS/EIR. Section 5.21.15 of the EIS/EIR provides a listing and classification of 41 potential hazardous materials sites that may affect the Project. These sites are discussed and evaluated on a segment by segment basis in this section, and proposed mitigation is provided at the end of this section. Moreover, additional geotechnical and hazardous soil investigations are anticipated during the early stages of design.

7.2 FINANCIAL PLAN AND PROJECT DEVELOPMENT/SCHEDULE

7.2.1 San Francisco County Transportation Authority, Jose Luis Moscovich, Executive Director, December 19, 2002

"The Authority is the sponsoring agency for the project in the RTP and, as such, it has been required over the past year to submit capital and operating plans. Our main focus, therefore, in performing a review of the DEIR/DEIS, were the sections relating to costs, schedule and funding. Given the less than bright prospects for moving the City transportation funding at the state level, we tried to identify any areas where additional opportunities for cost reduction may be found. The Authority's on-call engineering services consultant, Cordoba/Zurinaga assisted us with many of the technical aspects of the review:

"With the recent developments in the State Budget, which now registers a \$35 billion deficit, it has become clear that there will be schedule and funding impacts to transportation projects across California. In particular, there will be significant impacts to state sales tax-dependent sources like Prop 42, and the Governor's Traffic Congestion Relief Program (TCRP) which are tied to the General Fund. The cash problems in the State Highway Account, which date back some years now, will be further exacerbated. The Governor has already proposed nearly \$2 billion in transportation program cuts, and the State Department of Transportation is even considering renegeing on allocations already made by the California Transportation Commission. The schedule for this project will inevitably have to be re-examined in light of these troubled developments, as was the case for all projects included in the 2001 RTP.

"While the Authority Board has not taken a position yet, I will be proposing a strategy that advocates keeping San Francisco's key projects moving. This is indispensable if we are to compete well for funding at the federal level in this critical year of the reauthorization of TEA 21, and it is essential if we are to be ready to build these needed projects once the economy rebounds. Such a strategy will only work if we propose realistic schedules, which are scaled down to our ability to cash flow projects. A central element of that strategy will be the reauthorization of the local sales tax for transportation. The Authority is ready and eager to work with the City and County of San Francisco to ensure that such a strategy can be developed in the next few months.

"Regarding the funding assumptions in Chapter 6 (Section 6.6.3 on page 6-10), while they are generally consistent with the Authority's initial funding plan submitted to MTC, we note that Prop 42 revenues are not likely to materialize until well after 2008 (as originally anticipated) and that once they become available they will need to be prioritized by the Authority Board. It cannot be automatically assumed that all Prop 42 funds would go to a single project. The DEIR/DEIS should note in Table 6.6-1 and in Section 6.6.3 the need for an Authority policy action regarding these funds. We anticipate that the Countywide Transportation Plan, currently being prepared by the Authority will include recommendations for the use of Prop 42, as well as a specific funding amount proposed for this project out of the reauthorization of the sales tax...

"On page 5-139, the discussion of Final Design and Development of Construction Contracts, states that: "Final Design would in turn lead to determinations of construction contract packaging." Development of a Contracting Plan, with its two major components the Contracting Strategy and Contract Packaging Plan, is a task that needs to be performed before Final Design, not during or after, especially for a project of this magnitude. The Contract Packaging Plan should clearly delineate how and why the project is going to be broken down in different contracts, and the Contracting Strategy must address the delivery methods (i.e., Design-Bid-

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Build, CM at-Risk, Design-Build, Fabricate-Install, Owner Supplied, etc.) for each contract. "Since these documents influence Final Design, they should be developed no later than during Schematic Design for the Extension and Design Development for the Terminal, earlier if at all possible. It is invaluable to go into Final Design with the road map that a properly developed Contracting Plan provides, with full knowledge of how the design is going to be broken down into contract packages, and how they are going to be delivered; not doing so almost invariably results in expensive and time-consuming re-packaging.

"The Construction Phasing shown on page 5-161 appears at first glance to be overly optimistic:

"The schedule indicates that construction will commence in July 2004 on the Terminal and January 2004 on the Caltrain extension, 19 months and 13 months hence, respectively. The construction of the temporary terminal and ramps is scheduled to commence 10 months from now. Considering that the DEIR/DEIS is in the review phase and design is in the conceptual stages, it is difficult to envision consultant selection, design development, final design, and contractor selection to be completed within that time frame. In addition, Real Estate acquisition would have to take place within the same time frame for construction to commence on January 2004. A reasonable duration for this work would be a minimum of two years (probably closer to three), provided a very aggressive and competent management team fast tracks the project.

"The schedule assumes that Caltrans will complete the new Fremont Street off-ramp in time for the temporary ramp to be constructed in the third quarter of 2003, which with information currently available, appears unlikely. In addition: there appear to be conflicts between the construction of the new Fremont ramp and the existing AC Transit ramp.

"The schedule provides for 36 months to construct the cut-and-cover section of the Caltrain Extension (same duration for tunnel alternative). This provides for an average production rate of approximately eight feet per day, which translates to a peak rate of sixteen feet per day for about 10 months of peak construction. Considering the section of the subway (some cuts are 100 feet deep, which have to be backfilled and compacted after the subway is constructed), construction methods, and location, the production rate, although achievable, is aggressive and requires for everything to go exactly according to plan, which is seldom the case in underground projects. In contrast the retained cut section, which is significantly easier (inside the existing yard, significantly less excavation, no street closures), is planned for the same production rate.

"The schedule provides for 39 months for demolition of the existing terminal and construction of the new terminal and permanent ramps. Based on cost, this schedule represents an average construction expenditure of approximately a million dollars per workday, peaking at two million dollars per day during the 11-month (approximate) peak construction period. In addition, demolition of the old terminal will be time-consuming due to the necessary asbestos abatement. The schedule although achievable, is unlikely and appears aggressive considering the site constraints.

"The aggressiveness of the schedule is in conflict with the availability of funds, even before considering the latest grim news from the state. The project would benefit from a more realistic schedule, where projected cash draw-downs are more in tune with the financial plan.

"Without the basis for the summary schedule provided in the document, it is difficult to fully assess its reliability. We stand ready to take a close second look as soon as a detailed schedule is provided to us."

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Response 7.2.1 In response to the commentor's observations and to more current understandings regarding funding options and such related projects as the West Approach Seismic Retrofit Project, the Transbay Terminal/Caltrain Downtown Extension Project schedule has been revised in this Final EIS/EIR (please See Figure 5.20-8, Volume I). Eliminating the use of the existing bus ramps to serve the temporary terminal lessens the critical construction coordination with Caltrans' Fremont Street off-ramp project. Updates include starting the temporary terminal construction in mid-2005 with land acquisitions secured over the two years preceding start of construction. The duration to demolish the existing facility and construct the new terminal has been extended to 42 months. The revised schedule is for the adopted Locally Preferred Alternative (Please see Response 3.1.2), namely the West Ramp Transbay Terminal and Second-to-Main Tunnel Caltrain Extension.

The document has been revised to reflect that contract packaging will be determined early in the preliminary engineering phase. Please see Response 2.6.1 regarding the revised anticipated bus access to the temporary terminal.

A revised Project funding plan showing anticipated funding sources is provided in Chapter 6, Volume I, of this Final EIS/EIR.

The Project co-lead agencies agree that the financial strategy for implementing the Project must be robust. Accordingly, since the publication of the Draft EIS/EIR, the financial plan for the Project has been adjusted to reflect changes in potential funding sources. These changes include an adjustment in the project construction costs and schedule, revised tax increment revenue projections, adjustments to the net operating revenue associated with changes in the Project design, a re-evaluation of the availability of Proposition 42 funds, and the elimination of Proposition 51 funds.

The new financial plan includes other revenue sources including increased bridge tolls (Regional Measure 2 passed by Bay Area voters on March 2004), reauthorization of the San Francisco half-cent sales tax for transportation (Proposition K passed by San Francisco voters in November 2004), and a High Speed Rail Bond initiative. SB 1856, signed by the Governor in 2002, places this measure on the state ballot in November 2004.

While statewide and local sales tax revenues are currently lower than previously anticipated due to the current economic downturn, the sales tax revenue projections included in the Project financial plan are based on future conditions. In general, the revenue estimates have been provided by the public agency that will administer the sales tax, and are based on conservative assumptions about future financial conditions. In the case of the San Francisco Transportation Sales Tax Reauthorization, for example, the SFCTA conducted sensitivity analyses to project future sales tax revenues. Eighty-eight percent of the allocation to the Transbay Terminal is based on the agency's "conservative forecast" of sales tax revenues while the remaining 12 percent is based on the "medium forecast" that the agency describes as "most likely to materialize." (San Francisco County Transportation Authority, "New Transportation Expenditure Plan for San Francisco," adopted July 22, 2003, pp. 7 and 10.) None of the allocation to the Project is dependent upon the most aggressive sales tax revenue forecasts.

Given the current status of the State budget, Proposition 42 revenues to this project may not materialize. Accordingly, the revised project funding plan does not rely on Proposition 42 revenues. However, a category for "other" funding is included in the plan, and should Proposition 42 revenues become available, the amounts from other sources may be reduced.

Examples of "other" sources being pursued are federal transportation earmarks and additional local sales tax revenues.

7.2.2 San Francisco Muni, Jose Cisneros, Deputy General Manager for Capital Planning & External Affairs, December 17, 2002

"Muni has also developed some cost estimates for Muni operating and capital costs associated with the Transbay Temporary Bus Terminal, which were provided to MTC. Attachment C is a copy of the letter provided to MTC in March 2001 detailing both the capital and operating costs summarized below:

"Operating Costs: Muni estimated the additional annual operating and maintenance costs associated with the Temporary Transbay Terminal at just under \$1 million in FY 2000 dollars. These costs are for added service on the 2, 5, 6, and 38/38L lines. Muni does not currently have funding in the operating budget for these increased costs, and a Transbay Terminal project-funding source will need to be identified to provide funds for Muni's operating budget while the Temporary Transbay Terminal is in operation.

"Capital Costs: Muni estimated the total capital cost for the Temporary Transbay Terminal at \$5.7 million. This cost includes new trolley overhead, strain poles, and special work. It also includes the provision of a temporary street supervisor's office at the temporary bus facility and a temporary operator restroom for the 1-California trolley coach line at its terminal on Beale Street. The existing 1-line restroom on Howard Street will need to be removed when the Temporary Transbay Terminal facility is constructed. The terminal should also provide space for street supervisors and maintenance personnel to park their trucks. Muni does not currently have capital funding planned, programmed, or awarded for these costs, and a Transbay Terminal Project funding source will need to be identified to provide funds for Muni's capital costs for the Temporary Transbay Terminal.

"Section 6.6 – Funding Sources: Many of the funding sources listed in the funding plan are sources that provide funds to Muni or could provide funds to Muni, such as existing Bridge Toll funds, Bridge Toll third dollar increase, and Prop 42 funds. It is difficult to gauge from the information given if providing any of these funds to Transbay Terminal would mean that Muni would receive less funding. It would also be useful to know what funds would be used to guarantee the TIFIA loans. If any of these funds are funds that Muni could expect to receive, using them as a guarantee could affect Muni's access to the funds. It would be good to have more explanation of these issues in this section."

Response 7.2.2 Provision for the above-noted Muni improvements at the temporary terminal have been included in the capital cost estimates for the Project. The temporary terminal costs have also been revised (please see Response 7.1.1).

Section 5.21.1.2, Volume I, of this Final EIS/EIR has been revised to reflect the estimated operating and maintenance costs associated with the temporary terminal. It is anticipated that Muni operators, supervisors, and maintenance personnel would utilize the restrooms, parking, and office space that will be provided at the temporary terminal.

Although Muni may incur additional operating costs while a temporary terminal is used during the construction phase of the project, the new terminal will provide Muni additional off-street layover parking, improved passenger and driver amenities, and improved passenger transfers and connections to other transit services. Unlike other transit operators using the Transbay Terminal,

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the Project financial plan does not include lease payments from Muni to defray the operating and maintenance costs of the terminal.

The planned use of capital funds for the Project from various sources would not reduce existing Muni revenues. The revised Project funding plan includes a variety of revenue sources. The regional discretionary funds for the project are identified in MTC's Regional Transit Expansion Policy (Resolution 3434), in the same manner that the Muni New Central Subway Project's funding plan is included in the RTEP. As such, these regional discretionary sources have been made available to specific projects and do not result in Muni receiving less funding. Similarly, other revenue sources, including increased bridge tolls (Regional Measure 2 passed by Bay Area voters on March 2004) and reauthorization of the San Francisco half-cent sales tax for transportation (Proposition K passed by San Francisco voters in November 2004) include expenditure plans listing specific projects, such as the Transbay Terminal and Downtown Extension Project and various Muni projects. Other potential sources such as future California High Speed Rail Bond (SB 1856) funds provide formula funds to certain transit operators, including Muni, and construction funds for high speed rail to the Transbay Terminal. These construction funds would not be available to Muni, but might be available for the Caltrain extension to the Transbay Terminal.

The funds used to repay the TIFIA loan are anticipated to include tax increment revenues from the redevelopment area, Passenger Facility Charge (PFC) revenues, and net operating income generated by leases within the terminal. These sources would be generated by and dedicated to the Project. Therefore, funds that would otherwise be allocated to Muni would not be used for the Project's debt servicing.

7.2.3 Valley Transportation Authority, James E. Pierson, Planning and Development Director, November 25, 2002

"VTA is one of the three member agencies that provide operating and capital funds for Caltrain service. In this role, we are impacted by actions that result in increased Caltrain costs. Therefore, our first several comments relate to the proposed financing plan for the project or related elements. We have the following comments:

"1. The electrification of Caltrain is a prerequisite for the Downtown Extension. Statements made on page 2-3 indicating otherwise, contending that dual mode locomotives could be procured to operate service on the downtown extension in the absence of electrification, at an additional cost of \$235 million (in 2002 dollars), raises concern because:

"a. The Caltrain electrification project, which is still under environmental review, does not include dual mode locomotives as an option.

"b. No source of funds is identified for purchasing the dual mode locomotives or any associated increase in operations and maintenance costs. Given current economic conditions it is unlikely that the estimated \$235 million increment to purchase these locomotives will be available from Caltrain, its member agencies or the State within the projected project development schedule.

"2. Funding and schedule assumptions regarding the electrification of Caltrain (e.g. assuming electrification between San Francisco and Gilroy will be implemented by 2006, assuming that electrification will be funded entirely with local sources) are very optimistic given the current status of the electrification project. A funding plan with committed resources has not yet been developed or endorsed for Caltrain electrification by the three Caltrain Joint Powers Board member agencies, who are each responsible for one third of the project costs. VTA, who has funding for our share of electrification in Measure A of 2000 (the extension of our current sales

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tax that begins in 2006) has consistently indicated that these funds will definitely not be available prior to 2006 and it is highly unlikely that VTA funds will be available for the project prior to 2016.

"3. It appears that the project sponsors assume that the State of California-owned land required for the Transbay Terminal project, worth approximately \$300 million, will be provided to the City and County of San Francisco by means of an administrative transfer at no cost to the project sponsors. The final document should address this assumption and the status of the property acquisition.

"4. The statement on page 6-6 that Caltrain anticipates operating 120 trains a day is very optimistic, given the current economy in the Bay Area. The current Caltrain service level of 76 weekday trains (a decrease from the 80 weekday trains in the previous year) is not expected to increase significantly between now and the estimated completion of the Transbay Terminal.

"5. The financial analysis in Chapter 6, particularly the funding source assumptions in Section 6.6, and as illustrated in Table 6.6-1 shows that the majority of funds needed for the project have not been secured, with most of the funding programs and the associated levels of funds not within the control of the project sponsors. The revenue assumptions are also very optimistic in terms of the amounts of funds and the schedule of their receipt. The FEIS should include a more detailed funding plan."

Response 7.2.3 A new funding plan for the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project is provided in Chapter 6, Volume I, of this Final EIS/EIR. (Please see Response 7.2.1.) The plan acknowledges the potential need for funding of dual mode locomotives, should electrification of the Caltrain corridor not be scheduled for completion in advance of the completion of the Caltrain Downtown Extension. The extension is scheduled for completion and operation in 2011, as shown on Figure 5.20-8, Volume I, of the Final EIS/EIR.

The Peninsula Corridor Joint Powers Board (JPB) is in the process of developing the *Caltrain Strategic Plan 2004-2023*. This plan envisions three scenarios based on different funding assumptions. The three scenarios – Baseline, Enhanced, and Build-out – were presented to the Joint Powers Board at the June 2003 Board meeting. Electrification of the system is included in all three scenarios but with different timelines. Under the Baseline scenario, Electrification would be implemented by 2020; Enhanced, 2010; and Build-out as part of the California High Speed Rail Program. Implementation of a California High Speed Rail Program would require electrification of the Caltrain Corridor from San Jose to San Francisco.

As pointed out in the comment, the current Caltrain service has been reduced from 80 to 76 in 2003 due to the state of the economy. It is anticipated that this number will increase as the economy improves. By the year 2020, it is assumed that Caltrain will operate 132 trains daily instead of the 170 trains shown in the Draft EIS/EIR. Volume I of this Final EIS/EIR has been revised to reflect this assumed train service level.

The cooperative agreement that transfers state-owned lands to the Transbay Joint Powers Authority (TJPA) and the San Francisco Redevelopment Agency has been signed by the TJPA, the City and County of San Francisco, and Caltrans. The Cooperative Agreement transfers certain parcels to the City and County of San Francisco for purposes of building the Transbay Terminal project and certain other parcels including the terminal and associated ramps to the Transbay Joint Powers Authority. The Cooperative Agreement transfers the land administratively at no cost to the City and the TJPA. The agreement requires that the property itself or the sale proceeds

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for the property be used to construction the Transbay Terminal Project intermodal bus and rail terminal. It will become effective following issuance by the Federal Transit Administration of a Record of Decision and signature by the California Transportation Commission.

Please see Response 7.2.1.

7.2.4 SPUR, Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"The key issues of financing and development raised in the EIS/EIR center on some fundamentals of the entire project's stated feasibility. As a redevelopment project, the importance of revenue from land sales gained by the removal of the eastern ramps segments and the later tax increment streams are clearly seen as essential to the viability of the project. However, no sufficient discussion is given to the pre-development financing of the project. Please explain the sources of project and construction money needed before the availability of revenues from land sales and tax increment.

"The analysis of the revenues from mixed-use development appears to be the same in both ramping alternatives. The West Ramp alternative will make available somewhat more land for mixed-use construction. More importantly, it consolidates a city block, making development options much more attractive and valuable. As a result, land sales and subsequent tax increment revenues should be significantly higher. Therefore, we believe the EIS/EIR's assumption that revenues are the same for the alternatives is inaccurate.

"Development Strategy: The EIS/EIR should clarify why the project is to be constructed all at once, and what procedures and environmental review will occur if that strategy is found to be infeasible and construction happens in stages."

Response 7.2.4 The design and planning portion of the Project is being funded via a federal grant from the Federal Transit Administration. The tax increment revenue estimates for the Full Build and Reduced Scope development scenarios in the Draft EIS/EIR incorrectly assumed the amount of land available under the Full Loop Option. As noted by the commentor, less land would be available under the Full Loop Option and less development would therefore occur. The tax increment estimates have been updated by the Redevelopment Agency for the Final EIS/EIR and are for the West Ramp Alternative, which was selected by the Transbay Joint Powers Authority as the Transbay Terminal component for the Locally Preferred Alternative. These new tax increment estimates are shown in the revised financial plan contained in Chapter 6, Volume I.

Figure 5.20-8, Volume I, shows the assumed construction schedule for which the refined financial plan in Chapter 6 was developed. Should funding not be available for the project cash flow needs, a revised schedule would need to be developed, the financial plan would need to be revised, and additional environmental review would be undertaken, if necessary. The additional environmental review would be needed if there were substantial changes to the environmental setting or impacts associated with the new schedule. The environmental review could take a number of forms, including a CEQA addendum, a federal reevaluation, or supplemental/subsequent environmental documents.

7.2.5 Jim Haas, Speaker, 11/12/02 Public Hearing

"I want to make a comment on the larger question which relates to the money. And if you look on page 6-8, in the chart there, there is an item that is numbered number 8 which is about \$600

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million. The source of the funding is very vague, and includes such things as Proposition 51 which is defeated by state voters last week, and some other very problematic things. That \$600 million hole is going to be hard to fill. Now, when this project came together in its present manifestation, San Francisco said in a fairly loud voice that we think this is so important that we're going to pay for a good deal of it. And therefore, I think we need to give thought, and this EIR needs to give thought to provide more local funds and cover that \$600 million hole.

"The first thing I think needs to be addressed in that EIR is the current configuration of the Redevelopment District with the holes in it that deal with developed properties. This means that the increment for those six or seven holes are not going to be available for this project. There may be – let me also say that I think that we also need to consider, and this should be discussed in the EIR – is extending the district to the south to cover, particularly the two big parking lots on the south side of Folsom Street being contemplated for large numbers of housing units. That also could be a major source of tax increment for the area. And then, thirdly – I think this needs to be discussed in the EIR – that the tunneling does not in any way make it impossible for major developments to go forward. And there is one on Mission Street which I think needs to be addressed.

"Relating to the question of the demolition of buildings for the tunnel, particularly in the Historic District, again, the choice of demolishing all these historic buildings for cut-and-cover as opposed to tunneling should be fairly obvious here. The EIR does not agree that you could build over those parcels where there is no choice but that there has to be demolition. And we should have in the EIR some idea of what can be built."

Response 7.2.5 A revised Project funding plan is included in Chapter 6, Volume I, of this Final EIS/EIR. Please see Response 7.2.1. Revisions are proposed for the Redevelopment District Boundaries as discussed in Response 4.2.4.

In the area of the proposed Caltrain Extension east of Second Street, the *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) envisions low-rise development similar in scale and character to the existing development. If buildings are demolished due to cut-and-cover construction for the Caltrain Extension, the properties would be made available for development after the Caltrain construction is complete. The *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) plan envisions this area as a mixed-use historic district combining commercial and residential development. New development on vacant parcels following construction of the Caltrain extension would be a combination of privately-developed office, retail, and residential space that would be made available to existing owners and tenants as well as affordable housing projects developed with the assistance of the Redevelopment Agency. It is anticipated that the existing fine-grained parcelization will be maintained with predominantly new low-rise (6-8 story) buildings, although taller structures will be considered.

7.2.6 M. Kiesling, Regional Alliance for Transit (RAFT), December 18, 2002

"Furthermore, we strongly urge the redevelopment area be expanded to include undeveloped parcels in the center of the proposed redevelopment area, and undeveloped parcels adjacent to the terminal on the south side of Mission Street, east of Second Street. Any new development on these parcels will be greatly enhanced by the TTT project, and it seems fitting that a portion of that benefit be captured to aid the project.

Response 7.2.6 Please see Response 4.2.4.

7.2.7 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President, League of Women Voters of San Francisco, November 22, 2002

"Chapter 6, general. The chapter lacks a cost/benefit analysis. The financial plan depends on several presently non-existing revenue sources (bridge tolls, gas tax, etc.), uncertain sales taxes, and revenues derived from the Redevelopment Project and Scope (not building proposed office space) and Full Build. There is no discussion of the financial impacts of NOT doing Full Build. This should be a major concern for San Francisco residents, city government, and all the transportation agencies involved.

"Page 6-1 to 6-8. Capital costs are estimated to range from \$1.864-\$2.095B for the rebuilt Transbay Terminal and Caltrain extension. Federal funding for the project (page 6-8, Table 6.6-1) is estimated at about \$600-\$700M. However, as discussed before, an approved Regional Transportation Plan and Transportation Improvement Program are required for federal funding, and at the current time, a lawsuit has delayed such approval for an indefinite period of time.

"Page 6-4, Table 6.3-1. A net surplus from additional fares of \$2.76 per passenger is outlined to cover the cost of operating the Caltrain extension. These estimates are based on estimated ridership of 50,000 daily weekday riders, which may be overly optimistic. Current operations costs are exceeding revenue sources because of the steep decline in sales tax revenues and drop in ridership in 2002. Sales tax revenues from San Mateo County (per MTC's RTP, page 6-8, Table 6.6-1) are expected to provide \$27M of capital costs as well. Are these figures realistic in the light of the current state of the economy?"

Response 7.2.7 The Financial Plan includes not only existing but anticipated future revenue sources. This is not an unusual approach to project financial planning at the preliminary planning stages of a project, given that revenue sources can be contingent on completion of the environmental process, they may be required to be programmed into long-range funding/project plans (e.g., the Regional Transportation Plan), they may require future referenda/voter approval (e.g., state-wide, regional, or local tax initiatives/measures), and they may depend on facility user fees or on other forms on future revenue streams such as tax increment financing. It should be noted that, since circulation of the Draft EIS/EIR, Regional Measure 2 (bridge toll increase) and Proposition K (continuation of San Francisco sales tax) have been passed by the voters.

Selection by the Transbay Joint Powers Authority of the "Full Build" Option for the Redevelopment component of the Locally Preferred Alternative was in part due to the fact that the "Reduced Scope" Option would generate reduced tax increment revenues for the Project, as noted by the commentor.

Lawsuits regarding the Regional Transportation Plan do not jeopardize the processing of environmental planning documents. The Transbay Terminal/Caltrain Extension Project is still included in the approved Regional Transportation Plan for purposes of this environmental document.

The \$2.76 cited in Table 6.3-1 is the average fare for the new passengers attracted by the proposed extension, exclusive of any passenger facility fee. The projections estimate that the incremental revenue is adequate to cover the incremental operating cost of the extension. Please note that, overall, Caltrain fare revenue has never been able to cover the Caltrain operating costs. The recession has clearly made the situation worse, all the more evident in that it has lowered the amount of subsidy available as well. The expectation that the downtown

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extension would cover its incremental operating costs reflects the high number of new passengers that the extension is estimated to attract. This estimate was based on several factors, including current (2001) and future (2020) population and job forecasts, current (2001) ridership, and the expected changes in train service and fares.

Even if the year 2001 Caltrain ridership looks high from today's perspective, this analysis matched it with the employment and population data for that same time period. Future increases were likewise keyed to ABAG projections of job and population growth between 2000 and 2020. In between years, such as beginning of the extension service in 2010, were extrapolated from 2000 and 2020 data. To the extent that the current recession still has the local economy "off track" in 2010 or even 2020, then the ridership forecasts could be too optimistic, but where the Bay Area will be in its economic cycle at those times is impossible to estimate beyond the basic assumptions on jobs and population given by *ABAG Projections 2000*, the accepted and required basis of all ridership forecasts.

The commitment of \$27 million of San Mateo sales tax funds in MTC's Regional Transit Expansion Policy (Resolution 3434) was made in late 2001, when sales tax revenues were beginning to decline, so some erosion of the revenue source is included in the commitment made at that time. Further, the funding plan does not assume that the \$27 million escalates over time. However, sales tax revenue is experiencing some growth and is likely to continue to grow over time. This growth should minimize or eliminate the impact of the economic downturn on San Mateo's commitment of \$27 million to the project.

Please also see Responses 2.2.1, 7.2.1, and 8.1.1.

7.2.8 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

"We understand that the funding stream for this project is extremely complex. It would seem prudent to design the project so that, if funding falls short, some aspects could be postponed without compromising the ability to build them later, once new funding sources are found. For instance, components that will be necessary primarily for high speed trains should be planned as part of this process, even though construction may not occur until new funding for that project has been allocated..."

"Costs relative to benefits – More information in Chapter 6 seem necessary to support new regional revenue sources such as bridge toll money or a possible gas tax. The Caltrain extension and Transbay Terminal was included in MTC Track 1 plans with costs per new rider that were lower than most project proposals."

"Operating Costs: (Page 5-115). As operating costs are often the hardest to raise, the cost increases for AC for the West Ramp option seem large. Can the sources of additional cost be clarified?"

"(Page 6-4, Table 6.3-1). A net surplus from additional fares of \$2.76 per passenger is outlined to cover the cost of operating the Caltrain extension. Is this realistic in the light of the current state of the economy?"

Response 7.2.8 Please see Responses 7.2.7 and 8.3.1. Operating costs for AC Transit were calculated on the basis of travel time and distance assumptions and were provided by AC Transit staff.

7.2.9 BayRail Alliance, Margaret Okuzumi, December 20, 2002

“Containing Overall Project Cost: We believe that it is important to reduce the capital cost of the initial terminal construction to the lowest possible, viable amount to reduce interest expenses. Because the Transbay Terminal project will obtain substantial revenues through its Passenger Facility Fee, it makes sense to defer some elements of the project until higher passenger volumes can help pay for them.

- “We recommend that you eliminate, or postpone building, the massive, below-ground- level train yard at Seventh and Townsend Streets. The storage space it would yield does not justify its exorbitant cost. In lieu of expensive underground stub-end tracks that can only be used for storage, we recommend building additional through tracks (i.e., four tracks south of the Mission Bay station as far to Sixteenth Street) to provide both additional operating flexibility (at peak congestion times) and off-peak train storage space.
- “Future operating scenarios will result in relatively fewer trains requiring mid-day storage. Money would be better spent excavating a much smaller amount of fill to create a Caltrain tunnel at Sixteenth and Common Streets to allow for grade-separated street crossings.
- “We recommend that you engage in value engineering to determine elements of the plan, which can be constructed at a later date without sacrificing required near-term operational flexibility or incurring large "retrofit" expenses. These elements should be designed but left unconstructed. One example of this is the tail tracks, which can be constructed at a later phase and funded as the need arises, since they are not required for the level of service planned near term. However, tail tracks should be designed into the plan, and any necessary rights-of- way and easements acquired if necessary. We estimate this will save \$100-\$150 million in immediate construction costs, and more when debt service is included.
- “Similarly, postpone constructing the underground pedestrian connection to BART. We ask that it be included in the project design, but this connection can be built at a later date when pedestrian volumes at the terminal increase.”

Response 7.2.9 Capital cost reductions that have occurred since the Draft EIS/EIR have been incorporated into the Project’s financial plan contained in Chapter 6, Volume I, of this Final EIS/EIR (please see Response 7.1.1). Additional cost evaluations will occur as part of the value engineering activity to occur early in the design phases, and cost control measures have been assumed as part of the overall Project.

The co-lead agencies acknowledge the BayRail Alliance’s views regarding funding priorities and its suggestions regarding Project elements that may be deferred. As noted in Response 7.2.4, a revised construction schedule and funding plan are included in the Final EIS that could and will be adjusted in the future should the need occur. At this point, the co-lead agencies are not proposing deferral of any Project elements (with the exception of the underground pedestrian connection to BART) but rather are reviewing means by which the integrated project parts could be funded over a realistic time frame with existing and anticipated future funding sources. Please see Response 2.2.5 regarding the possible deferral of the underground pedestrian connection to BART.

7.2.10 William Blackwell, Architect, December 2, 2002

“Page 6-8, Table 6.6-1. I have been told that Proposition 42 can be expected to provide at most only \$100 million for these projects, not the \$600+ million shown. How is this shortfall to be made up?”

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Response 7.2.10 A revised Project funding plan is included in Chapter 6, Volume I, of the Final EIS/EIR. Please see Response 7.2.1.

7.2.11 Tay C. Via, Coblentz, Patch, Duffy & Bass, LLP, December 20, 2002

"Pages 5-19 - 5-32. Displacements and Relocation. What are the funding sources for the property acquisitions listed in the charts, and when do these funds become available?"

"The project is only in its initial stages of identifying potential funding sources, and the vast majority of funds are as of yet unsecured, but the document does not discuss funding feasibility or timing. The entire financial and feasibility analysis is meaningless without this information, particularly since factors such as the 'midpoint of real estate costs' are central to that analysis. The financial information drives phasing and its physical impacts, which is a fundamental component of the Project Description and impacts analysis."

Response 7.2.11 A revised Project schedule (which helps determine project cash flow needs) is shown in Figure 5.20-8, Volume I, of this Final EIS/EIR. A revised financial plan, showing anticipated costs and associated revenue sources (taking into account the schedule for anticipated costs and revenues) is included in this Final EIS/EIR in Chapter 6, Volume I.

7.2.12 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

"Table S-5 appears to have an inaccurate entry (repeated on Table 6.6-1). The revenue generated by land sales and tax increment is the same for both the West Ramp and Loop Ramp alternative. But these two alternatives do not place the same amount of land into the Redevelopment Area – so these figures should be different for each alternative. This table (S-5, 6.6-1) also assumes a revenue stream from leverage lease transactions, with the footnote that 'Leveraged lease transactions are encouraged by the FTA as innovative financing mechanism.' Have the project sponsors considered as another 'innovative financing mechanism' the use of ground rents combined with sale of development rights, rather than land sales, to provide an inflation-proof revenue stream for the project?"

Response 7.2.12 Please see Response 7.2.4. Ground leases of the publicly-owned development parcels in the Transbay Project Area will be considered by the Redevelopment Agency as will other financing options. Currently, land sales are considered the most efficient option for treatment of the parcels given the potential to generate early funding for the overall Project. However, as the time for the development of the parcels gets closer, the state of the real estate market may reveal other options.

7.2.13 Peter Winkelstein, SPUR, Speaker, 11/26/02 Public Hearing

"There seem to be some mathematical, possible mathematical errors. For example, both of the alternatives show the same income from the sale of the abandoned Caltrans land which, of course, is impossible because in one case, there's a loop that uses a lot of the land. In the other, there isn't. Similarly, the tax increment financing is shown to be the same which again can't be the same because you can't develop as much with the loop ramp alternative."

Response 7.2.13 Please see Response 7.2.4.

7.2.14 Onnolee Trapp, League of Women Voters, Speaker, 11/13/02 Public Hearing

"And we have some concerns about the financial projections, especially if the full build is not done."

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Response 7.2.14 Please see Response 7.2.7.

7.2.15 Arthur L. Meader, III, December 19, 2002

"Where is the money coming from for this 2-billion dollar project (the state budget deficit currently looks to be over \$30 billion and the federal deficit is soon to follow this steep, upward curve, what with war and tax cuts)?"

Response 7.2.15 A revised Project funding plan showing anticipated funding sources is provided in Chapter 6, Volume I, of the Final EIS/EIR.

7.2.16 James M. Patrick, President, Patrick and Co., December 16, 2002

"How likely is this project to be funded given the current State of California funding crisis?"

Response 7.2.16 A revised Project funding plan showing anticipated funding sources is provided in Chapter 6, Volume I, of the Final EIS/EIR.

8.0 TRANSPORTATION/MODELING/TRAFFIC/PARKING

8.1 RIDERSHIP FORECASTS AND ASSUMED BUS AND RAIL TRANSIT SERVICES

8.1.1 Valley Transportation Authority, James E. Pierson, Planning and Development Director, November 25, 2002

"6. For the 2020 no action alternatives and project conditions, was the BART to Santa Clara extension assumed in the project network? If the BART to Santa Clara extension project was not included, how would ridership for the no project and project change if BART to Santa Clara is assumed?

"7. Please provide a description of the ridership-forecasting model that was used to produce the station-level Caltrain ridership estimates. In particular, describe consistency or inconsistency with the latest MTC regional models.

"8. In Table 3.1-14, under the 2020 Extension to the Transbay project alternative column, which land use assumptions are used for ridership estimates? Are these ridership estimates under 2020 cumulative conditions?

"9. Please provide the 2020 cumulative scenario estimates for Caltrain system ridership if not already included in Table 3.1-14.

"10. No mention of Caltrain system impacts outside of San Francisco are disclosed for either Santa Clara County or San Mateo County stations in the 2020 project or cumulative scenario conditions. For example, the document should identify project impacts such as park-and-ride space demand, platform capacity, and other impacts at existing core stations, particularly since ridership is shown to increase for virtually every station on the system. In addition, no increases beyond 170 trains are assumed for the no-project and project alternatives, yet ridership is estimated to increase substantially over levels estimated for the no-project. A description needs to be provided on the peak trainload impacts caused by the project alternative.

"11. It should be explained why ABAG Projections 1998 forecasts were used for year 2020 ridership estimates as opposed to the most recent regionally-adopted ABAG Projections 2000 forecasts."

Response 8.1.1 See response to comment 8.1.7 regarding Page 3-29, Table 3.1-15 (formerly Table 3.1-14) on BART to San Jose. Presumably, BART to Santa Clara would affect the No-Project and Project conditions about equally.

The ridership model was an incremental model originally developed for performing BART system planning by Manuel Padron & Associates. The model used incremental or pivot point techniques to account for changes in service area, level of service, and projected demographics, including proposed increases in development around the Transbay Terminal. It used 2001 conditions, including Caltrain ridership and corridor demographics, as a basis from which to estimate the effect on 2020 ridership of expanding service area with Transbay Terminal Station, increasing train levels and speeds, and changing fare structure. Because the model does not estimate transfers with other transit systems explicitly, the impacts on other transit systems were estimated from available projections by the San Mateo County model and the main MTC regional model. In contrast to the MTC regional models, the model is generally more accurate at the station level of ridership, but weaker in estimating the effects of major changes in other transit

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systems. Hence, the incremental model projections were supplemented by data from the regional models for those effects. See below for a description of the expected effects on other transit systems.

The most detailed comparison of the incremental model with the MTC regional models has been with the San Mateo County model. Current "build" projections by the San Mateo County model for the Caltrain downtown extension were essentially identical to the incremental model's projected extension ridership in Table 3.1-15 (formerly Table 3.1-14) for both the total Caltrain ridership and the number of riders using the Transbay Terminal.

Additionally, the Federal Transit Administration has reviewed the ridership projection methodology and results produced for the Draft EIS/EIR and has found them to be reasonable.

The ridership forecasts in the Final EIS/EIR were modified to account for a projected level of 132 trains per day in 2020 instead of the previously analyzed 170 trains per day. The result was a decrease in daily ridership of one tenth of one percent, less than 200 daily ons and offs out of approximately 128,000 daily ons and offs projected for 2020. Because the 132-train concept would be concentrated in the peak periods with a maximum level of service while reducing service in the off-peak and evening periods, the projected ridership gain in the peak periods is projected to nearly compensate for the losses in the off-peak and evening periods, resulting in a negligible decrease in ridership compared with that presented in Table 3.1-14 of the Draft EIS/EIR. Thus the ridership numbers in this Final EIS/EIR have not been changed from those presented in the Draft EIS/EIR.

ABAG *Projections 1998* were not used in the ridership analysis. ABAG *Projections 2000* and, within San Francisco, the City and County of San Francisco (CCSF) projections for 2000 and 2020, were the basis for the ridership estimates. The current CCSF projections parallel the ABAG *Projections* and include a 2000 baseline as well as a 2020 baseline plus the anticipated effects of the Rincon Hill Rezoning, Mid-Market, SOMA, and Transbay projects. The project ridership included all of the cited projects, the 2020 cumulative condition, while the no-project ridership excluded the land use component of the Transbay Terminal project (cumulative minus Transbay Terminal).

Ridership projections were capped to avoid parking impacts in excess of those that would occur under the No-Project conditions, so no new impacts needed to be reported. Excess parking capacity at adjacent stations was assumed to be available for overflow from oversubscribed stations. Caltrain is planning a capital improvement program to expand parking to meet the long-term parking demand from expected ridership caused by improved train speeds and numbers of trains. Caltrain is also expanding and modernizing station platforms throughout its system to improve train operations and accommodate higher future ridership, particularly in San Mateo County. On a system-wide basis, the 2020 ridership is expected to grow as much from demographic change and increased service to 132 trains per day as from the downtown extension. Caltrain is preparing a long-range strategic plan that will address the station and line capacity issues resulting from this cumulative ridership growth.

Impacts of the downtown extension on other transit systems in 2020 were estimated as follows:

- BART ridership for the San Mateo County stations would decrease by 11 percent,
- SamTrans bus ridership would decrease by three percent,
- Muni ridership would decrease by four percent,
- VTA ridership would decrease by two percent, and

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- No significant change was projected in ridership on Golden Gate Transit or AC Transit, although those systems might experience a slight increase due to the complementary nature of the Downtown Caltrain Extension.

Please note that these ridership losses for other transit systems result from Caltrain riders choosing to no longer transfer to these other providers or selecting the improved Caltrain service rather than the other service options to make the desired trip.

8.1.2 BART – Thomas E. Margro, General Manager, December 20, 2002

"In describing impacts on corridor transit patronage on page 5-119, the DEIR notes that the Transbay Terminal/Downtown Caltrain Extension Project would reduce future BART ridership primarily along the San Mateo County extension. However, the DEIR does not substantively analyze the potential ridership impacts on BART's transbay service, which currently handles over 140,000 trips daily. For instance, the DEIR only minimally discusses the situation on page 5-120, stating that the project 'would likely encourage transfers from Caltrain to AC Transit buses, thereby increasing AC Transit bus ridership.'

"For planning purposes, we would like the Final EIR to quantify potential system impacts on AC Transit and BART related to the improved Transbay Terminal. The Final EIR should also describe the assumed AC Transit transbay bus network and services levels used in the modeling process, as was done for SamTrans, Muni and Golden Gate Transit."

Response 8.1.2 The bus portion of the terminal is sized to meet a demand of about 6,000 peak hour transbay bus passengers by year 2020. This demand has been quantified in several studies including the 1991 San Francisco Bay Crossing Study, the 1996 Interstate 80 Corridor Analysis, the Transbay Terminal Concept Plan, and the July 2002 San Francisco Bay Crossings Study.

This latest study identified peak hour bus trips increasing from about 100 to about 160 and estimated that daily patronage in the Bay Bridge corridor would increase from about 20,000 to more than 43,000. This patronage is based on BART reaching capacity with some trips diverted to buses. The Transbay Terminal EIS/EIR used the information from the new Bay Crossing Study by reference; the Bay Crossing Study developed a complete transbay bus network for its modeling process. This Final EIS/EIR has been updated with the AC Transit information (Table 3.1-14).

Additional analyses of transfers between AC Transit and Caltrain performed in response to public comments suggested that extending Caltrain to the Transbay Terminal would not have a significant effect on the AC Transit ridership, although AC Transit might experience a slight increase in ridership due to the complementary nature of the Downtown Caltrain Extension. Likewise, no additional transfers to BART from Caltrain in downtown San Francisco were identified higher than 700 per day described in the Draft EIS/EIR. Please also see Response 2.2.1.

8.1.3 City and County of San Francisco; Traffic Engineering Division; Bond Yee, Deputy Director and City Traffic Engineer, Jack Fleck, Senior Transportation Engineer, Jerry Robbins, Transit Planner V, December 18, 2002

"Muni impacts – Assuming that the new developments do not build large parking lots, most trips to and from them will be by transit. Will there be a transit impact fee and is the fee adequate to offset service costs to Muni for the additional service required?"

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Response 8.1.3 The City requires that all new office developments in the downtown C-3 zoning districts pay a transit impact fee of \$5.00 per square foot to Muni before they are allowed to occupy their building. Muni over the years has accepted that fee as mitigation of transit impacts. Although the concept of charging a similar fee for retail and other land uses had been discussed, the transit impact fee is currently only applied against office use.

8.1.4 Transportation Solutions Defense and Education Fund (TRANSDEF), David Shronbrunn, President, December 20, 2002

"5-120: Because the expected most significant benefit of the Project is the synergy of bringing all the region's transit operators together at one location, it is especially important to evaluate the impact of this co-location on the ridership of each of the operators. It is not adequate to say that the Caltrain extension "would likely encourage transfers from Caltrain to AC Transit buses, thereby increasing AC Transit bus ridership." The increase in transit ridership should be evaluated for its impact on mode split, regional VMT and air emissions.

"5-135: Please explain the methodology used in developing the extraordinarily low projected Caltrain rider transfer rates to Muni Metro and BART.

"5-174: Because no additional parking or feeder transit service to Caltrain stations is assumed, it is clear that Caltrain patronage could increase significantly beyond projected levels, were these facilities to be added in the future. This is additional justification for the mitigations proposed at 3-25 above."

Response 8.1.4 Please see Responses 2.2.1, 8.1.1, and 8.1.2. The minimal nature of the expected increase in AC Transit bus ridership as a consequence of the train extension suggests that there would be no material additional change in mode split, regional VMT and air emissions beyond that reported overall in the Draft EIS/EIR. Transfers to Muni Metro and BART were based on a combination of regional model results and current data. Currently about three percent of Transbay Terminal users transfer to Muni Metro to complete their trip in the morning. The corresponding figure for transfers to BART is about two percent.

Increasing the level of parking at key stations where parking constrain ridership levels and improving transit access would generally give higher projections of increase Caltrain ridership. Caltrain is planning to expand station parking by about 3,000 spaces in the corridor under its capital improvement plan.

8.1.5 SPUR, Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"Page 3-29 states that Caltrain ridership would increase from about 13,000 to 29,300 daily boardings and alightings at the San Francisco terminal if the terminal station would be moved from Fourth and Townsend to the Transbay Terminal site. Is this significant increase due solely to the extension of Caltrain or also to the development of new office, retail and residential uses in the immediate vicinity of the new terminal that is considered part of the project? Also, page 5-120 states that the Caltrain extension would result in a shift in SamTrans passengers, which seems to account for 2,000 passengers or 4,000 of the daily boardings and alightings. Please clarify.

"Page 5-118 identifies a shift in mode share with the Transbay Terminal/Caltrain Downtown Extension Project for work trips between San Mateo and Santa Clara Counties and San Francisco.

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Is the shift due solely to the extension of Caltrain, or is it also partially due to development in the area associated with the Redevelopment Plan component of the project? Please clarify.

"Page 5-120: Please quantify the increase in transfers between Caltrain and AC Transit and Golden Gate Transit, or explain why they aren't quantified.

"Page 5-121: The reduction in person-hours of vehicle travel by seven percent seems high. What is the reduction in travel times based on? Was the significant development in the South of Market area considered?

"Page 5-136: Would it be possible to provide access to the pedestrian tunnel from street level? If so it would serve many more people than the 108 currently identified.

"Transbay Terminal Components: How can the Loop Ramp Alternative with almost double the number of bus bays handle only 68% of the passengers of the West Ramp Alternative?"

Response 8.1.5 The changed land use also affects the projections, but this effect is minimal in these projections compared with the expansion of the catchment area of the downtown Caltrain station as a result of its shift to the Transbay Terminal, more or less the center of downtown employment. The analysis assumes that Caltrain would gain about 2,000 current SamTrans passengers, almost all from the discontinuance of express service in the US 101 corridor. That would total about 4,000 boardings and alightings out of approximately 128,000 per day. The seven percent reduction applied to travel in the US 101/Caltrain Corridor. It did not account for increased delay in San Francisco due to the multiple South of Market developments. Please see the response to Comment 8.1.1.

As part of the design to occur during later stages of the Project, access from the street to the tunnel would be considered at various locations along the route. The Draft EIS/EIR is not correct regarding the number of passengers that could be accommodated with the Full Loop Alternative. Both terminal options would accommodate projected bus movements equally well, and this reference has been changed in Volume I of this Final EIS/EIR (please see Response 7.1.1).

8.1.6 Andy Chow, Director, BayRail Alliance, Speaker, 11/12/02 Public Hearing

"Regarding the EIR, it seems to me that the ridership for Caltrain could be higher. I think that the ridership has been somewhat conservative, and a little bit too strict in terms of their assumptions of the Caltrain service levels. I think that if they can play around with what kind of service levels that there is and possibly include high-speed rail, and maybe – perhaps, there will be much greater ridership, more than enough to justify the project. Now, the project projection does justify it. But I believe there will be more. Thank you."

Response 8.1.6 The methodology used for and the findings of the Caltrain Extension ridership forecasts used in the Draft EIS/EIR were recently reviewed by the Federal Transit Administrative and found to be reasonable. Also see response to Comment 8.1.1. Ridership numbers for the California High Speed Rail system are included in this Final EIS/EIR. The source for these numbers is the California High Speed Rail Business Plan (California High Speed Rail Authority, 2000).

8.1.7 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President, League of Women Voters of San Francisco, November 22, 2002

"Page 1-17. Caltrain ridership data is already nearly 2 years old and reflect a period of peak ridership during a boom economy. There has been a 17% decline in weekday riders since October 2001 (Source: JPB agenda packet for 10/31/02 meeting). The mix of northbound and southbound riders has most likely changed as well.

"Page 1-19. Similarly, cited data for San Francisco employee residency and mode of work trips is quite dated, citing data from 1990 and 1995, respectively. Given the decline in Caltrain ridership since February 2001, Caltrain projections may be inaccurate.

"Page 1-24-25. Is the reduction of auto trips estimate based on the number of daily auto trips that take place before or after the Caltrain/BART connection in Millbrae is implemented? Since the base case (no project alternative) includes the BART extension to the San Francisco International Airport, the reduction should be based on the number of auto trips after the BART extension is in service, but that is not clear in the discussion. Please clarify.

"The estimated reduction in auto trips may be affected by the opening of BART service to Millbrae and the resulting connection with Caltrain, will give where northbound commuters will have the option of getting to downtown locations on BART."

"Pages 3-1 to 3-5. The discussion relating to Caltrain level of service and fare structure is dated. Current service is 76 trains on weekdays, with no service on weekends until March 2004 for construction of passing tracks and other upgrades of the signaling system, trackwork, and other improvements to allow for "Baby Bullet" express service. An average 10% fare increase took effect in July 2002. One-way fares now range from \$1.50 to \$7.25, and discounted midday "offpeak" fares no longer apply. Caltrain ridership is currently well under 35,000 weekday trips.

"Page 3-28. Caltrain ridership projections with 170 trains/day sound almost too optimistic. An increase to 50,000 riders/day from the current ridership figures of around 30,000 riders is even more optimistic than the stated 35,600 daily trips in February 2001.

"Page 3-29, Table 3.1-14. Why do daily Caltrain boardings at Millbrae decrease in 2020 with the downtown extension (5,948) compared to No Project (8,370)? There is no discussion of possible impact on Caltrain ridership of a BART extension to San Jose. It was noted on page 1-19 that drive-alone rate is highest (44%) from South Bay to SF, with lowest transit mode (37%) while East Bay to SF is 55% transit.

"Page 3-30, Table 3.1-15. The title of this table is misleading, since it includes trips from Redwood City to Concord and from Oakland to San Carlos, which clearly must include BART and Muni segments. It does not appear to include the addition of the Baby Bullet service."

"Page 5-118. Linked transit trips for the region increase by 10,000/day. This is good, but is really only a little over 1% of the total. The discussion on increase in Caltrain ridership is vague, and contains no discussion of cost/rider.

"Page 5-119. The predicted 9% decline in BART ridership in San Mateo County is cause for concern for county taxpayers who will be responsible for BART losses in that corridor. (See comment about page 3-29.) This sounds like it will be difficult to get beyond an operating deficit in the BART/SamTrans agreement. What is the financial equivalent? Will the expected decline in SamTrans expenses offset the BART losses?

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"Page 5-135. Estimates of Caltrain and AC Transit transfers to BART and Muni based on a 2001 survey found 5% of riders would make such a transfer. However, only half of the AC riders are assumed to use the underground tunnel, which translates to 2.5% of AC Transit riders because the AC Transit loading area is aboveground. All Caltrain riders making the transfer are assumed to use the underground tunnel because the Caltrain platform is underground. Therefore, based on 10% of 50,000 daily Caltrain riders disembarking at the downtown terminal, (see page 3-6) there would be 5% of 5,000, or 250 potential roundtrip users of an underground tunnel from Caltrain to BART or Muni. Based on 15,205 daily AC Transit riders, (see page 3-15) 2.5% or 380 AC Transit riders would use the underground tunnel. In addition, 108 pedestrian trips are expected to be diverted from the Fremont and Mission Streets intersection. This appears to add up to 738 daily users of an underground tunnel. Is this correct? It would have been helpful if a table were included that adds up these estimates.

"Page 5-107. Elimination of SamTrans routes to downtown is of concern to coastside commuters. Coastside locations, such as coast towns Daly City, Pacifica, would be better served (they say) by continuation of bus service to downtown San Francisco, not by feeder to BART or Caltrain.

Response 8.1.7 Please see Responses 2.4.11 and 7.2.7. The data on the journey to work, employee residency, and mode of work trips from the 2000 U.S. Census has yet to be made available to update the referenced data. The estimated reduction of auto trips assumes the existence of the Caltrain/BART connection in Millbrae. The discussion of pages 3-1 to 3-5 regarding the current Caltrain level of service and fare structure has been updated in Volume I of this Final EIS/EIR. For the Final EIS/EIR, Caltrain ridership has been modeled to reflect 132 trains per day in the Year 2020, as shown in Caltrain's current Strategic Plan. This assumed reduction in service results in a reduction primarily of off-peak trips, given that the number of peak-period trains is maximized under the 132-train scenario.

The decrease of Caltrain boardings at the Millbrae Station reflects the anticipated effect of fewer riders transferring to and from BART at Millbrae with the advent of the downtown extension. The extension of BART to San Jose was not analyzed by this model, and ridership for the BART extension to San Jose is currently under review by FTA.

Since the current Caltrain service does not go to downtown San Francisco, the use of Muni is implicit in all trips to downtown San Francisco. Table 3.1-15 has been annotated to make explicit the use of Muni for connecting to downtown San Francisco and BART for connecting to the East Bay. The times quoted in the table did assume the addition of Baby Bullet service, but reflected the average trip time during the peak period, not just those on the Baby Bullet express service. The latter was assumed to take 49 minutes between San Jose and San Francisco, with four intermediate stops. Baby Bullet trip time from Palo Alto to San Francisco was assumed to be 31 minutes, with two intermediate stops. This contrasts with local service, which was assumed to require 76 and 51 minutes, respectively, for those trips in 2020. The "average" time on the train for those trips was estimated to be 62 and 40 minutes, respectively.

Page 5-118 of the Draft EIS/EIR discusses impacts to corridor transit ridership, not Caltrain per se. Please refer to Subsection 3.1.6.1 and 3.1.6.2 for a discussion of Caltrain ridership. Cost per rider is used to evaluate projects competing for funding under the FTA "New Starts" program. This Project is not pursuing New Starts funding.

The proposed Project has a multiplicity of goals, including reducing travel time for existing Caltrain passengers as well as attracting new passengers. Please note that the Federal Transit

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Administration (FTA) has been phasing in a new measure of benefit for rail projects competing for "New Starts" funding. This measure, known as "user benefit," is intended to capture all aspects of benefit that a project would generate for travelers. Examples of these benefits include: a faster transit trip for existing transit users; avoidance of costly parking charges in the central business district, and the value of having an additional attractive option to driving or carpooling.

The projected decline in BART riders from the Caltrain Downtown Extension would consist primarily of Caltrain riders originally attracted to BART from Caltrain with BART's extension to Millbrae. With the downtown Caltrain extension, a portion of these former Caltrain riders are expected to switch back to Caltrain.

It is anticipated that ridership on both BART and Caltrain will be reviewed and adjustments in service levels would be made as needed to balance revenue and expenses. The BART/SamTrans Comprehensive Agreement provides for the two agencies to "work together on a regular basis to review revenue, expense and patronage data and, based thereon, to jointly determine actions to be taken to maximize ridership, minimize expense and generate net operating surpluses."

The purpose of analyzing the impact of the underground connection between the Transbay Terminal and BART was not to determine the number of people who would use the tunnel, but to determine the effect on intersection level of service in the peak 15-minute period. The conclusion in Section 5.19.6.1, Volume I, of this Final EIS/EIR has been changed to say, "A total of 108 pedestrian trips are expected to be diverted from the Fremont and Mission Street intersection during the 15-minute peak period." The section has been modified in this Final EIS/EIR to clarify the analysis.

The 108 15-minute peak period pedestrian trips diverted from the Fremont & Mission intersection were calculated by adding together people expected to use the tunnel from the following generators:

- Pedestrians generated by the redevelopment
- Pedestrians traveling to/from AC Transit, including those transferring to/from BART or Muni
- Pedestrians traveling to/from Caltrain, including those transferring to/from BART or Muni

For each group, the following factors were used to determine the number that would potentially use the underground terminal:

- Peak hour ridership on AC Transit or Caltrain in 2020, converted to peak 15-minutes
- The percentage of transfer activity between modes
- The percentage accessing each mode as pedestrians
- The percentage anticipated to otherwise use the Fremont & Mission intersection, based on the direction pedestrians travel to/from the terminal per the SFTA model
- The percentage estimated to use the underground tunnel versus streets.

At the present time, SamTrans does not anticipate elimination of routes outside of the Caltrain corridor with implementation of the Caltrain Downtown Extension. The SamTrans express bus routes considered for elimination (to which page 5-107 of the Draft EIS/EIR refers) would be in the Caltrain corridor, not on the coastside. Improving Caltrain service is independent of transit access from the coastside.

8.1.8 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

“On pages 1-17, 1-19 ridership from a boom period and mode split from 1990 and 1995 are used. In Chapter 3, Caltrain level of service and fare structure does not reflect recent changes.

- “How does the recent drop in ridership with economic decline affect projections? Will ridership shifts shown on Page 3-29, Table 3.1-14 and on page 5-119 (decreased Millbrae boardings) fiscally impact SamTrans?”
- “Do projections take into account BART to San Jose service?”
- “Are Baby Bullet travel times included in Page 3-30, Table 3.1-15/could they be? Include note that East Bay travel times include other transit providers.”

“Reduction of auto trips: (Page 1-24-25). It appears from the chart that the primary cause of projected Caltrain ridership increases is the improvement in travel time due to Caltrain improvements, with additional substantial travel time savings after the Extension. Does the estimate take into account an operating BART extension to the San Francisco International Airport? What if Caltrain is not electrified by 2006?”

Response 8.1.8 Please see Responses 7.2.3 and 8.1.7.

8.1.9 Onnolee Trapp, League of Women Voters, Speaker, 11/13/02 Public Hearing

“It's not entirely clear how many train cars could unload at one time and at what speed, what space between trains, that sort of thing, from the drawings in the book. The previous several years ago go-around had a little more explicit information, so I was looking for that this time and not finding it.”

Response 8.1.9 Please see Response 3.3.1.

8.1.10 Ken Bukowski, Councilmember, City of Emeryville, Speaker, 11/12/02 Public Hearing

“Another concern is that when BART to San Francisco Airport is completed, that Caltrain will lose ridership. We have to be careful here. We want to keep the viability of this terminal so we don't lose it.”

Response 8.1.10 Please see Responses 8.1.7.

8.2 TRAFFIC IMPACTS/DESIGN

8.2.1 California Department of Transportation, Timothy C. Sable, District Branch Chief, December 20, 2002

"Traffic Operations: Page 3-35 (section 3.2.4): Regarding conversion of High Occupancy Vehicle (HOV) ramp operations from Sterling Street to Essex Street. It is not clear how this would benefit motorists unless the City has plans to provide useful HOV bypasses on city streets approaching the ramp that function at least as well as what currently exists at Sterling Street. Also, since Essex Street feeds a full lane onto the Bridge, it may be necessary to reduce this to a merge with the First Street on-ramp traffic (as it was pre-Lorna Prieta earthquake) if changed to HOV operation because of the necessity of keeping the lane full in order to maximize the capacity of the Bridge.

"Page 3-35 (section 3.2.4): "Harrison Street would be restriped to one-way westbound from First Street to Third Street". This would have a significant impact on the operation of a number of intersections, particularly at Second Street/Harrison Street and Second Street/Bryant Street. It would also remove one of the primary directions of approach to the Essex Street on-ramp. Has this modification been considered in the reported levels of service of these intersections?"

Response 8.2.1 As noted on page 3-34 of the Draft EIS/EIR, these street improvements are planned by the City and County of San Francisco and not part of the proposed Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project. The projects were assumed as part of the No-Project Alternative and included in the traffic modeling.

8.2.2 City and County of San Francisco; Traffic Engineering Division; Bond Yee, Deputy Director and City Traffic Engineer, Jack Fleck, Senior Transportation Engineer, Jerry Robbins, Transit Planner V, December 18, 2002

"Level of Service Comments: For the most part, the transit operations which this project serves will operate on grade separated facilities – AC Transit on ramps and Caltrain underground. Therefore, the traffic impacts from the Terminal itself should not be too significant. SamTrans, Golden Gate Transit, and Muni operate on surface routes, so they will be affected by traffic generated from the redevelopment project. With regard to these new developments, the City policy of not building large parking garages with new buildings should help prevent these buildings from generating large volumes of traffic. In fact, considering that most of the land to be developed is currently occupied by parking lots, the total net increase in traffic generation should be minor. Therefore, we have a question about the sentence on page 5-125, which states, 'The Terminal/Extension Project would result in a substantial increase in vehicle trips to and from new developments.' How was this calculated?

"Table 3.2-1 on page 3-34 does show numerous intersections operating at traffic LOS F, particularly on 1st Street. This congestion is due to queuing for the Bay Bridge in the PM peak. In fact the actual conditions are somewhat worse than shown on this table. Our observations show that traffic backs up on 1st Street at least to Market Street about half the time during the PM commute periods. This percentage has fluctuated since the 1989 Loma Prieta earthquake from about 30% to 70% depending on various factors including the state of the economy. This queuing condition is not likely to change, but it could get worse, e.g. the back-up could be every night. The City deploys Parking Control Officers to keep intersections open, and we have re-routed buses to help them avoid getting stuck in the queue.

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“On page 5-124 the report lists 7 intersections as having adverse impacts due to the project. An additional six intersections are listed on page 5-125 as having adverse impacts under cumulative conditions. Of these 13 adversely impacted intersections, 11 are part of the Bay Bridge queue. We agree with the suggestion on page 5-126 that funding for the SFgo program could be a useful mitigation effort. The SFgo program will provide improved traveler information so that drivers will be aware of the queuing and possibly change plans to adjust to it, prior to starting their trip. In addition, SFgo will have traffic monitoring cameras that can be used to dispatch parking control officers in a timely fashion when the queue begins to form.

“The other two intersections with adverse affects – Beale/Howard and Fremont/Howard are not part of the queue. Therefore, we would like to see mitigations to improve operations here. It appears that the intersections along Fremont Street were only looked at in the PM peak hour. This street is more congested in the AM peak than the PM peak due to the Fremont Street off-ramp from the Bay Bridge, so the report probably is not looking at the worst case impacts.

Response 8.2.2 The San Francisco County Transportation Authority (SFCTA) countywide travel demand model was used to develop the travel forecasts for cumulative development and growth in the region, as well as to determine the travel demand associated with the project. The model determines the future travel demand and the origin/destination and travel mode (auto, transit, walk and bike) for each trip, and assigns those trips to the transportation network.

Although individual projects in the Transbay Terminal area may not provide enough parking to meet their demand and may displace existing parking facilities, the model assumed that parking would be available throughout the area, although the parking would have a high cost. As a result, the Model did predict an increase in the transit mode share in the future. If sufficient parking were not provided within the Transbay Terminal area, however, additional drivers may shift to transit, which would result in a reduction in the traffic volumes projected from the model and as analyzed for the project. For this and other environmental documents, the projection of vehicle trips is a function of the type and amount of various planned land uses and not directly related to parking availability so that the analysis in the EIS/EIR is by its nature conservative and comparable to other San Francisco environmental documents.

The poor weekday PM peak hour operating conditions at the intersections of Howard/Beale and Howard/Fremont in the future would be directly related to operations of the San Francisco-Oakland Bay Bridge. Currently, there is a high volume of traffic traveling on Beale Street to Howard Street to First Street to access the bridge from the downtown area. With the future development in the Transbay Terminal area, in conjunction with the general increase in traffic volumes throughout the downtown, the number of vehicles using this route is anticipated to increase by the year 2020, resulting in the levels of service indicated in the report. Due to the configuration of these intersections and the queued conditions, no feasible mitigation measures were identified. Additional, explanatory text has been added to the traffic Section 5.19.4, Volume I, of the Final EIS/EIR to acknowledge traffic congestion due to queuing for the Bay Bridge.

In general, intersection operating conditions during the weekday morning commute period are less congested than during the evening commute period. During the PM peak hour, there are severely congested conditions throughout the area, resulting from queues from the Bay Bridge on-ramps. Although there are higher volumes on some streets in the morning, such as Fremont Street leading from the Bay Bridge off-ramp to the financial district, the queued conditions are contained on the freeway and intersection operations are generally unconstrained. As a result, any congestion is local and directly related to operations at specific intersections (e.g., at the

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intersection of Fremont/Howard associated with morning carpool drop-off). This EIS/EIR evaluates the PM peak conditions as being those that could have the highest potential for adversely affecting the surrounding area as a result of this Project.

8.2.3 SPUR, Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"Autos and Parking, Page 5-122: Why does Table 5.19-4 have Existing plus Project conditions, while the text header is Baseline plus Project? This is somewhat confusing. 2020 Baseline plus Project seems understandable and indicates that it is not a true Existing (2002) condition.

"Page 5-123: What does the shading on Table 5.19-5 represent? Some of the "adverse effect" intersections are shaded, but not all. Were some missed?

"Page 5-126: The EIS expects there to be 7 intersections with "adverse and unmitigable" traffic impacts. The only improvement proposed is that the City may request developers to contribute to the new Integrated Transportation Management System program. Since developer participation is not mandatory and this system has not yet been implemented, what evidence is there that it might ameliorate these specific traffic impacts?"

Response 8.2.3 The terminology in the text and tables of this Final EIS/EIR clarify that it is the 2020 Baseline Plus Project and 2020 Cumulative conditions that are being addressed. The shading was originally meant to designate only the intersections that degraded to Level of Service (LOS) E or F. Impacts on intersections already at LOS E or F that did not change the level of service required review by the Department of Parking and Traffic to determine if there was an adverse impact. For consistency, all adverse impacts are now shaded and so noted in Table 5.19-5, Volume I, of this Final EIS/EIR. The contribution to the proposed Integrated Transportation Management System (ITSM) cannot be required as a mitigation measure because this separate EIS/EIR is not the decision-making document for application of this system. As more projects make contributions to the ITMS, it is expected to be implemented by the City Department of Parking and Traffic.

8.3 TRANSIT IMPACTS

8.3.1 Transportation Solutions Defense and Education Fund (TRANSDEF), David Shronbrunn, President, December 20, 2002

"3-25: The high existing peak period transit capacity utilization indicates a need for mitigation for the increased passenger demand resulting from the Project. Please evaluate the impact of increased use of the Terminal on the need for additional Muni service, to maintain acceptable service standards. Note, for example, on 5-114 how the ground level loading area will operate near capacity for existing levels of transit service. Determine locations for loading for the full complement of transit service needed to adequately serve the new Terminal.

"3-26: Verify that the capacity utilization numbers in Table 3.1-13 are comparable. Describe the capacity utilization service standards for the other transit operators.

"3-28: The asserted 140% increase in 3.1.6.1 is incorrect.

"3-48: The discussion is unnecessarily complicated by the inclusion of BART patrons that did not use the Terminal in the AM. Because they are irrelevant to any useful conclusions, they should be deleted.

"5-115: Please provide an explanation for why operating costs for AC Transit will increase beyond existing levels.

"5-119: Include the Muni and other transit operator cost savings in a comprehensive analysis of Fiscal and Economic Impacts.

Response 8.3.1 Please see Response 2.6.2. For all of the transit operators in Table 3.1-13, capacity refers to the total number of seats provided for all runs during the PM peak period (typically 5:00 – 6:00 pm). These figures are based on the operator's capacity standards as identified in their Short Range Transit Plans, which are accepted by the Metropolitan Transportation Commission. MTC's acceptance of the SRTTP standards by definition creates compatibility on a regional basis. Consequently, the capacity utilization numbers are comparable. To make the EIS/EIR data comparable, only passenger seats were used for analyses in terms of ridership/capacity. Section 3.1.6.1, Volume I, has been revised to note that Caltrain ridership is expected to grow by 40 percent system wide.

Both alternatives for a new Transbay Terminal include a design option of a pedestrian underpass between the Transbay Terminal and the Embarcadero Muni Metro/BART Station. The volumes of passengers transferring between the transit services at the Transbay Terminal and BART may be an important factor in evaluating the merits of the underground passageway. Consequently, this discussion has been retained in this Final EIS/EIR.

Transit operating costs are evaluated in Section 5.19.1. Operating costs for AC Transit were calculated on the basis of travel time and distance assumptions. Table 5.19-2, Volume I, has been corrected to show a comparison of existing AC Transit operations for the various design options. The estimated 40 percent increase in AC Transit costs results from the increased deadheading to the off-site bus storage facility. Please see Response 2.6.7.

8.3.2 James Dear, Speaker, 11/12/02 Public Hearing

"We are also concerned about the transit impacts for the residents in the nearby area. Document says 125 will be canceled, the 45, the 30, the 10, and all we get is a central subway. As far as I read, we're going to have a stop on Third and King, and, and then again at Moscone Center. Three blocks either way. I count four bus lines. It doesn't seem that San Francisco is friendly for the people living in the immediate area."

Response 8.3.2 This comment is referring to the proposed New Central Subway Project rather than the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project. The commentor should forward his comments to Sue Olive, Tennis Tsa, or John Thomas at Muni.

8.3.3 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

"Bus Service Suspension: (Page 5-107). Elimination of SamTrans routes to downtown is of concern to coastside commuters. Would suspension of service lengthen commutes from locations such as Pacifica?"

Response 8.3.3 The travel time on SamTrans Line DX Pacifica – San Francisco between the Linda Mar Shopping Center and the Transbay Terminal is 47 minutes. Without the Line DX, Pacifica's coastline residents could take SamTrans Line 110 from Linda Mar Shopping Center to the Daly City BART Station and make a timed transfer on the Richmond BART line to the Embarcadero BART Station. The total travel time on this alternative route would be 52 minutes, including transfer time. Please also see Response 8.1.7.

8.3.4 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President, League of Women Voters of San Francisco, November 22, 2002

"Page 5-115. This looks like a huge cost increase for AC Transit for the West Ramp option, which is the lowest overall cost option in all other respects. Is this increase based on the increased mileage required for offsite storage?"

Response 8.3.4 Please see Response 8.3.1.

8.3.5 William Blackwell, Architect, December 2, 2002

"Page 1-10. The one-mile "gap" will be partially erased for those Caltrain riders who transfer to BART at Millbrae.

"Page 1-11. I don't have a copy of an August 1996 ridership report by Charles River Associates, but a later report by the High-Speed Rail Authority* put the loss at 110,000 annual riders (not 200,000) if HSR is terminated at Fourth & Townsend. Assuming weekend and holiday travel at 70 per cent of normal, this loss is only 332 riders per workday. The same report places the cost of HSR extension to the Transbay Terminal site at \$270 million, which would be an incredible amount to pay for a net gain of only 332 daily riders-less than one half of one per cent of the total riders.

"Simply providing long- and short-term parking spaces at Fourth & Townsend would probably increase San Francisco HSR riders by double or triple that number.

"*California High-Speed Rail Authority "Revised Staff Recommendations for VHS Route Adoption" July 14, 1999, page 14, stated that "By terminating the Peninsula VHS routing at the 4 &

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Townsend Station site, about \$270 million can be saved in construction costs while reducing the length of the system by less than one mile... ridership and revenue for long-distance travelers would only be slightly less than the Transbay Terminal alternative... 110,000 less riders per year which leads to \$4 million less revenue per year." Total annual riders was 23.1 million at that time, and now is projected to be 36 million."

Response 8.3.5 The commentator's use of the term "partially" is correct. Riders who transfer at the Millbrae Intermodal Station would save about four minutes (with an additional cost of \$2.50) compared with the current Caltrain trip. By comparison, the Transbay Terminal Station would save downtown Caltrain riders about 14 to 15 minutes.

Ridership estimates for high speed rail varied depending on whether they were at the conservative end to produce revenue projections for the business plan or higher levels for calculating environmental impacts, so there can be valid differences. The California High Speed Rail Authority notes that actual ridership could be at least twice that shown for the conservative revenue projections, and these higher estimates are used to evaluate impacts in the Tier 1 EIS/Program EIR currently under public review for the California High Speed Rail Program. In fact, the legislation (SB 1856) placing the high speed rail program on the state ballot states that the first phase shall be "Between San Francisco Transbay Terminal and Los Angeles Union Station."

Provision of parking for high-speed rail patrons could be more achievable in the Fourth and Townsend area, but the area is currently constrained by new development for the Mission Bay Development. Parking over the train yard may be achievable but would be costly. Given the City of San Francisco's "Transit First" policy, the preferred mode of arrival for high-speed rail patrons at a San Francisco high-speed rail terminal is by transit, taxi, or kiss-and-ride.

8.4 PARKING

8.4.1 Titan Management Group, Michael Alfaro, Vice President, December 12, 2002

"The Clocktower has entered into an agreement with Caltrans to lease the parking lot off Harrison Street behind Marathon Plaza. This lease will run from the completion of the Western Approach Seismic Repair until December 31, 2038.

The Environmental Document should analyze whether any of the ramp alternatives would have an impact on this lot and mitigate any impacts that may occur.

"The Clocktower has entered into an agreement with Caltrans to use the parking lot at Second and Harrison until completion of the western approach Seismic Repair. This lot is identified for future redevelopment. The timing of that redevelopment is not stated. No potential development of that site should interfere with the Clocktower's ability to use that lot in accordance with its agreement with Caltrans."

Response 8.4.1 The commentor refers to the parking lot behind the Marathon Plaza building and asks for an analysis of impacts on this parcel due to the Loop Ramp versus the West Ramp Alternative. In particular, the commentor asks about impacts on a claimed agreement between the Clocktower and Caltrans to lease this parcel until 2038. Caltrans and the Clocktower have an agreement regarding the lot at the corner of Second and Harrison Streets as a result of impacts from Caltrans' West Approach Seismic Retrofit Project. That agreement will provide parking facilities to the Clocktower during and after completion of the West Approach Project to the year 2038.

Both ramp alternatives would use approximately the same configuration near these two parking lots for bus access to the terminal and bus storage areas. (See Figures 2.2-1 and 2.2-7 in the Draft EIS/EIR). There are no differing impacts to either lot from the Loop Ramp versus the West Ramp Alternative. Even if temporary closure of the parking lot behind Marathon Plaza is required for construction of the ramps, that closure would not affect the Clocktower's agreement with Caltrans over the lot at the corner of Second and Harrison Streets.

9.0 CULTURAL/HISTORIC RESOURCES

9.1.1 Charles Edwin Chase, AIA, Executive Director, San Francisco Architectural Heritage, December 4, 2002

"New Transbay Terminal – The DEIS/DEIR does not provide for a preservation alternative for the removal of the existing Transbay Terminal Building, a contributing resources to a National Register eligible property. The two alternatives represent a total replacement of the building and ramp system, which are listed as contributing elements to National Register eligibility. We believe this is inconsistent with federal requirements, which stipulates special efforts be made to protect historic sites. We disagree that a prudent and feasible alternative cannot be designed that would minimize harm to the known historic resources.

"Caltrain Extension from Fourth & Townsend Streets to a New Terminus below the proposed New Transbay Terminal – The two extension alternatives indicate the preferred 'cut and cover' construction method and alternatively, 'tunneling' south of Folsom Street. Tunneling would reduce the adverse effect of loss of contributing resources to the San Francisco South End Historic "VI" District and Rincon Point/South Beach Historic District, and minimize the Project's impact on known contributing historic resources.

"In all cases, retention of the three structures at Howard and Second Street were determined infeasible. Significant subway construction in other major metropolitan cities including New York and Washington DC was accomplished without removal of existing buildings of greater magnitude than those within the proposed tunnel alignment.

"In addition there are several technical issues contained within the DEIS/DEIR which require we would like to call to your attention.

"Section 4.16.6 – This section references the classification of historic resources identified in Article 11 of the San Francisco Planning Code. The DEIS/DEIR lists Category II rated buildings as both significant and contributory and does not reference Category III buildings. This is inconsistent with Article 11 of the code.

"Section 5.14.3.4 –

"1. Mitigation measures are identified which include recordation. The DEIS/DEIR states: 'The mitigation measures identified above are suggested measures; actual measures will be set forth in the MOA. Although recordation eliminates one adverse effect of demolition, the loss of historical information, it does not present the tangible loss of historically significant properties.' We believe this to be an inaccurate statement. Previous court decisions have stated that recordation is not a sufficient mitigation to reduce the level of effect below adverse.

"2. Page 5-91 references The Foundation for San Francisco's Architectural Heritage. The legal name of the referenced organization is San Francisco Architectural Heritage."

Response 9.1.1 Please see Section 8.6.1 of the EIS/EIR, Comment 2.9.1 from Caltrans, and Response 2.9.3. Section 8.6.1 of the EIS/EIR notes that construction of a Caltrain Downtown Extension – as directed by Proposition H passed by the San Francisco Voter in 1999 – would require demolition of the existing terminal. No reasonable alternative appears to exist for bringing Caltrain into the existing terminal. Additionally, the retrofit of the existing terminal would not allow for provision of high-speed rail service (please see Response 2.9.3), also a requirement of Proposition H and an intended purpose of this Project. Finally, as noted in Comment 2.9.1, the existing terminal still requires upgrades to meet ADA and building codes.

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The subject of effects analysis for the Transbay Terminal and other historic properties and mitigation of those effects is addressed in two documents: (1) a Finding of Effect (FOE), and (2) a Memorandum of Agreement (MOA). The FOE has been prepared because the Project is expected to have an effect on one or more historic properties. This document applies the Criteria of Adverse Effect [36 CFR 800.5(a)(1) and (2)] to the historic properties identified in the survey reports and determines whether the Project will have "no adverse effect" or an "adverse effect" on those properties. The document describes the individual effects that are expected to occur to each historic property. A summary of the FOE is provided in Volume I of this Final EIS/EIR in Sections 5.14, and the FOE is incorporated into this Final EIS/EIR by reference.

The MOA, shown in Appendix G, Volume I of this Final EIS/EIR establishes what will be done to mitigate the adverse effects to historic properties as identified in the FOE. This document presents the individual components of the mitigation strategy that will be implemented to mitigate, avoid, or reduce adverse effects. Several types of mitigation are included, such as preparation of an archeological treatment plan, recordation documents, a salvage plan, interpretive displays, and educational material.

Consistent with this comment, the tunneling option for the Caltrain Downtown Extension was selected by the Transbay Joint Powers Authority in March 2003 as the Locally Preferred Alternative for purpose of this Final EIS/EIR, thereby substantially reducing the effects of the extension on historic properties (please see Response 3.2.1).

It is true that many projects have been completed successfully in other metropolitan cities by tunnelling under existing properties. The success of tunnelling depends to a great degree on the ground conditions. In the area of Second and Howard Streets, the soils are exceptionally soft and weak, and the excavations required would be very wide to provide for multiple tracks leading into the train terminal. It would be technically feasible to construct a single tunnel or perhaps twin bores under a building. However, in the vicinity of Second and Folsom Streets it is not considered practicable to open so many tunnels so close to each to accommodate the multiple tracks planned for this portion of the Project. Please also see Responses 3.2.4.

The typographical error on page 4-48 of the Draft EIS/EIR in Section 4.16.6, Historic and Cultural Resources, has been corrected. The second to last sentence on the page now reads as follows: "Categories I and II are considered significant buildings, while Categories III and IV are designated as Contributory Buildings."

Section 5.14 has been rewritten in this Final EIS/EIR, Volume I, to note that mitigation does not "eliminate" an adverse effect, nor reduce it to "below adverse" levels. The Final EIS/EIR has been changed to use the legal name of the referenced organization as the San Francisco Architectural Heritage.

9.1.2 Mary MacDonald, President, Oakland Heritage Alliance, December 5, 2002

"The Oakland Heritage Alliance is particularly concerned about the loss of the Transbay Terminal because this National Register eligible property is a regional resource as part of the San Francisco Oakland Bay Bridge. However, Oakland Heritage Alliance recognizes that although the Transbay Terminal has served its purpose well in the past, it cannot accommodate an intermodal station which would include a below grade train station and so needs to be replaced by a new structure at the present site that would be a landmark of the future. This is the ideal location for a regional transportation hub that will afford efficient transit connectivity.

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"However the mitigations for the loss of this historic resource are inadequate. We urge a thorough documentation of the building itself and its role as part of transportation history. The information should be available to the public in a usable, interesting form. A prominent space should be allocated in the new building for a permanent exhibition. In fact, a Bay Area Transportation Mini-Museum could be accommodated in the terminal with this as a permanent exhibit. And the very solid comfortable oak benches, which are beloved by bus riders, should be reused in the new facility."

Response 9.1.2 Please see Response 9.1.1. A prominent space will be identified during the design phase of the terminal for an exhibit regarding historic resources.

9.1.3 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President, League of Women Voters of San Francisco, November 22, 2002

"Page 5-75. How will impacts on the Bay Bridge structure be mitigated, also with respect to NRHP?"

"Page 5-91. Regarding mitigation of loss of historic structures: The first option of listed Relocation is extremely unlikely. Recordation, Interpretive Display, and Salvage seem practical, but how much do these options really compensate for the loss, and how is such loss calculated?"

Response 9.1.3 Please see Response 9.1.1. Please also see Response 9.1.7 regarding the feasibility for relocation of historic structures. As noted in the response, such mitigation would be very difficult.

The co-lead agencies understand that these historic structures are valuable cultural resources, and Project planning has included substantial efforts to preserve them to the extent possible, while still meeting the purpose and need of the Project. Under CEQA, the application of recordation does not reduce the impact to a less than significant level and does not in an of itself mitigate for the loss of these resources. The degree to which proposed mitigations compensate for the loss of these resources is a subjective determination, and the co-lead agencies do not feel that such a loss can be calculated, at least in a quantitative sense. The Finding of Effect (FOE) document incorporated into Volume I of this Final EIS/EIR (in Sections 5.14, 7, and 8) discusses the effects that the loss of these structures would have.

9.1.4 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

"Historic Context: The consideration that the existing terminal cannot perform its original function safely is persuasive but the mitigation for loss of historic structures is too vague. 'Dynamic continuity' is a creative concept that needs more contextual specificity to be a mitigation.

- "What mitigations are likely to be included "Memorandum of Agreement"? (What is previous Redevelopment Agency practice in comparable cases?)

"Are any of the other historic buildings to be removed also seismically unsafe?"

Response 9.1.4 See response to comment 9.1.1, above, specifically regarding the preparation of an MOA. The types of mitigations in the MOA, as shown in Appendix G of Volume I of the Final EIS/EIR includes, but are not limited to: archival quality recordation of existing building and features, permanent on-site interpretive exhibit; museum exhibit;

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documentary videography; salvage, and design features for the new buildings and structures. The Redevelopment Agency has used these techniques successfully in other redevelopment areas. At this stage of the Project, it is not within the scope of this EIS/EIR to evaluate the safety of existing structures under seismic conditions, as this is not germane to the building's removal. ..

9.1.5 California Department of Transportation, Timothy C. Sable, District Branch Chief, December 20, 2002

"Cultural Resources: Page 1-28 (Table 1.2-4) should be revised to include the required legislative approval under California Public Resources Code Section 5027 (see additional information below)."

"Page 2-47 (section 2.3.1.1) describes one of the alternatives, "Renovation of Existing Transbay Terminal and Associated Structures," which was considered but withdrawn. This alternative precludes underground rail, but instead would require construction of elevated rail structures for Caltrain or high-speed rail access. According to the DEIR, this alternative was withdrawn because the anticipated seismic strengthening would preclude the project goal of revenue-generating development. The fact that the Transbay Transit Terminal and the ramps are National Register-listed properties calls for a more substantive discussion regarding the possibility of preserving the properties.

"Page 5-75 (section 5.14.3.1) should address California Public Resources Code Section 5027, which states, "Any building or structure that is listed on the National Register of Historic Places and is transferred from state ownership to another public agency shall not be demolished, destroyed, or significantly altered, except for restoration to preserve or enhance its historical values, without the prior approval of the Legislature by statute. This section applies to any building or structure transferred from state ownership to another public agency after January 1, 1987."

"Section 5.14.3.5 should additionally evaluate the effects of demolition of the ramps and Transbay Transit Terminal on the San Francisco-Oakland Bay Bridge.

"Page 5-91 (section 5.14.3.5) discusses potential mitigation. Because the project would have effects on the San Francisco-Oakland Bay Bridge, any Historic American Buildings Survey/Historic American Engineering Record documentation on the Transbay Transit Terminal and ramps should be filed additionally with the Department. Additionally, if the Department no longer owns the Transbay Transit Terminal, the "Interpretive Display" would be the responsibility of the project proponents, not the Department. Opportunities for collaborating with the Department on the completion of mitigation tasks for effects to the San Francisco-Oakland Bay Bridge should be investigated."

Response 9.1.5 Please see Response 9.1.1. The Findings of Effect (FOE) has been added to Section 5.14.3.5, and Chapters 7 and 8, Volume I, of this Final EIS/EIR and includes a discussion of the effects of the demolition of the ramps and Transbay Terminal to the San Francisco-Oakland Bay Bridge as an historical resource. Table 1.2-4 and Section 5.14 have been revised for this Final EIS/EIR to reflect the required legislative approval. In accordance with California Public Resources Code Section 5027, the Transbay Terminal and terminal loop ramp, as NRHP-eligible structures that would be transferred from state (Caltrans) ownership to another public agency (the Transbay Joint Powers Authority) may not be demolished without the prior approval of the California Legislature. The California Legislature has considered the importance of proceeding with the Transbay Transit Terminal project and has granted a specific exemption to

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State Law prohibiting the demolition of historic structures with the following language: "the Legislature hereby approves demolition of the Transbay Terminal building at First and Mission Streets in the City and County of San Francisco, including its associated ramps, for construction of a new terminal at the same location, designed to serve Caltrain in addition to local, regional, and intercity bus lines, and designed to accommodate high-speed passenger rail service." (AB 812, 2003)

Response 9.1.5 Assembly Bill 812 (Yee), currently pending in the state legislature, addresses this requirement. It is understood by the co-lead agencies that mitigation would be the responsibility of the Project.

9.1.6 SPUR, Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"Historic/ Cultural Resources (Sections 4.165.14 & 7.2)

"Section 5.14.2, Archaeological Resources, Mitigation: By stating that mitigation measures for both archaeological and architectural resources would be set forth in an MOA, the EIS/EIR is deferring the mitigation. Per CEQA Section 15126.4(a)(B): "Formulation of mitigation measures should not be deferred until some future time. However, measures may specify performance standards which would mitigate the significant effect of the project and which may be accomplished in more than one specified way." Deferring mitigation to a future MOA without setting performance standards in the EIS denies the public its opportunity to provide input on the proposed mitigation, and makes the EIS inadequate.

"Section 5.14.3.3, Redevelopment Components: The conclusion that neither of the redevelopment alternatives would have an adverse impact on historic properties does not seem correct. Since the intention of creating a redevelopment area would be to encourage and facilitate new development in the designated area, there could be an increased likelihood that historic resources located within the area would be altered or demolished. The EIS should identify protections against such impacts.

"Section 5.14.3.4, Affected Properties:

- "Please note that the 670-680 Second Street building has been altered in recent years and converted to an office building. As such, the structure no longer appears as depicted in this document. A Negative Declaration was prepared by the City of San Francisco for the alterations to this property.
- "Section 5.14.2 refers to mitigation for architectural resources, but its mitigations are about archaeology. There should be a separate section on mitigation of architectural resources. See our comments about adequacy in Section 5.14.2, above. Providing a list of types of measures and stating that these are merely suggestions is not adequate. It should be stated here which, if any, of these mitigation measures would have the potential to reduce impacts to a less than significant level and whether such a conclusion would be different for different buildings.
- "Please explain what is meant in the last sentence of Section 5.14: "... recordation eliminates one adverse effect of demolition..." Since demolition means the total loss of a building and results in a significant unavoidable impact for an historic resource under CEQA, how does recordation eliminate one adverse impact?

"Section 7.2, Unavoidable Significant Adverse Effects Under CEQA: This section should list which buildings and districts would be significantly impacted under each alternative. The lack of clarity of the Historic and Cultural Resources section makes this doubly important."

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Response 9.1.6 The Draft EIS/EIR states in Section 5.14.1 that known or potential historic-era archaeological sites exist in the Project's footprint, and that there are areas with high historic archeological sensitivity. Given that the Project area is covered with urban development or pavement, it is not possible to determine the precise locations for these resources. The mitigation measure in the EIS/EIR is therefore to establish, as the Project's design progresses, a comprehensive research design and treatment plan for archeological resources prepared by a qualified consultant. The Research Design/Treatment Plan will be consistent with the Secretary of the Interior's Standards and Guidelines for Archaeological Documentation (48 FR 44734-37) and take into account the ACHP publication, Treatment of Archaeological Properties: A Handbook (ACHP 1980), and SHPO guidelines.

The Research Design/Treatment Plan will include, at a minimum:

- An Historical Context for the Area of Potential Effects for Archaeological Resources (APEAR).
- Research Context for the APEAR.
- Testing/Data Recovery Plan that will specify, at minimum:
 - The properties or portion of properties where evaluation and/or data recovery are to be carried out;
 - The properties, if any, that will be affected by the Undertaking but for which no data recovery will be carried out;
 - The manner in which inadvertent discoveries will be treated;
 - The methods to be used for data recovery, with an explanation of their relevance to the research questions/themes;
 - The methods to be used in cataloguing, analysis, data management, and dissemination of data;
 - The proposed disposition of recovered materials and records, including discard and deaccession;
 - The manner in which any human remains and associated/unassociated funerary objects, including those of Native American or Native Hawaiian origin, will be treated;
 - The security procedures to be undertaken to protect the archeological testing/data recovery site from vandalism, theft, or unintended damage;
 - The final report summarizing, describing and interpreting the results of testing/data recovery;
 - The measures to be undertaken to ensure curation of recovered data determined to have appropriate research potential.
 - Research Design/Treatment Plan Review

TJPA will submit the Research Design/Treatment Plan to all parties to the MOA for a thirty (30) calendar day review following receipt of the Plan, and will take any review comments into account, revise the Research Design/Treatment Plan accordingly, and notify any party whose comments were not incorporated into the Plan.

This is a typical approach to these types of urban projects. It has been added to this Final EIS/EIR, Volume I, in Section 5.14.2, Archaeology Resources Mitigation, and is included in the MOA (Appendix G, Volume I of the Final EIS/EIR).

The redevelopment of parcels for the proposed Transbay redevelopment plan area is limited to the publicly owned parcels and a few small private holdings within the publicly owned parcels. The public parcels do not have any historic structures on them and the small private holdings are not historic resources. The redevelopment plan does not call for redevelopment by acquiring

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private parcels. If private owners are encouraged to redevelop their own properties, they would have to pursue their own environmental and historic clearances as any private development is not a part of the proposed redevelopment plan.

The building at 670-680 Second Street has been renovated since the time of its last evaluation; nevertheless, it retains its status as a contributing element of a National Register District in the OHP Historic Property Datafile for San Francisco County as updated through January 2003. A current photograph has been provided in Section 5.14, Volume I, of this Final EIS/EIR. This Final EIS/EIR now provides better distinction between the archeological and historic architecture mitigation measures.

The specific adverse effects to historic properties are identified in the Finding of Effect (FOE) document produced under Section 106. A summary of the Finding of Effect Document is provided in this Final EIS/EIR in Section 5.15, Volume I, and the FOE incorporated by reference. Unavoidable adverse effects under CEQA are shown in the CEQA Findings Chapter 7.

9.1.7 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

"As shown in the attached Figure 1, San Francisco Tomorrow advocates reviewing the track alignment at Second and Howard Streets for opportunities to reduce the number of historic buildings that are endangered.

"The mitigation measures on Page 5-91 should be clarified. How will the feasibility of relocation of historic buildings be determined? The comment about the scarcity of open land in San Francisco is inappropriate; the fate of an historic building should be determined not by its destination, but by the properties of the building itself. This mitigation measure needs to be corrected and clarified.

"Why isn't an option included for preserving all or part of the buildings in place? A study should be made of the possibility of saving buildings that might otherwise be demolished during construction of the Caltrain Downtown Extension by means of bracing, underpinning, or other means of support. What is the possibility of preserving at least the facade of one or more of the endangered buildings?"

Response 9.1.7 Please see Response 5.1.2. The feasibility of relocating one or more of the historic buildings will depend on the structural condition of each individual building. Until the structural and foundation plans are reviewed and evaluated, it is not possible to make a commitment that any of the existing buildings can be safely relocated. The logistics of moving buildings in the streets of downtown San Francisco would require not only an exceptionally detailed level of planning but also consideration of physical constraints that may preclude relocating the buildings to vacant lots. The presence of overhead structures such as at Howard and Fourth Street, and at Howard between First and Second Streets would make it impossible to transport the buildings beyond these physical constraints. Similarly it would not be possible to transport the buildings under I-80 to reach the vacant lots in the Mission Bay Area.

Underpinning and bracing are not considered effective means of preserving the subject buildings because of the large size of the underground opening anticipated. It is not economical or practical to construct a structural system that can have sufficient span to transfer the building loads beyond the limits of the required excavations.

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It is not considered practicable to preserve the building façades in what is expected to be a very busy and congested construction site. Preservation would require moving the façades off-site, storing them for the duration of construction, and returning them to the site after completion of construction. The technical and economic feasibility of this option can be evaluated during detailed design.

Lifting the buildings off their foundations, moving them to a storage site, and then returning them to the original site can also be evaluated during detailed design. The most significant factor is to find a site that is accessible without having to pass under an existing overhead crossing such as the various Transbay Terminal connectors, I-80, and the footbridge at Fourth and Howard Streets.

9.1.8 Greg Patterson, December 18, 2002

"There are, however, some areas of the EIR that are clear and pose a threat to the history and character of the city. As it stands, many of the historical buildings on the north-west side of Howard Street at Second Street would be demolished (and possibly replaced with parking structures). Once torn down, historical buildings will not come back, and an important character and personality of the city will be lost. This is our neighborhood, and part of San Francisco's unique character will be lost through these demolitions.

"Historic Fabric. In the three historic districts that are affected by the layout of the rail lines, a number of buildings which contribute greatly to these districts would be demolished under the cut-and-cover alternative. Even under the tunneling alternative, a number of buildings at the corner of Second Street and Howard Street would be lost. The geologic study, which would reveal whether tunneling is not only possible but economically feasible, is not yet complete. It may be argued that it is not possible to support structurally a tunnel under the Second and Howard corner since the tracks here would have to cover a wider area in order to accommodate rail track-switching.

"However, an alternative route underground should be studied to see whether it is possible to alter the tunnel alternative slightly in order to save more of the historic resources at Second and Howard. See the example provided (Mlynarik) which shows a fine-tuning of the route at this corner in order to preserve more of the threatened buildings. In any case, a strategy could be developed to remove the subject buildings or parts of them. For historic integrity of the buildings in these districts, the front facades of the threatened buildings could remain propped and stabilized in place while the tunneling is going on, and reconstructed afterwards. In this scenario, only those parts of buildings which must be removed would be removed.

"The more difficult, and less desirable, solution would be to have the three contributory buildings at Second and Howard relocated during construction and then moved back. The EIR/S states that this could be done if a place were found to put the structures. The preservation of all the threatened buildings should be required to be listed as a mitigation measure for the consideration of the decision makers and sites for temporary location should be found.

"Some of the historic resources are well described (Chapter Five, pp.5-71 to 5-91) but curiously the present Transbay Terminal Building is not shown graphically or described in this section."

Response 9.1.8 The desire to preserve historic resources played an important role in the decision to select the tunneling option for the Caltrain Downtown Extension as the Locally Preferred Alternative (LPA) – please see Response 3.2.1 through 3.2.14 – which will preserve 10 historic buildings that would have been demolished under the cut-and-cover option that was not

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selected for the LPA. Please see Response 3.2.4 for the reasons that the structures on Howard Street need to be demolished.

Numerous alignments have been reviewed against the train design criteria to minimize impacts to historic structures and to the community in general. Please see Section 2.3, Alternatives Considered and Withdrawn, of the EIS/EIR, Volume I, and the numerous responses to comments in this Volume II of the Final EIS/EIR regarding alternative alignments, for example.

The description of the Transbay Terminal building and ramps is included with the other resource descriptions in Chapter 4, Volume I, specifically Sections 4.16.6.1 and 4.16.6.2 of this Final EIS/EIR. Chapter 5 presents impacts to the resources described in Chapter 4, and the effects to the terminal and ramps are described in Sec. 5.14.3.4. Photographs of the existing Transbay Terminal and ramps have been added to this section.

10.0 PUBLIC OPEN SPACE/PARKS/VISUAL IMPACTS

10.1.1 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

"Please add a map of the Redevelopment Area that includes the size and location of the open spaces listed on Page 5-39."

Response 10.1.1 A map showing anticipated land uses, including open space under the current Draft *Transbay Redevelopment Project Area Design for Development Vision* (August 2003) is included in the Final EIS/EIR, Volume I, as Figure 2.2.27. Please see Section 2.2.4.2, Figure 2.2-26, and Appendix F of the Final EIS/EIR, Volume I, for a discussion regarding the provision of open space and parks under the redevelopment plan.

10.1.2 James M. Patrick, President, Patrick and Co., December 16, 2002

"I found no plans for any use of the properties that were acquired and demolished once the project was completed. Has any consideration been given to parks and/or public areas or will the land be sold to the highest bidder?"

Response 10.1.2 Please see Response 10.1.1. The Agency is currently developing plans for the land to be acquired for the Project. Some of it will be converted to open space after it is no longer needed for the transportation improvements. Other land will be developed as affordable housing. Still other land will be sold to developers in conformity with the Agency's *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) document and design guidelines. The Agency's draft August 2003 document and design guidelines will be finalized before the redevelopment plan is adopted. Please see Section 2.2.4.2, Volume I, of this Final EIS/EIR for additional discussion of the reuse of property.

10.1.3 James Wittmann Dear, November 18, 2002

"I live in the project area. The neighborhood needs parks. I am concerned that an opportunity to establish a park where my dog can play will be lost. Especially, when I read that all that is foreseen in the Redevelopment are 'two new "green" open spaces.' What does this "'green" open space' mean? (5.5.1 [p. 5-39])."

Response 10.1.3 The *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) document released by the San Francisco Redevelopment Agency describes proposed new open space and includes maps with proposed locations of the open space. Please see Section 2.2.4.2, Figure 2.2-26, and Appendix F of the Final EIS/EIR, Volume I.

It is important to remember that this is a downtown neighborhood and will not be able to accommodate the amount of open space that currently exists in other neighborhoods. However, the *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) document envisions dedicating more than one acre out of the nine acres of available public land in the proposed Project Area to open space, and the vision includes streetscape improvements including widened sidewalks that feature open space amenities, especially on Beale, Main, and Spear Streets. That is, the total effective open space would be greater than just the addition of traditional "green park space." The *Draft Transbay Redevelopment Project Area Design for Development Vision* document also includes plans for leveraging public resources for the creation of additional open space both within and adjacent to the proposed Project Area.

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10.1.4 James Dear, Speaker, 11/12/02 Public Hearing

"We have an opportunity for open space, for parks. We live in a lot of concrete there. I don't see a lot of green space proposed, especially for dogs and such like that."

Response 10.1.4 Please see Response 10.1.1, 10.1.2, and 10.1.3.

10.1.5 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

"Land Use: (Page 2-44). The land use mix assumed is dominantly residential which would provide a desirable balance for the intense job center of San Francisco. The Full Build alternative also includes 1,184,590 square feet of office space..."

"The open space and community services assumed to suffice should be related to the amount of housing to be built. Does San Francisco have relevant standards or precedents?"

Response 10.1.5 The City of San Francisco does not have formally adopted standards pertaining to the provision of open space on a district-wide level. However, there are requirements and standards for private open space connected with housing and publicly accessible open space associated with downtown (C-3) office space. Section 139 of the City Planning Code states that office uses in the C-3 districts shall pay \$2.00 per square foot to the Downtown Park Special Fund to create parks and recreational facilities in the central business district. The City's General Plan contains a Recreation and Open Space element that describes different classifications of public open spaces in San Francisco including the areas which they serve (Citywide, District, Neighborhood and Sub-neighborhood), and provides goals and policies for these service areas. Moreover, the General Plan's Downtown Area Plan contains a set of guidelines for downtown open space that details the types of open space appropriate for downtown, and includes a listing of the preferred design elements.

The Transbay Redevelopment Plan will have its own set of requirements for providing open space (please see Response 10.1.1). The San Francisco Recreation and Park Department owns and manages over 3,300 acres of open space in the City and County of San Francisco. The combined City, state, and federal property permanently dedicated to open space totals approximately 4,090 acres, or 5.5 acres per 1,000 San Francisco residents. This is about half the established standard set by the National Park and Recreation Association (NPRA), which calls for 10 acres of open space per 1,000 population in cities. Given the City's existing development patterns, high population density, and small land mass, achieving the NPRA standard will likely never be possible (personal communication as cited in Case No. 1999.233E, Recreation and Park Department, Robert McDonald, 2003). The City attempts, however, to increase the per capita supply of open space whenever possible through the creation of new plazas and opens spaces such as those included in the proposed project. Please also see Responses 10.1.1, 10.1.2, and 10.1.3

10.1.6 SPUR, Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"Visual & Aesthetic Issues, Summary Project Description, p. S-3: No-project alternative: There is no discussion of the need to seismically upgrade the existing Transbay Facility. Wasn't the expense of doing this one of the main reasons for rebuilding the facility?"

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"Section 5.16, Visual and Aesthetic Environmental Consequences and Mitigation Measures. The minimal graphic representation of the Loop Ramp Alternative makes it difficult to gauge its visual and aesthetic impacts.

"5.16.1 No-project alternative, p. 5-92, 93:

- "The existing terminal would require extensive seismic renovations. There is no discussion of the negative aesthetic impacts this could have.
- "Do continued existence of the bus ramps contribute to declining levels of maintenance and investment in surrounding properties, and therefore constitute a future negative aesthetic impact?"

"5.16.2 Transbay Terminal, p. 5-93:

- "Figure 5.16.2 does not clearly show the difference between the west ramp (stacked) and the loop ramp (split) scenarios. It shows existing and stacked ramps only.
- "Model of Potential Redevelopment Sites and Scale, Fig. 5.16.3, p. 5-99: Please provide evidence of the likelihood that developers would propose high-rise projects, especially residential high-rise development, in such close proximity to one another as shown in the illustration.

"5.16.5 Changes to Scenic Views and Vistas

- "The loss of views mentioned in the report is not illustrated. Are these lost views from existing buildings, or from public spaces and streets? If the former, then it should be noted that the new development will replace these views with an equal or greater number.
- "On page 5-98, the report states that the spacing between the new towers in the redevelopment area would be greater than is typical north of Market, but the model illustrated in Fig. 5.16-3 seems to show towers spaced as close or closer than the north of Market St. condition.

"5.16.6 Change in the Cityscape: Illustrations 5.16.4 and 5.16.5 do not show the views that are "more differentiated as the stepping up of development heights towards downtown is realized. The views as illustrated are much more monolithic and undifferentiated than described, especially in Fig. 5.16-5. Better illustrations would be helpful.

"Summary Table, p.S-16, Visual/Aesthetics Impact Category:

- "No-Build Alternative: Will this alternative have additional visual impacts due to requirements that existing facilities need to be seismically upgraded?"
- "Transbay Terminal Components:
 - o "Because there are no supporting illustrations of the Loop Ramp Alternative, other than a site plan diagram, it is not possible to evaluate the visual/aesthetic impacts of this scheme.
 - o "Based on the illustrations and text provided, it is clear there are significant differences between the two terminal alternatives. The West Ramp Alternative replaces a single-deck loop ramp with one double-decked ramp; how does this make the ramps "less visually intrusive"? How does the Loop Ramp Alternative enhance views? Views from where?"

"Chapter 2, Description of Project Alternatives: In general, the almost complete lack of illustrations of the Loop Ramp Alternative make meaningful analysis of the visual and aesthetic impacts of this scheme impossible.

"Redevelopment Components: There are two redevelopment alternatives; it seems highly unlikely that the two alternatives will have the same visual impact. Does the text in the table refer to both schemes?"

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Response 10.1.6 Please see Caltrans Comment 2.9.1 and Response 9.1.1.

The West Ramp Alternative would consist of permanent stacked bus ramps that would connect the Bay Bridge to the Transbay Terminal. These ramps would be in approximately the same position as the existing Transbay Terminal ramps which run roughly parallel to Essex Street from the bridge to the terminal, but would not require any additional ramp segments on the eastern side of the terminal. Conversely, the Loop Ramp Alternative would construct a one-way loop of bus circulation with direct connections to the Bay Bridge on both the east and west sides of the terminal. The ramp segments of the Loop Ramp Alternative would run along Essex Street to the terminal and then loop around east of the terminal just past Beale Street, then follow Clementina Street westward and reconnect to the loop just north of Folsom Street. The visual nature of the Loop Ramp would be similar in its location to the current ramp structure for the existing terminal, although with new ramps leading to the facility.

In contrast to the West Ramp Alternative, which would facilitate bus circulation on a stacked ramp system, the Loop Ramp Alternative would require additional land area dedicated to ramp segments, and as discussed on page 5-2 of the Draft EIS/EIR. This alternative could “continue to be seen by some as a barrier in the district, walling off uses inside the loops from uses outside.” These additional ramp segments would be visible looking into or outside of the district from Beale and Howard Streets. The West Ramp Alternative would enhance views by reducing the overall land area in the district dedicated to elevated ramp structures.

Additional seismic renovation of the existing structure would principally affect its interior. The text regarding Figure 5.16-2 has been changed for the Final EIS/EIR to note that it provides a visualization of the stacked ramps proposed under the West Ramp Alternative.

The existence of bus ramps do contribute to declining investment in the surrounding area. This was one of the key reasons for selection of the West Ramp Alternative as the Transbay Terminal component of the LPA. Under the West Ramp Alternative, some of the ramps would be removed altogether. The redevelopment plan includes significant funding for pedestrian improvements and the creation of new open space, including space underneath the west ramps to the Transbay Terminal. The space underneath these ramps could be programmed for such active uses as basketball and handball courts, as well as landscaping and public artwork.

Please see Response 4.2.5 regarding Figures 5.16-3, 5.16-4, and 5.16-5 in the Draft EIS/EIR. New development proposed as part of either the Full Build or Reduced Scope alternatives would result in the loss of some existing skyline views across the district from new buildings. Public view corridors along streets would be largely preserved by new development that would create an orderly and uniform street wall (e.g., on Folsom Street) and would require setbacks of upper-level building masses... The *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) document refines the building form and development program from what is presented in the Draft EIS/EIR so as to minimize impacts on important public views by reducing the number of towers, widely spacing towers, and deliberately locating them to avoid casting too much shadow on new and existing parks and streets. Further sculpting of the height proposal likely will include lowering of heights along alleyways to create an appropriate scale and allow sunlight based on the width of the street.

For clarification, the text on in the Summary of this Final EIS/EIR now reads as follows (underlining refers to new text): “Under either alternative, Folsom St. building heights would be taller than existing. Provisions for development would help protect views, preserve open space,

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and enhance the pedestrian environment. Under the Full Build Alternative, buildings may be broader and shorter, with setbacks preserved. Under the Reduced Scope Alternative, buildings would be taller and more slender, preserving more of the existing views.”

Certainly, the No-Project Alternative would result in visually different development within the Transbay Terminal Area. As long as the current buildings would continue to exist in the district, the visual character of the area would not necessarily improve. If there were to be development with the area, it would conform to existing zoning and not the Redevelopment Area’s *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003), rezoning, or revitalization efforts. The No Project Alternative would not establish a redevelopment area, and would thus not meet project objectives of alleviating blight and revitalizing the Transbay Area by replacing the district’s existing deteriorating buildings with a coordinated redevelopment program. There is the potential that if no action is taken, buildings could continue to deteriorate and could cumulatively affect the overall image of the neighborhood, particularly if such buildings do not meet the requirements of the City’s Unreinforced Masonry Building (UMB) Ordinance. The UMB Ordinance requires existing unreinforced structures (buildings containing load-bearing walls constructed of either brick, adobe, stone or mortar without steel reinforcement) to be strengthened within specific frames (through 2007), or face demolition.

The UMB Ordinance specifies time limits in which retrofitting work must occur. At present, there are approximately 500 remaining UMBs in the City, with approximately 22 UMBs identified in the study area. Of these 22 buildings, 14 have applied for a retrofit permit, and the remaining eight would most likely be demolished. If the existing buildings were to be demolished by private entities and new buildings constructed, these would be required to meet the City’s design guidelines; such development, though meeting the guidelines, would likely be less coordinated or integrated across the area than under the proposed project.

In the context of the major potential construction of up to 7.6 million square feet of new development, including high-rise buildings, within nine city blocks, the visual differences from the Loop Ramp Alternative versus West Ramp Alternative would generally be minor. Additionally, views of the ramps themselves would principally be limited to adjacent streets and from the windows of upper levels of private buildings.

11.0 PUBLIC UTILITIES / SERVICES

11.1.1 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

"Please include information on the increased volume of sewage that would be expected at full build-out, and the corresponding increase in CSOs (combined sewer overflows) into Mission and Islais Creeks."

Response 11.1.1 The Project area is served by the San Francisco combined sewer system, that handles both sewage and stormwater runoff. The Project would meet any wastewater pre-treatment requirements of the San Francisco Public Utilities Commission as required by the San Francisco Industrial Waste Ordinance. No new sewer construction other than hook-up would be needed because the Project site is already served by existing sewer infrastructure. Furthermore, since stormwater runoff contributes greatly to the total flow and the various aspects of the Project sites are already paved, the project would have a minimal effect on the total wastewater volume discharged to the combined sewer system. The Project would add a small incremental amount that most likely would not result in additional CSOs into Mission and Islais Creeks.

11.1.2 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President, League of Women Voters of San Francisco, November 22, 2002

"Page 4-21. Response times for Fire Department are not given. This important statistic is kept by all fire departments, and should be readily available.

"Pages 5-36 and 5-37. It is highly interesting that the increased demands for fire and police services could be met by 'reorganizing existing staff.' Does it follow that either these services are currently overstaffed or that service will be understaffed when the proposed development takes place?"

"Page 5-70. The paragraph about communications is very inconclusive. Viability of redevelopment for both offices and residences depends greatly on the availability of telephone utilities, and the statement by Pacific Bell that it would take many years to complete relocation is very unsettling.

"Page 5-106. There are concerns that dependence on only PG&E or Hetch Hetchy source of electricity seems risky both in terms of supply and cost, unless SF is willing to make a deal regarding its Hetch Hetchy power. The report vaguely hopes that deregulation will alleviate these problems."

Response 11.1.2 Additional discussion and analysis of police, fire, energy, and public utilities has been added to Sections 5.4 and 5.12, Volume I, of the Final EIS/EIR in response to this comment. The co-lead agencies will explore all avenues prior to relocating expensive utilities. Selection of the tunneling option for the Caltrain Downtown extension for the Locally Preferred Alternative will reduce necessary utility relocations, as compared to the cut-and-cover option. It should also be noted that construction of the Caltrain Downtown extension component of the project would likely take several years to complete. The information that Pacific Bell (subsequently renamed to SBC Communications, Inc.) has provided is preliminary and, as stated on page 5-70 of the Draft EIS/EIR, would require an in-depth study to determine specific construction required to relocate existing communication lines. However, there is no indication

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that such relocation is not possible or would result in adverse environmental effects. Please also see Comment and Response 3.2.1.

11.1.3 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

"Emergency Services: (Page 4-21). Response times for Fire Department are lacking. Will response times be affected? What is potential for loss of communications as in BART to airport project?"

"Power: (Page 5-106). The implication that reliance on city or PG&E electricity is a problem to be alleviated by deregulation needs some explanation.

"Land Use: (Page 2-44). The land use mix assumed is dominantly residential which would provide a desirable balance for the intense job center of San Francisco. The Full Build alternative also includes 1,184,590 square feet of office space..."

"The open space and community services assumed to suffice should be related to the amount of housing to be built. Does San Francisco have relevant standards or precedents?"

Response 11.1.3 Please see Response 11.1.2. Please see Responses 10.1.2 and 10.1.3 regarding open space. Please see Response 10.1.5 regarding community service standards.

11.1.4 Jennifer Clary, President, San Francisco Tomorrow, Speaker, 11/26/02 Public Hearing

"There are water impacts for this project. Whenever you increase the density of an area, there's increased pressure on our sewer system. We feel that needs to be weighted in this document."

Response 11.1.4 Please see Response 11.1.1 and 11.1.2.

12.0 FISCAL/ECONOMIC IMPACTS

12.1.1 Transportation Solutions Defense and Education Fund (TRANSDEF), David Shronbrunn, President, December 20, 2002

"5-49: An analysis of the tax and other economic implications of a operational Project is glaringly absent. The Project should have strikingly positive net benefits to the San Francisco and regional economies. Increases in retail sales and employment should be estimated, along with increases in the taxes reported in Table 5.6-5."

Response 12.1.1 The Project is expected to have many tax and other economic benefits to the City and County of San Francisco and the region. However, it is not practical, within the scope of this EIS/EIR to project these benefits quantitatively. Such projections would involve estimates of the economic development impacts of the project, including enhanced development opportunities, prospective positive impacts in land values, and increased tourism to San Francisco and associated spending, as just a few examples. Projections of such impacts at this stage in project planning would be speculative and, as such, are not readily quantifiable. Hence the figures reported in Table 5.6-5 conservatively look only at the readily quantifiable adverse economic effects of the project.

13.0 SAFETY AND SECURITY IMPACTS

13.1.1 James Wittmann Dear, November 18, 2002

"Car-boosting and homeless encampments are quality-of-life issues for the street. The proposed Off-Site Bus Storage Facility between Perry and Stillman and Second and Fourth Streets is under the jurisdiction of the Transbay Terminal. Will transit agency police patrol the lot, or will SFPD? Did the police union agree that by reorganizing existing staff no additional officers would be needed? I am concerned that the police will be spread thin and crime will increase on Stillman St. (5.4.2.2) and (5.4.4.2)."

Response 13.1.1 The question of who will patrol the off-site storage bus facility will be part of the lease negotiations. The Transbay Joint Powers Authority will work closely with the San Francisco Police Department (SFPD) on this matter and, if appropriate, the California Highway Patrol. SFPD recommends a security plan for development of bus and other vehicle storage on the lots fronting Stillman Street. To reduce the possibility of crime and vandalism and the ability of transient populations to gain access to the facility, the SFPD recommends that the bus storage area be fenced to provide controlled access to the parking area (personal communication, Lt. Al Pardini, San Francisco Police Planning Division, July 2, 2003). As discussed in Response 2.7.9, portions of the bus storage facility will be enclosed by a noise wall, aiding in the provision of the site's security and the security of the surrounding area.

14.0 SEISMIC IMPACTS

14.1.1 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President, League of Women Voters of San Francisco, November 22, 2002

"Page 5-68. "Rapid rail repair" is the recommended mitigation for seismic impacts to surface tracks, but there is no mention of mitigation for tunnel collapse at the portals, where the subway depth is in Bay mud, or prevention of damage. What would happen to a train traveling exiting from the subway at the time of seismic motion?"

"Page 5-67. Bay mud goes down 100 feet and is the worst seismic hazard for amplified ground motion."

Response 14.1.1 Bay mud and Bay mud at considerable depth are common conditions at various locations in the Bay Area. Bay mud combined with seismic activity requires greater attention by geotechnical and structural engineers than more robust soil conditions. However, the number of major infrastructure facilities built on bay mud and planned to be constructed on Bay mud demonstrates that the necessary engineering knowledge and skill is in service to provide safe and reliable facilities.

The tunnels will be designed following state-of-the-art procedures that will allow the tunnels to remain intact and minimize structural damage to repairable levels. There is considerable evidence worldwide demonstrating that tunnels generally perform better than surface structures during earthquakes. The design of the Muni Metro Turnback project in an area of deep bay mud provides an excellent precedent that can be followed, or improved upon, for designing the tunnels and portals in bay mud so that they can resist safely the seismic design forces.

Design of the tunnels and portals would be consistent with standards of practice that require protection of life and, where practical, facilities in a major seismic event. The soil type and extent will be considered in the design of all Project facilities. Use of the stacked drift tunneling approach for the tunnel portions through fractured rock is designed to eliminate the potential for tunnel collapse.

15.0 AIR QUALITY / BUS EMISSIONS AT NEW TERMINAL

15.1.1 BAAQMD, William C. Norton, Executive Officer/ APCO, November 21, 2002

"We have some concerns about the localized exposure of transit riders at the Terminal to diesel particulate emissions from buses serving the terminal... The Terminal alternatives are unique in the Bay Area because they would place a high concentration of diesel buses and their emissions in close proximity to a large number of people on a daily basis. Diesel particulate emissions have been identified as a source of Toxic Air Contaminants (TAC) and are a suspected carcinogen. To determine whether the proposed project or its alternatives would result in a significant air quality impact, we are requesting that the Final EIR evaluate the exposure of transit riders at the Terminal to diesel particulate emissions from buses. The analysis should consider the daily volume and emissions of buses on the street accessing the Terminal and the proximity of buses to transit riders. The Air District's CEQA Guidelines threshold for a significant air quality impact is breached when the probability of contracting cancer for the Maximally Exposed Individual exceeds 10 in one million. If your evaluation of the proposed project or its alternatives results in a significant air quality impact, we request that the impact be mitigated. Mitigation from exposure to diesel particulate might include measures to reduce emissions such as establishing maximum idling times, use of cleaner burning fuels, retrofitting bus fleets and use of low emission buses. Mitigation measures to reduce exposure of transit riders to diesel particulate emissions might include ventilation of bus exhaust and separation of buses from transit riders through building design or operations."

Response 15.1.1 During early conceptual design phases of the terminal alternatives, the design team recognized the potential for adverse health effects associated with diesel emissions. The West Ramp Alternative bus decks were specifically designed to separate the buses and the passengers with a glass partition and operable doors therefore minimizing exposure to bus emissions. The conceptual design calls for the doors to be open only for unloading and loading passengers, with bus patrons queuing inside the enclosed area.

15.1.2 California Department of Transportation, Timothy C. Sable, District Branch Chief, December 20, 2002

"Air Quality: Page 5-52, Section 5.7.2.2: In view of the fact that there is an existing carbon monoxide (CO) exceedence shown at First and Howard Streets, the CO microscale study must address the construction year CO levels as well as the year 2020. Higher emission levels in the build year would result in higher CO levels. As it stands now, the document does not clearly show that the project does not worsen an existing exceedence.

"Page 5-54: The reasoning regarding the PM-10 impacts of the project, while acceptable for the regional impacts, needs further analysis regarding microscale PM-10 impacts. Localized PM-10 impacts could be caused by a larger number of vehicles drawn to the facility, even though regional trips have been reduced. The Federal Register states that PM-10 methodology is not yet available for microscale PM-10 calculations. Some other qualitative reasoning for microscale impacts would be appropriate."

Response 15.1.2 As discussed in the EIS/EIR, Volume I, CO concentrations are expected to be lower in year 2020 than under existing conditions due to stringent state and federal mandates requiring lowering vehicle emissions from individual vehicles. Although traffic volumes would be higher in the future, both with and without implementation of the proposed project, increases in traffic volumes and associated emissions are expected to be offset by an increase in

cleaner-running cars on the road. Thus, CO concentrations from future traffic in the construction and build-out years are projected to be lower than existing conditions.

The supplemental air quality analysis⁴ for the proposed off-site bus facility estimates PM₁₀ concentrations at sensitive receptors within 500 feet of the facility. As noted in Section 5.7.3, Volume I, of the Final EIS/EIR, the incremental increase in PM₁₀ concentrations would not exceed the California Ambient Air Quality Standards.

15.1.3 Transportation Solutions Defense and Education Fund (TRANSDEF), David Shronbrunn, President, December 20, 2002

"4-29: On July 23, 2002, the US Court of Appeals for the 9th Circuit issued a stay of MTC's mobile source emissions budget, pending review of a challenge to its adequacy. This triggered a second conformity lapse, which is still in place as of the date of this letter. In addition, the SIP's Negative Declaration of Environmental Impact is facing challenge in Superior Court. If successful, the SIP approval would be vacated.

"5-49: The air quality analysis must evaluate the regional emissions reductions that result from the increased use of bus transit and the corresponding decrease in auto travel.

"5-49: The air quality benefits of the Redevelopment Project must be identified here. This will occur through correction of the definition of alternatives on 5-122 (see below).

"5-121: A 20% decrease in peak hour delay is very significant. Please verify that this is reflected in the air quality analysis. It should also be highlighted as one of the benefits of the Project."

Response 15.1.3 A conformity lapse would not prohibit the completion of the environmental process for this Project. The co-lead agencies note that an intended purpose of the proposed Project is to increase transit ridership and correspondingly reduce regional vehicular emissions.

The air quality analysis in this EIS/EIR addresses regional emissions reductions that result from the increased use of public transit and the corresponding decrease in auto travel. Table 5.7-1 shows regional emissions reductions predicted as a result of the implementation of the proposed Caltrain Downtown Extension. The regional emissions reductions were based on projected increase in transit ridership and the decrease in the number of vehicle miles that would result from the increase in transit ridership.

The air quality analysis reflects traffic volumes generated by the Project's traffic analysis. When estimating pollutant concentrations from vehicular traffic, any decrease in peak hour delay would already be reflected in the air quality analysis. As discussed, pollutant concentrations would be lower in year 2020 when compared to existing conditions during peak hour conditions.

The commentor correctly notes that the proposed redevelopment component of the Project would result in the intensification of land uses in the urban core and the placement of higher intensity land uses near a regional, multimodal transit center, which could well result in an overall reduction in regional vehicular travel, and correspondingly, a reduction in regional air emissions. The 20 percent decrease in peak hour delay is reflected in the air quality analysis.

⁴ Terry A. Hayes Associates, LLC, *Transbay Terminal Improvement Project: Bus Access and Storage Supplemental Air Quality Impact Analysis*, March 2003.

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**15.1.4 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President,
League of Women Voters of San Francisco, November 22, 2002**

"Pages 5-54. The discussion about the Regional Transportation Plan applies to the situation before the lawsuit mentioned under comment about page 2-3 was upheld. At the current time, the outcome is uncertain, and federal funding for all projects not already underway is frozen."

Response 15.1.4 Please see Response 15.1.3.

**15.1.5 League of Women Voters of the Bay Area, Doris Maez, North San Mateo
County League of Women Voters, Onnolee Trapp, South San Mateo County
League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002**

"Land Use: (Page 2-44). The land use mix assumed is dominantly residential which would provide a desirable balance for the intense job center of San Francisco. The Full Build alternative also includes 1,184,590 square feet of office space.

- "If more office space than "Full Build" is built, consistent with current zoning, how would that affect traffic projections and air quality?"

Response 15.1.5 Please see Response 4.2.14.

16.0 HAZARDOUS MATERIALS

16.1.1 California Department of Transportation, Timothy C. Sable, District Branch Chief, December 20, 2002

"Hazardous Materials: Section 4.17 - There is no discussion of the potential for encountering asbestos and lead during building demolition. This should be included, to be consistent with the rest of the section, which discusses potential problems during construction. The project appears to be away from veins of asbestos-bearing serpentine rock. However, if this source has not already been considered, then it would be prudent to take a closer look, particularly for the Caltrain extension.

"Section 4.17.2.2 - Vehicle exhaust should also be included as a potential source of lead contamination. In areas outside the historic fill limit and industrial sites, lead contamination shows up as a surficial zone of one to two feet in depth, depending on soil type and traffic volume."

"Hazardous Materials: Section 5.21.9 - Asbestos should also be discussed in this section since there are Bay Area Air Quality Management District (BAAQMD) rules regarding asbestos removal and building demolition. The USEPA National Emission Standards for Hazardous Air Pollutants regulate asbestos during demolition and removal. BAAQMD has the delegated authority to enforce these regulations.

"Section 5.21.11 - Does State Water Resources Control Board Order No. 99-08-DWQ apply to projects in San Francisco even though storm water runoff goes to the combined sewer system? If so, a Storm Water Pollution Prevention Plan would need to be prepared for the project. Will the project depend solely on the combined system as its sediment control practice? If not, some of the management practices listed in the Air Quality section would also minimize sediment removal from the site. Secondary containment and spill contingency should also be addressed for fuels and other liquid pollutants that will be used during construction.

Response 16.1.1 Page 5-195 through 5-197 in Section 5.21.15, Construction Hazardous Materials Impacts of the Draft EIS/EIR, discuss the potential for encountering asbestos and lead during building demolition and the appropriate mitigation. Handling of fuels and other liquid pollutants during construction along with appropriate mitigation are also discussed on these pages of the Draft EIS/EIR.

Serpentine rock is known to be present in some areas of the City. The currently available geologic information is not sufficient to make a determination whether serpentine rock may be encountered along the project alignment. During construction, as part of the health and safety plan, arrangements will be made for detecting the presence of serpentine rock, and for safely disposing the rock offsite, if serpentine is encountered. Current City ordinance requires that, where hazardous wastes are found in excess of state or federal standards, the project would be required to submit a site mitigation plan (SMP) to the appropriate state or federal agency(ies) and to implement an approved SMP prior to the issuance of any building to be permitted.

PM₁₀ consists of very small particles (particles that are less than 10 microns in diameter) floating in the air, including lead. The supplemental air quality analysis analyzed PM₁₀ concentrations at sensitive receptor locations of the proposed bus storage facility. The analysis took into consideration vehicular traffic on nearby roadways. As discussed, PM₁₀ concentrations at sensitive receptors are not anticipated to exceed the California Ambient Air Quality Standards.

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Additionally, the phase-out of leaded gasoline between 1978 and 1987 due to federal and state laws reduced overall inventory of airborne lead by nearly 95 percent. Thus, lead found in PM₁₀ generated by vehicle exhaust would not have a significant impact on sensitive receptors.

Water removed from the tunnels and excavations, including groundwater and storm runoff, will be temporarily stored in sedimentation tanks. If pollutants are present such as hydrocarbons, further treatment may be required on-site. However, in the past, normal practice for most construction projects in the City, including the Muni Metro Turnback project, has been to dispose water removed from tunnels and excavations (after it has been treated to remove sediment) into the City's storm water system. It is anticipated that the same procedure would be used for the Transbay Terminal/Caltrain Downtown Extension Project, too.

17.0 NOISE / VIBRATION

17.1.1 SPUR, Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"Sound walls: there is a mention somewhere in the report that sound walls are required. Are they required on the ramps? If so, this is a major impact that is not illustrated in the document."

Response 17.1.1 As noted in Section 5.8.6 of the Draft and Final EIS/EIR, noise barriers are deemed necessary for the portions of the perimeter of the AC Transit and Golden Gate Transit off-site mid-day bus storage facilities. Barriers are also proposed for the bus ramps within the AC Transit storage area, but not for the other ramps.

17.1.2 Titan Management Group, Michael Alfaro, Vice President, December 12, 2002

"Vibration Impacts: The Environmental Document states that "the highest levels of ambient ground-borne vibration were measured at the Clock Tower (sic) building at Bryant and Second Streets. Both exterior and interior vibration was measured. The exterior location was on the sidewalk relatively close to the street. Even at this location, the highest vibration levels were only slightly above what can be perceived by most humans." (Page 4-32).

"The vibration analysis that was performed showed that vibrations would exceed the impact threshold for residential land uses in the hallway of the Clocktower even with mitigation in the form of a resilient track system. The vibration analysis included projections for 4 additional locations in the Clocktower. Those projections show that vibrations would be very close to exceeding the impact threshold.

"The Environmental Document, however, concludes with respect to the Clocktower: "Projected vibration levels exceed the impact threshold only at the hallway site, and therefore no mitigation is indicated." In itself, this is a questionable conclusion since the hallway itself is part of the residential use.

"Moreover, vibrations are already a significant problem at the Clocktower. This is apparently because of the building's proximity to the elevated freeway structure. We are very concerned about any vibrations in addition to the ones already experienced. An analysis of the impacts of the project on the Clocktower must include an analysis of the impacts of the project in addition to the impacts already experienced. The explanation of the vibration analysis does not indicate that this has been done. The Environmental Document also indicates that there are some significant qualifications on the vibration analysis.

"In light of the qualifications on the vibration analysis and in light of the results showing that the impact threshold has been exceeded in the hallway and showing that impacts elsewhere are close to the impact threshold, the analysis that has been done should be regarded as a screening level analysis. The results indicate that a more specific and detailed analysis should be performed. Any analysis should include indicate the vibrations that would be experienced if vibrations from the train occurred at the same time as serious vibrations from the freeway.

"The Clocktower believes this analysis is legally required. Additionally, if this analysis is not performed and if there is damage to the Clocktower residents or to the building from vibrations, a failure to have performed this analysis could have profound legal consequences."

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Response 17.1.2 The noise and vibration impacts from train operations in the tunnel are described in the noise and vibration Sections 4.7 and 5.8, Volume I, of this EIS/EIR. Because the train would be operating in a tunnel, there are no noise impacts to the outside environment associated with train operations.

As noted in the EIS/EIR sections, noise and vibration measurements were conducted at a number of locations in the Clocktower building. The ambient vibration levels measured at the Clocktower were at or below the level of perception for most humans (approximately 65 VdB). Existing vibration levels measured inside the Clocktower building are even lower than this. The ambient vibration measurements were conducted to provide a basis for comparison with the projected levels associated with the Project and to assess the existing vibration environment. The ambient vibration levels do not influence either the vibration criteria or the impact assessment.

The detailed vibration analysis conducted was based on the Federal Transit Administration (FTA) vibration assessment method. The FTA method only evaluates impacts for project sources of vibration, and existing vibration sources are not a part of the analysis. The vibration analysis conducted at the Clocktower meets all FTA requirements for a detailed vibration assessment. Vibration annoyance impact has been identified and mitigation has been recommended.

A five-decibel safety factor was incorporated into the calculations of vibration and the projections of impact to take into account the potential for variations in conditions that could potentially lead to higher than projected vibration levels. The 5-decibel safety factor provides a level of conservatism in the projections.

With the recommended vibration mitigation measures, the vibration levels (with a 5-decibel safety factor) are projected to be only slightly above the impact criterion. After mitigation, groundborne noise impact at 388 Townsend Street and vibration impact at the Clocktower Building would still exceed the impact threshold by one decibel. This level of impact would not constitute a substantial adverse change requiring further mitigation, in terms either of Federal Transit Administration or CEQA guidelines. The next level of mitigation that would be effective would be to install floating slab under the Caltrain alignment trackage for 600 to 800 feet on either side of each building (at an estimated construction cost of approximately \$1,000 per linear foot), which would add installed costs approaching one million dollars or more per building. Such high mitigation costs would not be a prudent and reasonable expenditure to eliminate the last one decibel of impact at these two sites.

The FTA guidance manual is clear on the reasonable and feasible nature of mitigation, for both noise and vibration.

Section 3.2.4 states:

"The Federal Transit Administration does not have a specific noise mitigation policy embodied in a regulation..... In conjunction with FHWA, FTA has issued a regulation implementing NEPA which sets out the agencies' general policy on environmental mitigation. There, it states that measures necessary to mitigate adverse impacts are to be incorporated into the project and, further, that such measures are eligible for Federal funding when FTA determines that '...the proposed mitigation represents a reasonable public expenditure after considering the impacts of the action and the benefits of the proposed mitigation measures.'"

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Section 11.4 states:

"For the areas where the impact criteria may be exceeded, review potential mitigation measures and assemble a list of feasible approaches to vibration control. To be feasible, the measure, or combination of measures, must be capable of providing a significant reduction of the vibration levels, at least 5 dB, while being reasonable from the standpoint of the added cost."

It is important to note that this criterion is for human annoyance only, not damage. Damage criteria for this type of building are significantly higher than the annoyance criterion. Vibration from train operations is projected to be more than 20 VdB below the most stringent damage criterion for the most fragile types of buildings.

17.1.3 Elizabeth Carney, Nov. 26, 2002

"What are the impacts during tunnel operation: of vibration, from exhaust, from noise from the operation of the trains must be studied in detail, as the EIR fails to even recognize the hallway as a part of the residence."

Response 17.1.3 Please see Responses 17.1.2.

17.1.4 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President, League of Women Voters of San Francisco, November 22, 2002

"Page 5-62. Storage yard noise will not be limited to engine noise, as this discussion seems to imply. Simply moving large pieces of equipment generates noise, as well as associated activities. To state that no mitigation will be necessary seems far-fetched. Additionally, light sources from this site may be intrusive to surrounding uses.

"Page 5-64, Table 5.8-6. Vibration impacts are worse than noise impacts, with little reduction from mitigation using resilient track system."

Response 17.1.4 The Caltrain storage facility is proposed to continue to operate at the current site of the Fourth and Townsend yard. As noted, various operations at this site generate noise, but the yard has existed at this site for nearly 100 years. Except for the continuation of train activities at the yard site, the Project would be predominantly in a tunnel. For the tunnel portions, there is virtually no noise impact from train operations.

There are only a small number of vibration and ground-borne noise impacts, but with a resilient track system, most impacts are mitigated. There are only two locations where the vibration or ground-borne noise levels are slightly above the criteria, and that is including a 5-decibel safety factor in the calculations.

18.0 EIS / EIR PROCESS

18.1.1 State Clearinghouse, State of California, Governor's Office of Planning and Research, November 19, 2002

"The State Clearinghouse submitted the above named Joint Document to selected state agencies for review. The review period closed on November 18, 2002, and no state agencies submitted comments by that date. This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents, pursuant to the California Environmental Quality Act."

Response 18.1.1 Please see Comment 18.1.2 below regarding letters received following this Clearinghouse notice.

18.1.2 State Clearinghouse, State of California, Governor's Office of Planning and Research, December 23, 2002

"The enclosed comments(s) on your Joint Document was(were) received by the State Clearinghouse after the end of the state review period, which closed on November 18, 2002. We are forwarding these comments to you because they provide information or raise issues that should be addressed in your final document.

"The California Environmental Quality Act does not require Lead Agencies to respond to late comments. However, we encourage you to incorporate these additional comments into your final environmental document and to consider them prior to taking final action on the proposed project."

Response 18.1.2 The comments received after the end of the state review period have been included in this Volumes II and III of this Final EIS/EIR, and responses to the comments received are included in this Volume II.

18.1.3 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President, League of Women Voters of San Francisco, November 22, 2002

Page 2-3. Electrification of Caltrain by 2006 is highly unlikely. Revenue reductions and budget shortfalls caused Santa Clara Valley Transportation Authority (VTA) to decline to fund its \$2.3M share of funding the DEIR for the electrification project in FY 2002-2003. Sources of federal funding were identified, but those are frozen until a lawsuit against EPA's approval of the 2001 Regional Transportation Plan is resolved. It is very unlikely therefore that the environmental review process will be completed in 2003."

Response 18.1.3 Please see Response 7.2.3.

18.1.4 Titan Management Group, Michael Alfaro, Vice President, December 12, 2002

"We have also stated our concerns at the Public Hearing April, 2001, and in writing, requesting a study of the Effects of Emissions the many residences and businesses. Those comments are all incorporated by reference in these comments.

"We are concerned that public health and safety needs are not being met, and we are considering legal action. We feel we have been ignored in the process. The Clocktower Lofts

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Owners Association is not even on the distribution list for information. Please correct that omission.”

Response 18.1.4 Please see the combined Response 2.7.1 through 2.7.38, “Air Quality Assessment” Section. The Clocktower Lofts Owners Association has been added to the distribution list and has received the Final EIS/EIR, Volumes I and II. A CD version of Volume III is available upon request or is available for review by appointment at the San Francisco Planning Department, 1660 Mission Street.

18.1.5 William Blackwell, Architect, November 12, 2002

“The EIS/EIR Notice states that reasonable alternatives will be reviewed and evaluated in the EIS/EIR. Despite Joan’s explanation that the wording of the notice was misleading, it is my understanding that CEQA guidelines as well as federal statutes require an appropriate response. Otherwise, why ask for citizen participation?”

“EIS/EIR Figure 2.3-1, Alternatives Considered and Withdrawn, does not include my proposal. However, if it had been considered, I suppose that the objections would be similar to those given on page 2-50 for the Essex Street stub-end alignment that you pointed out after the SPUR meeting.”

Response 18.1.5 Please see Responses 5.1.5 and 5.1.6.

18.1.6 William Blackwell, Architect, December 2, 2002

“Page 2-49, Alternatives Considered and Withdrawn, does not include the Blackwell Alternative described in Attachment No.1. This is a carefully researched and reasonable alternative that was submitted within the public comment period prior to commencement of this Draft EIS/EIR.”

Response 18.1.6 Please see Responses 5.1.5 and 5.1.6.

18.1.7 Greg Patterson, December 18, 2002

“A complete EIR for the Redevelopment Area should be produced as a separate, later document, or possibly a Supplemental EIR, that is recirculated for public comment, when the planning has evolved and can be studied. The chart of proposed square footages mounted on a faded, microscopic, unreadable block diagram (Figure S-2 on p. S-9) makes the Redevelopment even more unknowable. Acceptance of this document’s treatment of the Redevelopment Area in this EIR/S as an adequate environmental evaluation under CEQA could be readily challenged.”

Response 18.1.7 CEQA Guidelines acknowledge in Section 15004 that, “Choosing the precise time for CEQA compliance involves a balancing of competing factors.” It goes on to say that EIRs should be prepared as early as feasible in the planning process. Because of the complexity of the multiple components of the Project, it was decided early on to do a Programmatic EIR for the redevelopment component of the proposed Project. NEPA also authorizes use of “tiering” (Section 1508.28) for “coverage of general matters in broader environmental impacts statements ... with subsequent narrower statements or environmental analyses (... or ultimately site-specific statements).” NEPA notes that tiering is appropriate when the sequence of statements or analysis is: ... “From a program, plan, or policy environmental impact statement to a program, plan, or policy statement or analysis of lesser scope or to a site-specific statement or analysis.”

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The Draft EIS/EIR evaluated the impacts of two alternative redevelopment programs that did not have specific designs for each site that was a part of the programs. The Draft EIS/EIR studied massing scenarios to evaluate such potential impacts as visual, shade, shadow, and wind. For other typical areas such as traffic and air quality, the Draft EIS/EIR projected population, density, and land use mixes for the programs and analyzed the potential impacts of the projected programs.

CEQA Guidelines Section 15168 (California Code of Regulations, Title 14). A programmatic EIR has numerous benefits including:

- *Provide an occasion for a more exhaustive consideration of effects and alternatives than would be practical in an EIR on an individual action.*
- *Ensure consideration of cumulative impacts that might be slighted in a case-by-case analysis,*
- *Avoid duplicative reconsideration of basic policy considerations*
- *Allow the lead agency to consider broad policy alternatives and program wide mitigation measure at an early time when the agency has greater flexibility to deal with basic problems or cumulative impacts.*
- *Allow reduction in paperwork.*

In addition, since release of the Draft EIS/EIR, the Redevelopment Agency has released for public review the *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) document. Contents of this draft are summarized in Section 2.2.4.2 and Appendix F, Volume I, of the Final EIS/EIR. The draft vision and EIS/EIR sections provide more detail regarding the currently proposed redevelopment plan for the area. The co-lead agencies have analyzed these refinements and such analysis is provided in Chapter 5 of this Final EIS/EIR. The overall analysis concludes that the refinements do not raise any substantial new adverse issues or impacts, and, in accordance with CEQA guidelines 15088.5, there is no need to recirculate the Draft EIS/EIR.

It is estimated that actual development proposals for the public parcels will come five to ten years after project adoption when the sites become available for their ultimate redevelopment. Many of the public parcel redevelopment sites are not going to be immediately available and will be used in the interim for other uses such as the continuing Caltrans Retrofit Project and as the temporary transbay bus terminal. In the future, as the sites become available for development, additional evaluation on the potential for effects on the environment will be done on the proposals by the Redevelopment Agency for a particular site. If additional environmental analysis is necessary pursuant to CEQA, it will be completed by the Redevelopment Agency prior to any subsequent approval actions for the particular site or project.

18.1.8 Elizabeth Carney, Speaker, 11/26/02 Public Hearing

“Monica DuClaud had to go back to work. She asked me to speak for her. She wanted me to tell you she's quite concerned about putting the bus depot in the area of Stillman and Second Street where we all live in the Clocktower which is 461 Second Street. And that she also wanted me to mention that the complexity of tunneling, the cut-and-cover plan really requires more of our study and analysis than we in the Clocktower have had a chance to make. There's 127 families that live in that building. And we've only recently, by accident, kind of, learned that this analysis

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process is going forward. As a result, we're hoping that the comment period could be extended while we take the opportunity to look and see what are the impacts on our building.

"And I wanted to tell you a small story. In the early 1900s, there was something called the Second Street Cut. The idea was that they were going to make the hill, at Rincon Hill, a little bit flatter, so it was much easier to bring wagons from Market and Mission down to the Bay. And the politicians got together and made a plan for doing that, and did so. They made a big cut in Second Street. Shortly after that happened, the houses that were on Rincon Hill fell off the hill. And that was the end of development for Rincon Hill for a very long time. So we're hoping that the planning process can have enough careful study and analysis at the beginning of the process that these kinds of futures will be something we don't repeat again. Thank you."

Response 18.1.8 At the request of the public and the Planning Commission hearing on November 26, 2002, the comment period was extended to December 20, 2002.

18.1.9 Andrew Littlefield, Speaker, 11/26/02 Public Hearing

"I'm a resident of 461 Second Street, on the board of directors of the homeowners association. We would like to request an extension in terms of the deadline associated with written responses to the EIR associated with this agenda item. Unfortunately, this EIR was only brought to our attention merely two weeks ago. It's a complex, comprehensive EIR. We would like to provide the appropriate response, particularly as today, these were a number of people very concerned with regards the impact of the diesel fumes, and the air quality inside their homes. What we'd like to request is a delay or a postponement of the deadline for written comment to January 30th, 2003."

Response 18.1.9 Please see Response 18.1.8.

18.1.10 Arthur Meader, Speaker, 11/26/02 Public Hearing

"So I would ask that you again allow us additional time for comments, and to respond what is a complex issue involving matters of science. We're not engineers. And we need to at least have an opportunity to hire people to address these issues. Thank you very much."

Response 18.1.10 Please see Response 18.1.8.

18.1.11 Elizabeth Carney, Nov. 26, 2002

"This project is complex and the issues require more time to study. Now that we, as residents, understand how complex, we need more time to consult experts and analyze these issues. We think that a better project will result in the future if we take the additional time now to take more comments from residents and businesses. Also a new draft EIR should be prepared and circulated for comment because impacts on environment (e.g., Diesel emissions) have not been presented and analyzed..."

"As we have just received the 500 page EIR/EIS document, there has not been time to study, consult experts and analyze all of the effects of the proposed plan on the Clocktower Building and neighborhood. Please extend the public input comment period, it will enrich the final solution."

Response 18.1.11 The air quality effects of the Project were analyzed for the Draft EIS/EIR and the results were reported in Section 5.7 of the EIS/EIR. The analysis found that there were no violations of the more stringent California Ambient Air Quality Standards CAAQS. In response

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to comments made on the air quality analysis in the draft document, additional air quality analysis⁵ was performed (please see the combined Response 2.7.1 through 2.7.38, "Air Quality Analysis" and Section 5.7.3, Volume I, of the Final EIS/EIR). Results of this additional analysis also found no violations of federal or state standards and therefore no substantial adverse impacts.

The CEQA standard for requiring a new Draft EIR are set out in CEQA Guidelines Section 15088.5 (California Code of Regulation, Title 14). This section states that it would be a new significant environmental impact that cannot be mitigated or substantial changes resulting in new significant environmental effect that cannot be mitigated that would require recirculation or a subsequent or supplemental draft EIR.

Please see Response 18.1.8.

18.1.12 J. R. Capron, November 8, 2002

"I represent the owners of 25 Stillman Street and 35 Stillman Street. I am writing to request an extension of the public comment period for the Transbay Terminal DEIS/EIR. Further, I am requesting that you require a more in-depth analysis of the negative impact to the area of the proposed Bus Storage Area along Stillman and Perry Street. I am informed that several people, and possibly many more, who requested to be notified when the EIS/EIR was published, never received notification. My clients were not notified although their names were on the circulation list. They found out about it weeks later through a chance conversation with a friend. The public needs more time to respond... Because of the impending deadline for the public comment period, please respond to me in writing by November 14th regarding extending the public comment period and including a more in-depth analysis of the proposed bus storage area site alternatives."

Response 18.1.12 Please see Response 18.1.8. The co-lead agencies gave the required public notice for the Draft EIS/EIR for the Project. CEQA Guidelines (California Code of Regulations Title 14) Section 15087 states that public notice of the availability of a draft environmental document be given by at least one of the following methods: (1) publication in a newspaper of general circulation in the project area; (2) posting on and off the project site; and (3) direct mailing. For this project, the City did all three and sent notices to all property owners within the project area and within 300 feet of the project boundary as required by the San Francisco Administrative Code Chapter 31.

Note: Comments 18.1.13 through 18.1.24 all concern a request for extension of the public review period on the Draft EIS/EIR. One response is provided to all of these comments, and this consolidated response can be found following Comment 18.1.24.

**18.1.13 Pamela Duffy, representing 301 Mission Development, Speaker, 11/26/02
Public Hearing**

"Off my agenda, but I do think with a project of this complexity, which at least as suggested has this kind of impact on a small community could withstand another couple of months for people to get comfortable with the document."

⁵ Terry A. Hayes Associates, LLC, *Transbay Terminal Improvement Project: Bus Access and Storage Supplemental Air Quality Impact Analysis*, March 2003.

18.1.14 San Francisco Planning Commissioner Kevin Hughs, 11/26/02 Public Hearing

"And with respects to a request for extension, I don't see any harm. I would lean towards, you know, an additional two weeks, on, on extension; I think January 30th is a little far out, far away. But I believe that an additional two weeks would not unduly impact the Department."

18.1.15 Planning Director Gerald Green, 11/26/02 Public Hearing

"Your suggestion at this stage is to extend the written comment period for two weeks?"

18.1.16 San Francisco Planning Commissioner Kevin Hughs, 11/26/02 Public Hearing

"Correct; right."

18.1.17 Planning Director Gerald Green, 11/26/02 Public Hearing

"I'm wondering whether that is the consensus of the commission that you'd like to see additional time for written comments... I'm not sure what two weeks will generate in terms of new or additional comments, but it is, it is going to affect the timeline. But nonetheless, it's your call. You are going to have to feel comfortable that the document is adequate before you're served by it."

18.1.18 San Francisco Planning Commissioner Michael Antonini, 11/26/02 Public Hearing

"I personally would vote not to extend. I would like to see what the other commissioners feel on this item."

18.1.19 San Francisco Planning Commissioner Bill Lee, 11/26/02 Public Hearing

"I can go halfway. Extend it for one week."

18.1.20 San Francisco Planning Commissioner Sue Lee, 11/26/02 Public Hearing

"I would support a two-week extension."

18.1.21 San Francisco Planning Commissioner Kevin Hughes, 11/26/02 Public Hearing

"I would support a two-week extension."

18.1.22 Planning Director Gerald Green, 11/26/02 Public Hearing

"We're going to extend it to – what I hear the commission saying, we're going to extend it to December 20th to provide more comments. And we'll go from there."

18.1.23 San Francisco Planning Commissioner Michael Antonini, 11/26/02 Public Hearing

"Okay, very good, Director Green. So it's extended until December 20th."

18.1.24 SPUR, Jim Chappell, President, November 13, 2002

"SPUR has assembled a working group to comment on the Transbay EIR/EIS and we look forward to sending our written comments to you. We find the document to describe the impacts one of the most complex projects the city has seen. Given that the new Planning Commission has yet to schedule a hearing, SPUR requests that the comment period be extended an additional

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forty five days (until after the December holiday season) so that we may thoroughly analyze and comment on the document. We believe that this additional time would be valuable for other commentors and is appropriate given the length of gestation time of the project."

Response 18.1-13 through 18.1.24 At the request of the public and the Planning Commission hearing on November 26, 2002, the comment period was extended to December 20, 2002.

18.1.25 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

"San Francisco Tomorrow would like to express its appreciation to the Planning Commission and to Director Gerald Green for granting an additional two weeks to prepare comments on this important and complex project. We understand that the preparing agencies are working under considerable constraints in preparation of this document, and hope that our comments will make the document more complete and easier to understand."

Response 18.1.25 Comment noted.

18.1.26 Arthur L. Meader, III, November 22, 2002

"Thanks also for the extensive advance notification. At least with projects such as the Third Street rail line I get periodic mailers, which are very helpful. I have yet to hear peep one from your office or any other agency involved in this deal."

Response 18.1.26 Comment noted.

18.1.27 Francis and Janice Mathews, December 19, 2002

"Notices and Responses: We are concerned about the lack of notice of meetings, the lack of response to our initial input at the scoping meeting and follow-up letters. Although we were on the "distribution list" for the EIR, we did not receive it and had to call to get a copy after finding out that it was available through a chance conversation with a friend.

- "If you have not already done so, please add us to your list for notices of all meetings regarding the Transbay Terminal and any other meetings that deal with the Bus Storage Site, the Second St. Caltrain connection and the Third St. rail.
- "Please send us the "Response to Comments" that addresses our letters and other letters submitted for the Transbay Terminal EIR/EIS
- "We would like our buildings to be included in the analysis of any other issues of the Transbay Terminal and related projects (i.e. Bus Storage, Second or Third St. rail projects) brought up by others regarding our neighborhood (Second St., Third St., Fourth St., Stillman St. and Perry St. as well as Howard St.)"

Response 18.1.27 The Draft EIS/EIR was sent to the distribution list as shown in the document. The co-lead agencies will forward the request to be on the mailing list for the Third Street Project to Muni. Francis and Janice Mathews are on the Project mailing list. This Volume II along with Volume I of the Final EIS/EIR has been mailed to Francis and Janice Mathews. A CD version of Volume III is available upon request or is available for review by appointment at the San Francisco Planning Department, 1660 Mission Street.

18.1.28 Elizabeth Carney, Nov. 26, 2002

"We request to be placed on the notice list for all documents, proceedings and for a copy of the 'Response to documents' when prepared."

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Response 18.1.28 Elizabeth Carney is on the Project mailing list, and Volume II along with Volume I of the Final EIS/EIR has been mailed to Ms. Carney. A CD version of Volume III is available upon request or is available for review by appointment at the San Francisco Planning Department, 1660 Mission Street.

18.1.29 Bruce W. Barnes, Barnes Equipment Company, December 16, 2002

"We request advance notice for all meetings regarding the Transbay Terminal Project and any other meetings addressing the temporary and permanent bus storage facility locations and analysis."

Response 18.1.29 Bruce W. Barnes is on the Project mailing list, and Volume II along with Volume I of the Final EIS/EIR has been mailed to Mr. Barnes. A CD version of Volume III is available upon request or is available for review by appointment at the San Francisco Planning Department, 1660 Mission Street.

18.1.30 Oliver L. Holmes, Duane Morris LLP, December 6 2002

"On November 26, 2002, this office filed public comments on the above reference project with your office. This letter will serve as formal notification of a change of address for our office. Any future correspondence with regard to the Transbay Terminal Project or our public comments should be directed to my attention at: Duane Morris LLP, One Market, Spear Tower, Suite 2000 San Francisco, CA 94105-1104."

Response 18.1.30 The commentor's address has been revised on the Project's mailing list.

18.1.31 U.S. Environmental Protection Agency, Lisa B. Hanf, Manager, Federal Activities Office, December 2, 2002

"When the FEIS is completed, please send one copy to me at the address above (Mail Code: CMD-2). If you have any questions or comments, please feel free to contact me or Nova Blazej, the primary person working on this project. Nova Blazej can be reached at 415-972-3846 or blazej.nova@epa.gov."

Response 18.1.31 Ms. Blazej at US EPA has been sent this Volume II along with Volume I of the Final EIS/EIR. A CD version of Volume III is available upon request or is available for review by appointment at the San Francisco Planning Department, 1660 Mission Street.

19.0 EIS / EIR OVERALL CONTENT / CORRECTIONS

19.1.1 California Department of Transportation, Timothy C. Sable, District Branch Chief, December 20, 2002

"Cultural Resources: Pages 4-48 through 4-60 (section 4.16.6) and pages 5-75 through 5-77 (section 5.14.3 through 5.14.3.4), and Section 8: the DEIR text throughout these sections is inconsistent regarding the National Register of Historic Places status of the Transbay Transit Terminal, and the Bay Bridge approach and bus ramps. As of 2000, the Transbay Transit Terminal and the ramps have been "listed" on the National Register, as contributors to the San Francisco-Oakland Bay Bridge, and are no longer considered to be merely "eligible" for the National Register. Tables 4.16-1, 5.14-1, and 8.4-1 also should clarify the National Register status as listed as contributors, or 1D, rather than 2 or 2S2.

"Air Quality: Page 4-29 and 5-53: The TIP information should be updated to reflect the latest TIP/RTP information.

"Right of Way (ROW): Page S-8, and Figure S-2, discussing various development levels, should mention the fact that these parcels are currently State-owned, and that the transfer of ownership is the subject of ongoing negotiations with the State, and the subject of a cooperative agreement. Additionally, approximately 1/3 of the Block #3737 will be permanently occupied by the Folsom Street leg of the Fremont Street off-ramp. This is repeated in various figures throughout Chapter 5."

"Related Projects: Chapter 1, Section 1.4, titled "OTHER RELATED PROJECTS," does not mention the upcoming San Francisco-Oakland Bay Bridge (SFOBB) West Approach Seismic Safety Project, as-year, \$225 million project, which will be impacted by the proposed Transbay Transit Terminal project. Of specific concern is the impact of the Caltrain Extension's construction activities directly underneath the west approach structure with its new pile foundation system.

"Chapter 5, Section 5.21.1.1: The second paragraph should address the impacts on the staging of the SFOBB West Approach Seismic Safety Project, the Department's intention to build a temporary on-ramp during the first stage of the project to accommodate bus access to the east loop, and the Department's commitment to retrofitting the east loop of the existing Transbay Transit Terminal. The geometric and structural feasibility of this proposal is also questionable.

"Parking: Chapter 3, Section 3.3, page 3-36, paragraph 2: The Department does not manage parking lots. State-owned lots are leased to private vendors, usually through short-term leases."

Response 19.1.1 The San Francisco-Oakland Bay Bridge was listed in the Register on August 13, 2001, according to the National Park Service's National Register Information System (NRIS) and the Historic Property Data File maintained by OHP. The bridge is listed as a "structure," not as a "district" in the NRIS database, while the OHP list shows it as a 1D, or district. In both listings, the bridge does have several contributing elements, including the ramps and terminal building. The bridge and its contributing elements were identified as historic properties in the survey report. The Finding of Effect (FOE) addresses Project effects on these properties. Corrections have been made to the cultural resource sections (4.16 and 5.14) for the sake of clarity and consistency.

The Air Quality Sections 4.6.3 and 5.7.3, Volume I, of the Final EIS/EIR reflect the latest TIP/RTP information.

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Page S-8 and Figure S-2 have been changed to reflect the status of the transfer of state lands and the content of the cooperative agreement for land transfer signed by Caltrans, the Transbay Joint Powers Authority, and the City and County of San Francisco.

The San Francisco-Oakland Bay Bridge (SFOBB) West Approach Seismic Retrofit Project has been added to the Related Projects Section 1.4, Volume I, of this Final EIS/EIR.

Proper design and monitoring of the west approach structure and adjacent soils will allow for the construction of a tunnel along the proposed Caltrain alignment. As part of the design of the tunnels, the project team will obtain and review available foundation plans for adjacent structures, including the pile foundations for the west approach structure. The tunnelling work will be planned and executed in a manner that it can control potential impacts on adjacent structures within acceptable tolerances. Mitigation measures, if necessary, can be developed to protect existing adjacent structures. The project will obtain the necessary permits from Caltrans to cross under the west approach.

Section 3.3, Volume I, of the Final EIS/EIR has been revised to note that Caltrans does not manage parking lots but rather leases the State-owned property to private vendors, usually through short-term leases. Please also see Response 2.6.1.

**19.1.2 Golden Gate Bridge District, Alan R. Zahradnik, Planning Director,
November 19, 2002**

"EIR Comments/Permanent Storage for Golden Gate Transit (GGT)

- "Table S-1 (page S-17), under the Transit Operations/No-Project Alternative heading, should mention that a permanent storage facility for GGT is not provided under this scenario. Similarly, under Transit Operations/Full Loop Ramp Alternative heading, it should be mentioned that a permanent storage facility is provided for GGT.

"EIR Comments/GGT Service in San Francisco

- "Figure 1.2-4 (page 1-15) incorrectly illustrates GGT bus service on Folsom and Howard streets. Since 1997, GGT "Civic Center" service has operated on Mission Street. (Figure 3-1 on page 3-2 is correct.) With the anticipated relocation of its midday storage facility from Main and Beale streets to Eighth and Harrison, GGT is planning to resume revenue service on Folsom and Howard streets. District Planning Department staff will provide the exact routing of bus service in the South of Market area as soon as it becomes available.
- "Page 3-20 and Table 3.1-11 (page 3-22) of the DEIS/DEIR should make the following clarifications concerning GGT Basic Service in San Francisco.
 - o "GGT Basic Service generally operates every day and nearly 24 hours per day
 - o "Route 10 operates only on weekends in San Francisco; Routes 30 and 90 operate only on weekdays.
- "Figure 3.1-6 (page 3-21) does not show GGT Route 67 and Route 69 correctly. Route 69 is a ferry shuttle route that serves San Francisco Ferry Terminal and the Financial District. Route 67 is a ferry shuttle route that serves San Francisco Ferry Terminal and the Civic Center.
- "Information on page 3-20 of the DEIS/DEIR should be updated to include the current District one-way adult cash fares.

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Weekday Fares	
Golden Gate Transit transbay bus	\$2.65 -\$5.65
Golden Gate Ferry; SF to Sausalito	\$5.60
Golden Gate Ferry; SF to Larkspur	\$3.25
Weekend/Holiday Fares	
Golden Gate Transit transbay bus	\$2.65 -\$5.65
Golden Gate Ferry; SF to Sausalito	\$5.60
Golden Gate Ferry; SF to Larkspur	\$5.60

- "Table 3.1-11 (page 3-22) should be revised to include the following clarifications concerning GGT bus service in San Francisco (as of September 2002):
 - o "Route 90 has two (not one) southbound trips that serve the Transbay Terminal area.
 - o Route 72 has headways that vary between 14 and 55 minutes (not one peak period trip).
- "Page 3-23 should not describe District sponsored Club Bus services from Napa and Sonoma County to San Francisco as "Regional Paratransit" service. These are subscription commute bus routes that serve the Transbay Terminal via bus stops on Mission Street. As of March 2001, the Napa Valley Commute Club operates one southbound and one northbound trip during the peak period. As of October 2002, the Valley of the Moon Commute Club operates two southbound and two northbound trips during the peak periods.

"Regional Paratransit services to TTT include services correctly described on page 1-8 of the DEIS/DEIR.

- "Page 3-49 should acknowledge that most GGT buses and all Golden Gate ferries are equipped to transport bicycles.

"EIR Comments/Miscellaneous Issues

- "Page 1-25 describes membership of the Transbay Joint Powers Authority (JPA). DEIS/DEIR should acknowledge that this District is an ex-officio member of the JPA."
- "It appears the restriping of Fremont Street traffic lanes between Mission Street and Market Street, described on Page 3-35, has already been implemented. In addition, tracks for the former F-Market Muni have been removed.

"EIR Comments/West Ramp Alternative

- "Fourth paragraph of page 5-114 cites GGT 'commuter service would also be able to use the new mid-block boarding area. Golden Gate Transit's basic service... would continue to load and alight passengers along Fremont Street between Mission and Howard.' This description of GGT service is not accurate and needs to be revised. Page 5-136 describes potential GGT operations as a result of the mid-block boarding area. There doesn't appear to be consistency between GGT operations described on page 5-114 and 5-136. Nevertheless, the following describes probable GGT operations with the new mid-block boarding area and can be incorporated into the DEIR:
 - o "Basic Service: Inbound GGT Basic Service buses, which operate on Mission Street, would terminate in front of TIT on Mission Street (as they do presently). The proposed TIT mid-block boarding area would be used as the first revenue stop by outbound GGT Basic Service buses.
 - o "Financial District Commute Service: Inbound GGT Financial District Commute Service buses would serve TIT by the current bus stop on First Street, between Market and Mission streets, and would not likely be affected by any of the TIT alternatives. Outbound Commute Service would be affected by the location of the off-site bus storage facility and elevated ramps mentioned previously. In the event of a direct connection between the off-site

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facility and Fremont Street, GGT commute buses would serve TIT with existing bus stops on Fremont Street.

Response 19.1.2 Table S-1 has been changed to note that no Project facilities would be provided under the No-Project Alternative (which includes the off-site bus storage facility). Figure 1.2-4, Volume I, of the Final EIS/EIR has been revised to correctly illustrate GGT bus service on Folsom and Howard Streets. Section 3.1.2.4, Volume I, of the Final EIS/EIR has been revised to reflect the clarifications on GGT Basic Service. Table 3.1-11 shows the service hours on GGT basic service as well as the restriction of Route 10 service to weekends only and Routes 30 and 90 on weekdays only. Figure 3.1-6, Volume I, of the Final EIS/EIR has been revised to reflect the fact that Routes 67 and 69 are no longer in service. Information regarding GGT's one-way adult cash fares has been updated for the Final EIS/EIR.

Table 3.1-11, Volume I, of the Final EIS/EIR has been revised to include the following clarifications concerning GGT bus service in San Francisco (as of September 2002):

- Route 90 has two (not one) southbound trips that serve the Transbay Terminal area.
- Route 72 has headways that vary between 14 and 55 minutes (not one peak period trip).

Section 3.1.3.2 in Volume I, of the Final EIS/EIR has been retitled, "Special Commuter Services" and the text has been changed regarding these services. The Final EIS/EIR acknowledges that most GGT buses and all Golden Gate ferries are equipped to transport bicycles.

Ex-officio members can be added to the TJPA only by following a specific procedure in the TJPA by-laws. The Mayor has appointed a member of the GGBTHD Board to the TJPA and that member represents the City. However, this seat does not make GGBTHD an ex-officio member. Section 3.2.4 has been revised to reflect the fact that the restriping on Fremont has already been implemented and the tracks removed for the F line. Section 5.19.1.1, Volume I, has been revised to accurately reflect the GGT basic and commuter service operations.

19.1.3 San Francisco Muni, Jose Cisneros, Deputy General Manager for Capital Planning & External Affairs, December 17, 2002

"Pages 1-26 and 2-4 to 2-5, and Table 2.1-1:

- "The elevated Central Freeway, US 101, connects 1-80 with Fell and Oak Streets. This will be rebuilt and retrofitted only south of Market Street. The portion north of Market Street will be torn down and replaced by the new Octavia Blvd.
- "The Third St. LRT Project Initial Operating Segment (IOS) is expected to be open for full service in 2005; an early partial opening may occur in late 2004.
- "The Central Subway is expected to be in service in 2012, not 2009.
- "The Ferry Bus Terminal was a "relocation" project in anticipation of hotel construction, not an "expansion", and was completed in Fall 2001.
- "Muni's F-Line Historic streetcar service opened for service from Castro/Market Streets along the Embarcadero to Fisherman's Wharf in March 2000, and currently carries approximately 20,000 riders per day. Muni's E-Line station improvements on the Embarcadero and King Streets for historic streetcar service between Fisherman's Wharf and Fourth/King Streets will be under construction in 2003."

"Specific Comments – Page 1-28, Table 1.2-4: The SF Parking & Traffic Commission and SF Public Transportation Commission were merged into the SF Municipal Transportation Agency (MTA), effective July 2001. MTA approval is required for municipal public transit route

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realignments, surface street changes, traffic operation changes, traffic control measures, and on-street parking changes.

"Page 2-4 -Section 2.1.2 Muni Facilities and Related Bus Service: The Third St. LRT Project Initial Operating Segment (IOS) is expected to be in full revenue service in 2005. The Central Subway is expected to be in service in 2012, not 2015.

"Page 2-4 -Section 2.1.5 Roadway and Street Improvements: The elevated Central Freeway will no longer connect with Oak and Fell Streets. It will be removed north of Market Street and replaced with the new Octavia Boulevard. The reference to a new King Street access roadway at Fifth Street into Mission Bay should be clarified, as to whether or not this roadway extends only south of King Street across Mission Creek, or whether it is intended to cross the Caltrain alignment.

"Page 2-15 - Figure 2.2-6 -Transbay Terminal Off-Site Bus Storage Ramp Link: This drawing contains a faint dashed line that is labeled "Possible Future Light Rail Connection", but the line is shown to come from the east, apparently from the Bay Bridge. Clarify what this line is intended to represent.

"Pages 3-2, Figure 3-1 Transit Network in the Project Area; and 3-12, Figure 3.1-2 Muni Service at the Transbay Terminal

- "Muni service in the Project Area is not adequately represented on this map, particularly the service that currently serves the Transbay Terminal from First Street, as well as the service that continues south on First to Howard (the 1 O-line), and goes north on Fremont from Folsom (the 1 O-line). While this service is correctly depicted in Figure 3.1-2, it should also be shown in Figure 3.1.
- "The station depicted at Fourth and King Streets in the middle of King Street is the Muni Metro station named "Fourth & King/Caltrain" station, not the Caltrain Station.
- "The map in Figure 3.1, as well as others in the EIS/EIR, has a significant highway omission in the base map. It fails to show the touchdown ramps from I-280 to/from King Street in the vicinity of Fifth Street. The primary access to and from I-280 is now via King Street.

"Section 3.1.5 - Future Rail Transit and Bus Service - Pages 3-26 through 3-28: This section should also include a discussion of potential future high-speed rail (HSR) service to the Transbay Terminal, including projections of the number of riders expected to use the terminal. HSR could add significant numbers of users to the terminal, and should be considered. In addition, this EIS/EIR should be reviewed with California High Speed Rail staff, if this has not already been done.

"Section 5.19.3.2: It is not a correct assumption that both the 30-Stockton and 45-Union would be rerouted along Mission Street after the Caltrain extension is in place. One of those lines will still continue to serve Fourth and Third Streets between Market and Townsend, and will be extended into Mission Bay. The other line will likely be terminated in the vicinity of Yerba Buena Center. It is questionable, however, if the Caltrain Extension would be the triggering event to truncate one of these lines in the Yerba Buena area. It is more likely that the construction of Phase 2 (New Central Subway) of the Third Street LRT line would be the event that would cause Muni to truncate one of these lines."

Response 19.1.3 Chapter 3, Volume I, of the Final EIS/EIR has been changed regarding the elevated Central Freeway, the Third Street Muni Metro Project Initial Operating Segment (IOS), the New Central Subway, the Ferry Bus Terminal, Muni's F-Line Historic streetcar service,

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and the merger of the San Francisco Parking and Traffic Commission with the San Francisco Public Transportation Commission (MTA). The reference to a new King Street access roadway at Fifth Street into Mission Bay has been clarified regarding its extension.

The title shown for the station depicted at Fourth and King Streets in the middle of King Street has been changed on Figure 3-1, Transit Network in the Project Area. No station is shown on Figure 3.1-2. Subsection 3.1.5.8 has been added to the Final EIS/EIR, Volume I, to reflect the proposed California High Speed Rail Program. The omission of the King Street on- and off-ramps from I-280 has been corrected on all maps in the EIS/EIR. The document has been revised to reflect Muni's qualifications on rerouting the 30-Stockton and 45-Union. Volume I of the Final EIS/EIR includes a revised Figure 2.2-6.

19.1.4 City and County of San Francisco; Traffic Engineering Division; Bond Yee, Deputy Director and City Traffic Engineer, Jack Fleck, Senior Transportation Engineer, Jerry Robbins, Transit Planner V, December 18, 2002

"Casual carpools – Page 3-43. The evening casual carpool queues have been affected by the closing of Beale Street under the Bay Bridge for security purposes. I'm not sure that the description in this section is accurate any more."

Response 19.1.4 The description in the Draft EIS/EIR regarding the evening casual carpool queues is still correct.

19.1.5 Transportation Solutions Defense and Education Fund (TRANSDEF), David Shronbrunn, President, December 20, 2002

"... we are pleased to note that the quality of the DEIS/R is consistent with the quality of the project. The DEIS/R is comprehensive, thoughtful, detailed and well- edited. The preparers are to be congratulated.

"Recognizing that no document is perfect, TRANSDEF appreciates the opportunity to provide the following comments, which are keyed to page numbers: S-7 and elsewhere: The reference to Mission Boulevard appears to refer to Mission Street.

"S-27: While the Summary contains a description of the Environmentally Superior Alternative, a more extended discussion in the body of the DEIS/R would be useful.

"1-28: The Project will also need MTC and federal DOT approvals.

"2-11: It appears that the location of the lower bus level exit ramp on the drawing is incorrect, as it conflicts spatially with the entry ramp to the upper bus level.

"5-95: The Figure legend should be "stacked" not "staked."

Response 19.1.5 The Environmental Superior Alternative identified in the Draft EIS/EIR was adopted by the Transbay Joint Powers Authority as the Locally Preferred Alternative, which is described and evaluated in some detail throughout Volume I of the Final EIS/EIR. MTC has already included the Project in the Regional Transportation Plan. However, it will not be a permitting agency. The Federal Transit Administration is one of the co-lead agencies for this document.

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The geometrics of the entry and exit ramps have been developed to be consistent with accepted roadway and bus facility designs. The lower level exit ramp is below the upper level entry ramp. The figure legend has been changed to "stacked."

19.1.6 SPUR, Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"There is no illustration 5.16-6 in the draft plan.

"Page 5-122: The methodology that the Planning Department used for determining adverse effect at the study area intersections should be up front before Table 5.19-4."

Response 19.1.6 The commentor is correct. The reference to Figure 5.16-6 has been removed from Volume I of the Final EIS/EIR. The format of this environmental document is different from other documents because it is a joint NEPA/CEQA document, satisfying the requirements of both the federal and State environmental laws. The CEQA significance thresholds for transportation can be found in Chapter 7 on pages 7-4 and 7-5. A short description of the methodology used to determine adverse effects has been inserted just before the Table 5.19-4.

19.1.7 Tay C. Via, Coblentz, Patch, Duffy & Bass, LLP, December 20, 2002

"The DEIS must be revised to include a more thorough analysis of the Second-to-Mission alignment, both to comply with NEPA and CEOA, and to properly identify for decisionmakers and the public its significant impacts.

"Transbay DEIS/DEIR Comments: The DEIS/DEIR does not meet its burden as a disclosure document because the Project Description for the Second-to-Mission alignment lacks information required by law. Impacts from that alignment, including those related to the 301 Mission Street project, [The 301 Mission Street project is a reasonably foreseeable project and the DEIS/DEIR must analyze it. See C.C.R. Title 14, Section 15130(b)(1)(B)] are absent from the document or are inadequately analyzed. This is a particularly glaring deficiency given the high burden of Alternatives analysis under NEPA for an EIS. The NEPA Alternatives analysis has been called the 'lynchpin' of an EIS, requiring 'substantial treatment' in the document. See, e.g., 40 C.F.R. § 1502.14. The analysis also disregards substantial adverse impacts of the Second-to-Mission alignment – information that is critical to the decisionmakers' evaluation of the preferred alternative. Our specific comments on this and other issues are provided below.

"5. Pages 2-48-2-53. Alignments Considered and Withdrawn. The text describes a number of Caltrain Extension alignments that were considered and withdrawn. Among the reasons for withdrawal are operational issues based on platform location (page 2-50), potentially substantial noise, traffic, air quality and other construction impacts (page 2-51), increased capital operating costs and reduced operating efficiencies (page 2-52) and impacts of a long tunnel on the real estate above (page 2-53). The Second-to-Mission alignment shares each of these impacts, none of which is discussed in the DEIS/DEIR. Each of these impacts must be analyzed, and the Second-to-Mission alignment must be similarly rejected as infeasible.

"Also absent from this discussion is any analysis of relevant Downtown Plan policies related to land use. By way of example, see Objectives 7 (expanding housing supply Downtown) and 13-16 (urban form). The Second-to-Mission alignment is inconsistent with these policies with respect to its 301 Mission Street site impacts.

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"The Land Use section purports to analyze wind and shadow impacts. Despite the enormous scope of the project, the DEIS/DEIR does not follow the City's standard format and in fact provides far less information than would normally be included in a Downtown project analysis. For example, the shadow discussion makes conclusory impacts statements, without including any quantitative information or graphics to support or explain the conclusions. The 301 Mission Street development is a foreseeable project that must be included in these analyses.

"9. Pages 5-44 -5-49. Fiscal Impacts. The statements regarding fiscal impacts are conclusory and unsupported by evidence as they relate to the Second-to-Mission alignment. The DEIS/DEIR discusses right-of-way acquisition in Tables 5.6-2 and 5.6-3. The basis for the Fiscal Impacts analysis is indecipherable, as only general reference is made to the Sedway Group, First American Real Estate Solutions, Comps Inc. and Marshall Valuation Service information. Again, how were these numbers generated? How can there be no supporting documents? The DEIS/DEIR must include specific references and background documents that support these numbers and conclusions to provide a road map for decisionmakers as to how these conclusions were reached. Those documents should also be included in the Appendix.

"11. Pages 5-69 - 5-70. Utilities. The statements regarding utilities impacts are conclusory and unsupported by evidence as they relate to the Second-to-Mission alignment. With the substantial excavation of Mission Street that would be required, clearly there would be substantial utilities impacts that are not analyzed here.

"13. Pages 5-109 - 5-137, Transit, Traffic and Parking, Including During Construction. The statements regarding transit, traffic and parking (including during construction) are conclusory and unsupported by evidence as they relate to the Second-to-Mission alignment. This section contains no analysis of transit, traffic and parking impacts associated with that alignment. Due to the vague Project Description, it is difficult to identify or assess those impacts. However, at a minimum, they include substantial disruption to Mission Street (a General Plan Transit Preferential Street) while construction occurs at that location. Construction would presumably progress block-by-block along Mission Street, over a long period of time, with no street parking during construction and significant potential for disruption of Muni operations both above and below grade. The impact of these closures would be substantial and must be discussed.

"14. Pages 5-138 - 5-187. Construction Impacts. The DEIS/DEIR is inadequate in its description of the impacts of demolition, underpinning, surface rail line and station construction and support of adjacent structures that would be required for the Second-to-Mission alignment. These topics receive scant mention on pages 5-144 and 5-148 with no impacts discussion. On page 5-166, the text states that construction traffic 'could potentially result in temporary delays.' The Table on page 5.20-8 suggests that the schedule for both alignments is the same; this analysis appears to ignore impacts from the closure of Mission Street west of Beale Street. The limited nature of the impact is unsupported by analysis, particularly with respect to street closures necessary for construction of the Second-to-Mission alignment. Why is Mission Street west of Beale Street omitted from the analysis? Impacts to this section of Mission Street (including 301 Mission Street) must be addressed in terms of driveways blocked during construction, on-street parking removal, impacts to businesses, utilities relocation and construction noise and vibration.

"Table 5.20-4 estimates the amount of excavation materials. Given the extent of excavation required under structures at the terminus of Mission Street, the numbers for the Mission Street alignment are not credible. Even if these numbers were accurate, the Second-to-Mission

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alignment would involve about 10% more excavation. How is this accounted for in the financial analysis? Again, all of this information must be provided.

"15. Chapter 6. Fiscal Analysis. The DEIS/DEIR does not identify specific source documents or make those documents available to the public. For example, where is the cited but undescribed Seifel Consulting and Nancy Whelan Associates tax increment analysis? Specific information regarding that information and acquisition, relocation, resale, and mid-point of real estate costs are essential to adequate analysis, but we are advised they do not exist. The acquisition costs associated with the Second-to-Mission alignment have been significantly underestimated, as have the costs of business disruptions and tax revenue loss. On page 6-8, the tax increment assumptions remain constant for all scenarios. Clearly, there would be a substantial difference between the two alignments in light of impacts on the 301 Mission Street project. The Tables on pages 6-4 and 6-8 must both be revised to account for increased operating expenses for the two platforms and separate tracks in the Second-to-Mission alignment. Finally, the analysis does not account for the costs of acquiring City subsurface land – is the City donating this land, and, if not, what is the acquisition cost?"

Response 19.1.7 Please see Responses 3.5.2 and 3.5.3. A detailed evaluation of the Second-to-Mission Caltrain Extension Alternative is contained in the various environmental categories in Chapter 5 of the EIS/EIR. This analysis satisfies the requirement of NEPA and CEQA.

The analyses for cumulative impacts did take into account future development at the 301 Mission site as necessary for the evaluation of the environmental impacts that the Project would cause. The Second-to-Mission Caltrain Alternative would not preclude the development of the 301 Mission Street parcel; what it would perhaps mean is that the precise preferred development that the 301 Mission Street project sponsor was proposing would have to be changed to accommodate the Caltrain extension. Therefore, the environmental document for the 301 Mission Street development does include alternatives to the proposed 301 Mission Street project that accommodate both Caltrain extension alternatives.

Reasons are provided in Section 2.3, Volume I, of the Final EIS/EIR for withdrawal of various alignments, but issues and impacts associated with the Second-to-Mission option were not sufficient to warrant its withdrawal. The Second-to-Mission Caltrain extension option was not, however, selected as the Locally Preferred Alternative (please see Response 3.1.2). Section 5.12 reviews the impacts to utilities from the Project and notes the utilities under Mission Street. Text addressing these closures of Mission Street has been added to the Final EIS/EIR document.

The Caltrain operating costs are based primarily on the operating time and distance between the Fourth and Townsend Station and the Transbay Terminal. The effect of platform configuration on operating costs has not been considered at this level of conceptual design. As this is a City-sponsored project, there would be no acquisition costs for the use of City subsurface rights-of-way. The tax increment projections for the financial plan assume only the tax increment from the publicly owned parcels. The 301 Mission Street development is on a privately owned parcel and thus is not included in these projections.

Shade and shadow diagrams for the Project are available for public review by appointment in case file 2000.048E at the Planning Department at 1660 Mission Street, San Francisco. Shade and shadow effects are evaluated in Section 5.1.3, Volume I, of this Final EIS/EIR. The excavation amounts have been revised in Section 5.20, Table 5.20-4, Volume I, of the Final EIS/EIR.

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The Draft EIS/EIR indicates that underpinning would be used where deemed necessary to protect existing structures from potential damage that could result from excessive ground movements. The design of the tunnelling and the excavation procedures (and construction sequence), and the design of the temporary support system will be developed with the objective of controlling ground deformations within small enough levels to avoid damage to adjacent structures. Where the risk of damage to adjacent structures is too great, special measures may be implemented such as: (1) underpinning, (2) ground improvement, and/or (3) strengthening of existing structures to mitigate the risks. These issues will be addressed on a case by case basis, along the entire alignment, during the detailed design phase of the project. The methodology that is proposed for the Caltrain Downtown Extension, i.e. to design the support system to control ground deformations within tolerances, and selectivity strengthen structures that may be too weak to resist even small deformations, was successfully used for the Muni Metro Turnback project, and should be effective for the Caltrain Downtown Extension project as well.

The fiscal impact analysis was conducted by Sedway Group as a subconsultant working on the Draft EIS/EIR. In conducting this analysis, Sedway Group used standard methods and procedures. All such analyses were conducted in a conservative manner, using commonly accessible data sources. There are two tables associated with the fiscal impact analysis – Tables 5.6-4 and 5.6-5. Please note that comments regarding Tables 5.6-2 and 5.6-3 (which include Marshall Valuation Service and Comps Inc. as data sources) are not relevant to the fiscal impact analysis (which starts with section 5.6.2.3 on page 5-44). Response 3.5.3 addresses concerns regarding these tables.

Where source materials for the fiscal impact analysis are not cited in the text or tables, the assumptions were generated by Sedway Group based upon industry standards and the firm's professional experience. The source materials are maintained in Sedway Group's files and referenced in the text and associated tables where appropriate. Summary information is provided in the text to streamline the presentation and facilitate reader comprehension.

The presentation of figures in the Draft EIS/EIR is very transparent, such that the reader can replicate the analysis using the base information presented in the text. All tax rates are cited and, where not common knowledge, sourced. Moreover, sources are generally tied to the associated data, or can be readily deduced. For example, very specific rather than general reference is made to First American Real Estate Solutions as the source for the assessed valuation of the properties for property tax estimation purposes (see footnote 6 on page 5-45). The aggregate property valuations for each alternative are clearly presented in the text. First American Real Estate Solutions is also the source for the square footage estimates by land use presented in Table 5.6-4. Industry standards were the basis for the square feet per employee estimates for each land use as well as taxable retail sales per square foot. In contrast, County Business Patterns for 1999 produced by the U.S. Bureau of the Census was the source for the base average annual wage used as a basis for estimating payroll tax revenue as cited in footnote 9 on page 5-46.

19.1.8 Titan Management Group, Michael Alfaro, Vice President, December 12, 2002

"Figure 4.1-1(b) setting forth Existing Land Uses erroneously fails to identify the parking lot at Second and Harrison or the parking lot beneath the existing Harrison Street off-ramp. That figure also identifies the Clocktower as residential, whereas it is a live/work building."

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"Chapter 4.18 fails to identify the tower containing the clock on the Clocktower Building as a visual resource or as part of the visual character of the area. The Clocktower is one of the most significant and well-recognized landmarks in the area."

Response 19.1.8 Figure 4.1-1(b) has been revised to include surface parking uses on those lots. Existing land use characterizations for Figure 4.1-1(a) and 4.1-1(b) do not include a category for mixed-use. In this case, the "residential" category should be understood to include live-work uses.

19.1.9 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President, League of Women Voters of San Francisco, November 22, 2002

"Pages 4-14 and 4-17, Tables 4.2-1 and 4.2-4. The total number of households in Census Tract 176.02 is listed as 257 in Table 4.2-1 and as 1952 in Table 4.2-4. Which is correct?"

"Page 5-50, Table 5.7-1. This table represents some very sloppy work. It is bogus math, and seriously misrepresents the air pollution reductions. For example, 329 pounds/day of ROG equals approximately a ton a week for a 7-day week (59 tons per year), or 1650 pounds per week for a 5-day workweek (43 tons per year), NOT 51,702 tons per year. Data should be verified before inclusion.

"Page 5-112. The sentence "The West Ramp Alternative would increase the number of bus bays from 32 to 30 bays along and provide..." does not make sense."

Response 19.1.9 Both tables in Section 4.2 of the Draft EIS/EIR are correct. As shown, the tables are for different time periods. The emission reductions shown in Table 5.7-1 in the column labeled "Reduction in Emissions (tons per year)" have been corrected. The sentence on page 5-112 of the Draft EIS/EIR has been corrected to read, "The West Ramp Alternative would increase the total number of bus bays from 32 to 48, with 30 on the AC Transit level and another 18 on the upper bus level.

19.1.10 Bernie Choden, November 16, 2002

"CEQA law permits a challenge of the fiscal feasibility necessary to assure mitigation of environmental concerns. Are there sufficient economic means to pay for the necessary mitigation depending upon what is proposed? Are the mitigation concerns sufficient to deal with cumulative impacts?"

"It is not only that this EIR/EIS document does not specify how to pay for mitigations, this document doesn't say what the needed mitigations are (as the document should have done in Chapters V and VI). For example, this document cites traffic impacts as immitigable and, yet, does not acknowledge the impact of unmitigated traffic impacts on the cost of doing business or living in this area. The document does not cite other economic and environmental mitigation needs of adjacent business and residential uses that now exist or would be exacerbated or be created by the project. Vaguely, this document says that there may be an examination of these issues after the approval of this document. Mitigation is an essential component of an EIR; without identification of mitigation need and mitigation measures, this document is not certifiable.

"Mitigation revenue resources appears almost solely dependent on project internal subsidies from tax increments. Tax increments, alone, are the least advantageous means of repaying public investment for this high environmental impact.

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"Almost a third of redevelopment increments are directed by law to go to school districts off the top.

"Secondly, the inflationary cap on increments is 2%; that means that the value of a dollar now will be only \$0.50 later given normative rates of inflation. It also means that developers receiving tax increment assistance now will be paying off that assistance 10 years from now will do so with dollars worth half as much.

"To provide adequate long-term mitigation revenues, I strongly suggest the project use of ground rents from public land ownership underlying the entire redevelopment project as the best means of paying (a) for the project, (b) mitigating environmental design and social impacts and, (c) controlling future design and development. The reasons are:

"1. Market rate development prospects remain relatively high despite a national economic downturn. Mid-level and high-end rents in the City continued to inflate above 10% last year. A ground rent of a normative 3% on the value of development would only add 0.5% to the operators' annual cost of a project, definitely too little to discourage investment in this premier market. (Regardless of what you've heard)

"2. Ground rents (G.R) remain in constant dollars unlike tax increment dollars. They will still be worth a real dollar years from now.

"3. Front-end money will come from the sale of development rights just at it would, and almost in same amount, from the sale of the title to the land.

"4. The R.A. would receive the equivalent of tax increments (possessory interest taxes) anyway in addition to GR. As a result, the R.A. (and city) would receive, initially, four times as much cash flow as from T.I. only.

"5. Further, the use of G.R. would be much more flexible than for TI, such as the ability to match it to developer incentives and operators underwriting (think non- profits).

"6. The value of G.R. would increase with value of investments. The developers would be able to go in cheap and payout when they were profitable.

"7. Contracts regarding G.R. could control the design and operations of the project as the most efficacious legal means of protecting the public investment and the future design of the terminal area. We should look to the Embarcadero Center as a good design example of how to provide residential uses within a high intensity commercial area.

"I request an economic study directed toward the means and amount of cash flow from the project needed to provide environmental mitigation. Necessarily, approval of the terminal should be contingent how the redevelopment economics shapes up, particularly regarding other city resource needs and, in particular, the provision of a high quality, high-density residential environment within and adjacent to the project. Design isn't just about how the environment looks; it is also about how it works far into the future.

"My experience with the Martin Luther Towers project in the Western Addition #1 Redevelopment Area challenges the assumption that the Redevelopment Agency can be trusted to mitigate the Terminal's environmental impact. In the MLT situation, the RA stated that it would be selective as to what project areas it would honor regarding contractual obligations between the Agency and a beneficiary should the project become deactivated. The Terminal project, therefore, requires an objective environment monitor (as in the Mission Bay Project) who can ensure enforcement of the R.A.'s public contractual obligations regarding development and mitigations.

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"Summary:

"This city needs improved rail transit access, but this proposal requires the integration of rail transit design with the design of the other uses necessary to make this project:

"1. An integral, attractive and beneficial part of the city.

"2. A means to pay for the project and its environmental impact measures

"This document spends so much effort describing the transit project that, apparently, there is little space and effort applied to identifying and providing a clear list of mitigations, their costs, how to pay for mitigation, who will be responsible, and how implementation will be monitored.

"This is not, as presented, a certifiable EIR/EIS document."

Response 19.1.10 The EIS/EIR, Chapter 5, Environmental Consequences and Mitigation Measures, contains feasible mitigation measures to reduce and avoid significant effects for both project specific and cumulative adverse impacts. Under CEQA, feasible means "capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, legal, social, and technological factors.

The Draft and Final EIS/EIR, Chapter 7, Section 7.2, provide a list of unavoidable significant adverse effects that cannot be mitigated to a level of less-than-significant. In such a case, Section 15093 of the CEQA Guidelines states that, if the mitigations are not available to avoid or substantially lessen project impacts, the agency shall adopt a "Statement of Overriding Considerations" detailing how the economic, legal, social, technological, or other benefits of a proposed project outweigh the unavoidable adverse environmental effects. A Statement of Overriding Considerations will be part of the approval documentation at the time of project adoption.

While there may be costs from unmitigable traffic impacts of the Project on residents and businesses, there are also ongoing costs to commuters using Caltrain because of the delays and uncertainties of traveling between the current Caltrain terminus and downtown. In the future, BART capacity may constrain economic vitality within San Francisco if AC Transit does not have more terminal capacity. Additionally, provision of transit oriented development near the proposed multi-modal transit facility should provide economic benefit to those residing in the Transbay Terminal Area. The environmental document quantifies the transportation aspects of not replacing the Transbay Terminal with those of the proposed Project. It is a decision making document for balancing these needs.

The amount of the statutory pass-throughs for school districts and other taxing agencies applied to tax increment revenues is approximately 20 percent. This has already been factored into the tax increment projections in the financial plan.

A revised Project funding plan is included in Chapter 6, Volume I, of the Final EIS/EIR. The tax increment revenue in the funding plan is reported in escalated dollars to account for inflationary effects.

The anticipated costs associated with environmental mitigations are included in the Project cost estimates. In addition, the financial plan includes a contingency fund to cover unanticipated Project costs, including environmental mitigations.

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Ground leases will be explored as a possible option for some of the publicly owned parcels within the proposed Project Area. However, the sale of the land provides the obvious advantage of upfront capital to help defray the cost of the new terminal and Caltrain extension. Sale of development rights will not generate as much revenue, since developers will factor in the cost of the ground lease. Also, if the public sector retains ownership of the land, the land itself would not generate any tax increment revenue. Any possessory interest tax would have to be paid by the Redevelopment Agency itself, thus negating its benefit for the proposed Project Area. Finally, ground leases would be more difficult to finance for developers and this factor would need to be offset with lower initial rents. However, there are some advantages to a ground lease, namely that the Agency could retain more control over the development.

The *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) document provides the Agency's plan for constructing public open space and other environmental mitigations related to the development in the Project Area (please see Responses 10.1.1, 10.1.2, and 10.1.3).

19.1.11 League of Women Voters of the Bay Area, Doris Maez, North San Mateo County League of Women Voters, Onnolee Trapp, South San Mateo County League of Woman Voters, Eva Alexis Bansner, President, December 5, 2002

"Air Quality: (Page 5-50, Table 5.7-1). Protection of air quality is a very important benefit of transit oriented development. Bad math discredits findings."

Response 19.1.11 Please see Response 19.1.9.

19.1.12 William Blackwell, Architect, November 12, 2002

"SB 1856 does specify the Transbay Terminal as the ultimate destination for HST but, according to Rod Diridon, the \$9 billion bond issue is only enough for the LA to San Jose portion. In spite of the commitment to downtown San Francisco, Section 1 (e) allows the Authority to set the limits of the route without extending to San Francisco. Diridon said that an additional \$2 billion is needed to bring HST up the peninsula."

Response 19.1.12 The co-lead agencies have not received any capital cost estimates regarding high-speed rail.

19.1.13 William Blackwell, Architect, December 2, 2002

"Page 2-50. The Essex St. stub-end technical analysis is erroneous on several counts. Caltrain at present operates successfully with sub-end, not "pass through" tracks. Storage/by-pass tracks can also be provided at the stub-end. Reversing train direction is routinely done now and, in any case, does not present an operating problem that would impact schedule. Most northbound and southbound trains will make station stops at both Fourth & Townsend and at the downtown terminus. See Attachment No. 2. Internal passenger circulation (with, for example, horizontal passenger conveyors) can be as clear and elegant as in the proposed, better even because the tracks do not need to be so far underground. The paragraph does not address the advantages of separating Caltrain extension from the Transbay Terminal Improvement Project.

"Page 5-93, bottom paragraph - Assuming similar sleek structural designs for the one- level ramp, the stacked ramps illustrated in Figure 5.16-2 would not be less visually obtrusive than a single ramp. (The title of the simulated drawing is confusing - should be" looking NW on Howard St. from about Second Street")

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"As in Figure 6.16-2, a simulated visual comparison should be shown that illustrates the significant adverse impact of the proposed design on the views up and down on both 1st and Fremont Streets.

"Page 5-159. Table 5.20-4 shows 658,100 cubic yards of excavation materials for the terminal, but Table 5.21-1 on page 5-168 shows only 125,000 cubic yards for the terminal and a very low truck volume. Why the discrepancy? At 2,500 cubic yards per workday (180 trucks) this trainbox excavation will take about one year. The Blackwell Alternative deletes this requirement for a very deep and costly train box excavation.

"Other: Conservation of Natural Resources and Energy – This item is not included in the Draft EIS/EIR but might be significant enough to be included."

Response 19.1.13 Please see Responses 5.1.5 and 5.1.6. The commentor accurately notes that the current Caltrain Station at Fourth and Townsend is a stub-end station. It should be noted that this station currently has 12 tracks and six platforms for train storage, staging, and passenger loading and unloading as well as additional train storage areas. This number of tracks and platforms is not possible at the new terminal, nor is this number proposed under the commentor's recommended station layout. The proposed tail tracks are therefore important for train operations and staging given the more limited number of tracks and platforms for the new station. Additionally, the tail tracks allow for trains to leave the station and be stored without interfering with incoming trains, and return quickly to the platform when needed for revenue service.

The EIS/EIR provides the reasons that the stacked ramps are viewed as less visually obtrusive. Specifically the Draft EIS/EIR states in Section 5.16 that "the proposed ramps would occupy considerably less area than the existing ramps, and would be split, breaking up the mass of the ramps and allowing views between the two new ramp sections. Although the new decks would be approximately 30 feet tall, they would be less visually intrusive due to their uniform appearance and minimal supporting structures." The caption on Figure 5.16-2, Volume I, of this Final EIS/EIR has been corrected to read, "View from Howard Street near First Street Looking Southwest."

The new facility would span both First and Fremont Streets, as does the current facility. Thus no new visual intrusion would be introduced by the new facility for these streets, and visual simulations have not been prepared for these views.

The excavation amounts have been revised in Section 5.20, Volume I, of this Final EIS/EIR. Section 5.18 of Volume I reviews the Project's impacts related to energy, while Section 5.22 discusses the irreversible and irretrievable commitment of resources.

Note: Comments 19.1.14 through 19.1.18 all concern the graphics contained in the Draft EIS/EIR. One response is provided to all of these comments, and this consolidated response can be found following Comment 19.1.18.

19.1.14 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

"The maps in this document are difficult to read and would benefit from the addition of directional arrows. Also, relevant street names are often omitted, again making it difficult to pinpoint locations. Please consider remarking these maps to make them clearer to the reader..."

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"Project Description – It would be extremely helpful if this section would include a map or maps of the entire project area with the three projects delineated on those maps. The current document has no overview of the combined projects."

19.1.15 Greg Patterson, December 18, 2002

"Graphic Description of the Project. The route of the Caltrain Downtown Extension rail layout through the city (Figures 2.2-9 through 2.2-17) is shown in nine separate maps, each of which has a different compass orientation and none of which has a North arrow. One overall location map should have been shown in smaller scale as a key to the position of each of these map sections. The only guidance one has is the "match lines." Street names are absent and have to be supplied using an automobile route map from one's glove compartment. This reader had to have Figures 2.2-9 through 2.2-17 Xeroxed and then pasted together the map segments along the match lines, resulting in a snake-like collage of angled map juxtapositions that can only be folded by an original artist. While acknowledging that this project is a complex one extending over many blocks, there are better means of presentation to make it legible for readers."

19.1.16 League of Women Voters, Sarah Diefendorf and Tuesday Ray, Co-President, League of Women Voters of San Francisco, November 22, 2002

"Figures 2.2-9 to 2.2-21. The varying orientation (with respect to the north) of the reproduced maps from map to map is extremely difficult to follow. A large map that connected all the components would be very helpful.

"Page 2-45, Figure 2.2-22. This Figure and Table 4.1-1 on page 4- 10 are helpful in conceptualizing the project.

"Figures 5.2-1 to 5.2-6. The varying orientation of these maps with respect to north is difficult to follow."

19.1.17 Mary Anne Miller, San Francisco Tomorrow, Speaker, 11/26/02 Public Hearing

"We, after all, are just members of the public. So we are trying to discover, in fact, whether we can understand this project's graphics. I went to the Xerox shop. And I tried to paste together 13 drawings. And I don't even think I've got it right. Otherwise, you don't find the project described graphically. You see certain drawings in there, schematics; they don't say if it's the existing or the proposed. Some of them tell you it's one of the alternatives. But this was kind of fun to do. I recommend it to you. Go home, Xerox it, paste it together. On the match lines, I found one drawing missing. Drawing number 205 is just sort of not there. So I couldn't complete my little patchwork there. But it was helpful to do the patchwork on the effort here in order to understand what buildings will be demolished..."

"We have three historic districts, one a national registered historic district... There are no graphics that will help you to take the very well-evaluated historic resources that are in Chapter 5, I believe. And you can't take them and go find them on a map. So you have to paste together another series of things, and highlight with your yellow highlighter or whatever you want to do where those buildings are to be demolished. And you have to find the street labels, the north arrows to get all this right. So the graphics are really flawed. I don't want to belabor that."

19.1.18 San Francisco Planning Commissioner Kevin Hughs, 11/26/02 Public Hearing

"I believe we should look at the graphics; the graphics do not fit, if they do not have a good working relationship with preceding, succeeding graphics, then we might review that. Certainly should include shadow impacts."

Response to Comments 19.1.14 through 19.1.18. The plan/profile maps for the proposed Caltrain Downtown extension were developed following standard Caltrain and FTA conventions for such maps, i.e., the alignment runs horizontally along the map with a profile underneath, thus producing varying directional orientations. A north arrow is provided on each of these drawings.

In response to these comments, a summary graphic of the Caltrain Downtown extension, Figure 2.2-9, has been added to Volume I of the Final EIS/EIR. This graphic shows the full Caltrain Downtown extension and the anticipated types of construction. Figure 2.2-23 shows the Caltrain Extension in the immediate Transbay Terminal area and includes revisions to the alignment made since the Draft EIS/EIR.

The anticipated "Full Build" and "Reduced Scope" redevelopment levels and locations are shown in Figure 2.2-25, while the proposed redevelopment land use contained in the *Draft Transbay Redevelopment Project Area Design for Development Vision* (August 2003) is shown on Figure 2.2-26. The Finding of Effect (FOE) contains a map showing historic structures and is available for review by appointment at the San Francisco Planning Department, 1660 Mission Street.

The city's zoning maps are available on-line and may be useful in responding to this comment by adding an overall graphic to show the various districts and properties in the project area. See "Zoning Map of the City and County of San Francisco, Sheet 1PD," at <http://www.sfgov.org/planning/index.htm>.

19.1.19 San Francisco Tomorrow, Jennifer Clary, President, Norman Rolfe, Transportation Chair, December 20, 2002

"The numerous studies that have been done in this area have produced an intimidating amount of information. Many reports are cited and summarized in this document. Many more reports which were key to the development of these proposals have been left out. The limitations on the size of this document may make this necessary, but the result is that more information is left out than included. We recommend therefore that the FEIR/FEIS include as an appendix a bibliography of all of the source material for these projects."

Response 19.1.19 A Bibliography has been included in Volume I of the Final EIS/EIR as Appendix E.

19.1.20 Mary Anne Miller, San Francisco Tomorrow, Speaker, 11/26/02 Public Hearing

"In trying to decide, whether – you go from one alternative to another. You have three of the National Historic Register sites that will be lost in one alternative. You have 13 in another alternative. This was told me by the planner, Joan Kugler, who is not here today. We met with her to try to get clarification on this document. It's very hard. She brought in cardboard boxes – literally two, and she had several more in her cubicle – of the background reports that had been done for this EIR. Now, you know, I said to her, 'Well, Joan, couldn't we have a bibliography so

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we can ask you in the future. This project is going to take 8 years, maybe another 20 with the Redevelopment Area; couldn't we have a bibliography with only one sentence of paragraph of the EIR?'

"There's not a reference, footnotes, no bibliography. So we're just looking for -- how can the public access the information? How can you access the information to make the best possible decision?"

Response 19.1.20 Please see Response 19.1.19.

20.0 ONGOING PLANNING COORDINATION

Note: Comments 20.1.1 through 20.1.5 all concern the coordination with other agencies for the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project. One response is provided to all of these comments, and this consolidated response can be found following Comment 2.1.5.

20.1.1 California Department of Transportation, Timothy C. Sable, District Branch Chief, December 20, 2002

"The Transbay Transit Terminal project will require much coordination between all entities involved, and we look forward to working with you on this important transportation facility."

20.1.2 BART – Thomas E. Margro, General Manager, December 20, 2002

"A well designed Transbay Terminal and Caltrain extension project could significantly enhance regional transit options. If San Francisco is to retain its prominence in the Bay Area, it is important to maximize the effectiveness of transit projects linking San Francisco with its neighbors.

"Since the proposed Transbay Terminal and Caltrain extension are intended to facilitate travel between the East Bay, San Francisco and the Peninsula, there is clearly a mutual and potentially complementary relationship between this project and BART. We are particularly interested in the interface between the Transbay Terminal and BART in Downtown San Francisco, connectivity, and facilitating long-term regional rail opportunities."

"We hope the Final EIR will provide for ongoing coordinated planning efforts among BART, the U.S. Department of Transportation, the Federal Transit Administration, the City and County of San Francisco, Caltrain, and the San Francisco Redevelopment Agency. As we develop a better understanding of future needs, we are especially interested in identifying underserved regional markets where the Transbay Terminal could provide additional capacity that complements the existing rapid transit network. In evaluating proposed services, BART would like to work with you to coordinate capacity analysis, ridership forecasting and service planning efforts... Beyond the environmental process, we would also like to work with project sponsors in the future to help design transbay services that distribute transit resources efficiently and improve access to underserved areas."

20.1.3 San Francisco Muni, Jose Cisneros, Deputy General Manager for Capital Planning & External Affairs, December 17, 2002

"Muni will be happy to work closely with the project designers as this project moves forward, and we look forward to playing an integral role in the city's efforts to implement this project."

20.1.4 California Department of Toxic Substances Control, Guenther W. Moskat, Chief, Planning and Environmental Analysis Section, October 9, 2002

"The Department of Toxic Substances Control (DTSC is in recent receipt of the environmental document identified above. Based on a preliminary review of this document, we have determined that additional review by our regional office will be required to fully assess any potential hazardous waste related impacts from the proposed project. The regional office and contact person listed below will be responsible for the review of this document in DTSC's role as a Responsible Agency under the California Environmental Quality Act (CEQA) and for providing any necessary comments to your office – Barbara Cook Site Mitigation Branch, 700 Heinz Avenue,

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Suite 200, Berkeley, California 94710. If you have any questions concerning DTSC's involvement in the review of this environmental document, please contact the regional office contact person identified above."

20.1.5 Lynn Bunim, Executive Director, SBC Pacific Bell, November 19, 2002

"If you have any questions regarding this matter, or need specific information about our underground facilities, please contact Bob Pickard, our Public Works Coordinator."

Response 20.1.1 through 20.1.5 The co-lead agencies look forward to a continued working relationship with the California Department of Transportation, BART, and Muni on this Project. Ms. Cook (California Department of Toxic Substances Control) and Mr. Pickard (SBC Pacific Bell) have been added to the list of contacts for this Project.

21.0 SUPPORT FOR THE PROJECT

Note: Comments 21.1.1 through 21.1.20 all concern the support for the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project. One response is provided to all of these comments, and this consolidated response can be found following Comment 21.1.20.

21.1.1 AC Transit – Kathleen Kelly, Deputy General Manager, Service Development, December 20, 2002

"The Transbay Terminal is an extremely important facility for AC Transit. It is our only stop in San Francisco and serves thousands of riders daily. As the demand for travel to San Francisco grows, and other transportation modes reach capacity, we expect ridership to Transbay Terminal to increase. However the current facility is badly in need of modernization so that it can function better for both bus operations: and riders. Therefore, AC Transit hopes to see a new Transbay Terminal and associated ramps constructed at the earliest possible date... As you know, AC Transit has been working on this project for many years. We look forward to completion of environmental review and early implementation of the project."

21.1.2 San Francisco County Transportation Authority, Jose Luis Moscovich, Executive Director, December 19, 2002

"As it is well known, the Authority has been a steadfast supporter of the project, and it played a key role in the negotiations leading to the inclusion of the Transbay Terminal/Caltrain Downtown Extension in the Regional Transit Expansion Policy (Resolution 3434) adopted last March by the Metropolitan Transportation Commission as part of the 2001 Regional Transportation Plan (RTP)."

21.1.3 SPUR – Michael Alexander, Chair, SPUR Transbay EIS/EIR Working Group, December 20, 2002

"SPUR has always advocated for the integration of land use and transportation. SPUR has long supported extension of Caltrain to the Transbay Terminal. As downtown expands to the south, rebuilding an obsolete hub for commuter transit, improving connections to BART, adding High-Speed Rail and surrounding the new terminal with a new mixed-use community that is friendly to pedestrians and non-motorized travel will be essential to the city's continued viability and livability... Please accept these comments with our support for the project and mutual interest in seeing this great opportunity for San Francisco realized for the broadest benefit for our city and the region."

21.1.4 Peter Winkelstein, SPUR, Speaker, 11/26/02 Public Hearing

"I'm here representing SPUR, San Francisco Planning and Urban Research Association, and the Culture and Urban Policy Committee. We are reviewing this EIR, and we'll submit written responses next week. And I just want to say today that SPUR has been involved with this project in the transbay area very actively for many years. And we support the project very strongly. We also support the preferred alternatives that Mr. Rolfe just pointed out to you. And we feel that in general, the EIR is an adequate EIR."

21.1.5 Margaret Okuzumi, BayRail Alliance, Speaker, 11/13/02 Public Hearing

"I'm speaking on behalf of BayRail Alliance. We strongly support the Transbay Terminal project. And as some of you may know, we raised a massive lobbying campaign to get the governor to transfer the land --for the state to transfer the land to make this project possible."

21.1.6 Margaret Okuzumi, BayRail Alliance, Speaker, 11/12/02 Public Hearing

"I am speaking on behalf of BayRail Alliance, a grassroots riders groups with members throughout the Bay Area, particularly concentrated along the Caltrain line from San Francisco to Gilroy. Our organization strongly supports the Transbay Terminal project, including the Caltrain Downtown Extension, and we're very pleased those projects are moving forward and making progress.

21.1.7 Andy Chow, Director, BayRail Alliance, Speaker, 11/12/02 Public Hearing

"I personally support this proposal to, for new Transbay Terminal, and a new station for Caltrain, and a new extension. This project is really unique in a way that instead of relying on City – instead of subsidizing the cities of redevelopment which unfortunately some other projects in this Bay Area are kind of like. The land use supports the project. Whatever development process came from the government, can use to expand transportation. This is what it is. This is reality in other countries, where they have intensive land use. Integration of transportation needs to happen in San Francisco. It is about time.

21.1.8 M. Kiesling, Regional Alliance for Transit (RAFT), December 18, 2002

"Over the past decade we have witnessed a wide range of official actions on the TTT. Initially, the city wished to completely remove the terminal and ramps, putting hundreds of buses on the congested SOMA streets. As studies began on the Caltrain extension, some quite interesting alternatives were proposed, including running train down the middle of SOMA streets and even on Market Street.

"The DEIR that has grown out of the last decade of debate is supported by RAFT. We have concerns with some details of the project, but overall the projects described meet the transportation and planning goals that RAFT has supported and lobbied for over the last decade."

21.1.9 Tom Dillon, Speaker, 11/12/02 Public Hearing

"I just think that the rebuilding of Transbay Terminal or a transit terminal will be absolutely wonderful. I think that Caltrain needs to be – speedier trains. The whole system needs to be much speedier. We live a rapid-moving world. Going around down to San Jose in a one-hour trip is just too long. I'm looking forward tremendously to the high-speed connection between Los Angeles and San Francisco, and I hope they utilize the absolutely best technology which we have."

21.1.10 Jeff Carter, Speaker, 11/13/02 Public Hearing

"I too support this project and the Caltrain downtown extension. It's been studied to death, and we need to get it done as quickly and as efficiently as possible.

21.1.11 Michael Kiesling, Speaker, 11/12/02 Public Hearing

"I've been involved in this project for quite some time also. Over the last decade, it's been refreshing in the last couple of years to see San Francisco take a role in this and conduct a professional study that's coming up with real answers and solutions into finding out how the project can be built and finished. In the past, if you followed this study, there were a lot of strange little studies that went along with this that had diesel trains running down Brannan Street or down Market Street. It's good to see the Commission and the city working to get the synergy of redevelopment in the transbay area, and bring transportation from the East Bay and peninsula together in one place. I agree with many of the previous speakers. We have an ability to clean up almost every property that has been languishing down there for a long time. The Transbay

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Terminal has anguished over what has been going to happen to it for about 30 years now. Also, it's important to remember like the previous speaker said that this is probably the premiere opportunity in this Country for the fusion of land use and transportation. And we're lucky that we're able to take some of the profits coming from development, the opportunity to develop the land there to work on the terminal to show when it comes time to get the funding in line that San Francisco is making a large contribution to this project locally."

21.1.12 Andrew Sullivan, Rescue Muni, Speaker, 11/12/02 Public Hearing

"We have been in favor of this project for many years, and so we are speaking on behalf of the project largely as written in the EIR, though of course we would like to urge the project team to pursue opportunities for cost reduction where it doesn't lead to reduction in service quality.

"We think it is a very, very important project for the region at large. It serves the commuter population and makes the Caltrain more useful, but it also serves the high-speed rail service that has to terminate in Los Angeles to be useful. California high-speed rail running from the Transbay Terminal, the Grand Central Terminal for San Francisco would be much more useful if it terminated in L.A.

"We are pleased the terminal design has been put in place to lead. A lot of years went into planning Grand Central Terminal a century ago in New York City. We're still benefiting from it today. It makes sense to repeat that experience here...

"A very good job. We'd love to see this terminal get built for San Francisco with all deliberate speed.

21.1.13 Andrew Sullivan, Rescue Muni, December 20, 2002

"As strong supporters of this project, we are very excited that this project is finally moving forward after years of delay."

21.1.14 Jim Haas, Speaker, 11/12/02 Public Hearing

"I have been a member of many other committees, Transbay, CAC, and actually four prior committees to that. So I've been involved in this close to 15 years. I've seen an EIR be stopped and begin again, so it gives me great satisfaction to be here and see that it's almost at the completion stage."

21.1.15 Eugene Bradley, Speaker, 11/13/02 Public Hearing

"But for the most part, I am for this project with the concerns that I had stated. Thank you."

21.1.16 Norman Rolfe, Speaker, 11/12/02 Public Hearing

"Generally, we support these projects – want to see them go ahead. But there are some modifications we're going to suggest."

21.1.17 Adrian Brandt, Speaker, 11/13/02 Public Hearing

"I just want to speak in support of the whole project and the plan..."

21.1.18 Transportation Solutions Defense and Education Fund (TRANSDEF), David Shronbrunn, President, December 20, 2002

"TRANSDEF is very pleased with the DEIS/R for this exceptional project. The comments we raise here mostly seek full documentation of the regional benefits of the Project. We believe that the Bay Area needs to understand how beneficial this project will be."

21.1.19 Richard Mlynarik, Speaker, 11/12/02 Public Hearing

"Our organization has been involved in 16 regional transit issues, including marginally on the Transbay Terminal, for over a decade now. We're extremely pleased at the direction that process has taken. Something that needs to be borne in mind when you have people up here having a love fest about how promising the Environmental Draft Report is, this is largely the outcome of an over-two-year Metropolitan Transportation Commission happened with the cooperation of Caltrain, Caltrans and from City Redevelopment. I think that's part of the reason that we're heading in the right direction. This isn't just one document, but an outcome of a great deal of study by a great number of individuals..."

"I think it's important to note we have potentially an excellent project here. I look forward to you, and the city, and other agencies working to see it come to fruition."

21.1.20 U.S. Environmental Protection Agency – Lisa B. Hanf, Manager, Federal Activities Office, December 2, 2002

"EPA is highly supportive of the project goals to reduce vehicle miles traveled, reduce vehicle emissions, and to provide expanded transportation choices. We look forward to the successful implementation of this project. In our review of the document, we found that the DEIS sufficiently addresses the environmental impacts of the proposed alternatives. EPA has rated this document LO, Lack of Objections. This rating applies to all project options."

Response 2.1.1 through 2.1.20 The co-lead agencies acknowledge the support of the Project from Ms. Kelly and AC Transit; Mr. Moscovich and the San Francisco County Transportation Authority; Mr. Alexander, Mr. Winkelstein and SPUR; Ms. Okuzumi, Mr. Chow, and the BayRail Alliance; Mr. Kiesling and RAFT; Mr. Dillon; Mr. Carter; Mr. Sullivan and Rescue Muni; Mr. Haas; Mr. Bradley; Mr. Rolfe; Mr. Brandt; David Shronbrunn and TRANSDEF; and Mr. Mlynarik. The co-lead agencies acknowledge US EPA's support of the project goals to reduce vehicle miles traveled, reduce vehicle emissions, and to provide expanded transportation choices.