

**Fourth Addendum to the
Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project
Final Environmental Impact Statement/Environmental Impact Report
(SCH #95063004)**

INTRODUCTION

In April 2004, the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project FEIS/EIR (SCH #95063004) was certified by the City and County of San Francisco, the Peninsula Corridor Joint Powers Board, and the San Francisco Redevelopment Agency.

Pursuant to Section 15164 of the guidelines implementing the California Environmental Quality Act (CEQA), the following addenda to the FEIS/EIR have been prepared.

- A first addendum to the FEIS/EIR identified modifications to the Transbay Transit Center design and construction staging and revisions to the Temporary Terminal site plan. The first addendum was adopted by the Transbay Joint Powers Authority (TJPA) Board of Directors on June 2, 2006.
- A second addendum revised the Locally Preferred Alternative for the Caltrain Downtown Extension Project (DTX), including design revisions to allow future construction of a Townsend/Embarcadero/Main Loop and to allow a delay in construction of tail tracks on Main Street pending the outcome of future rail planning studies to accommodate California High-Speed Rail. The second addendum was adopted by the TJPA Board on April 17, 2007.
- A third addendum amended the list of properties identified for full acquisition to include 546 Howard Street, which was identified in the FEIS/EIR for partial acquisition. The third addendum was adopted by the TJPA Board on January 17, 2008.

This document constitutes the fourth addendum to the FEIS/EIR.

SUMMARY DESCRIPTION OF FOURTH ADDENDUM

The fourth addendum describes proposed modifications to the Temporary Terminal (referred to as the Revised Temporary Terminal). As indicated on page 2-21 of the FEIS/EIR, the Temporary Terminal is an interim surface facility that would replace the Transbay Terminal during its demolition and reconstruction. Beginning in 2009, all buses currently serving the Transbay Terminal would use the Temporary Terminal until the new building and bus ramps are reconstructed. As indicated in the FEIS/EIR, the structures will be removed as soon as bus operations are relocated to the Transit Center, and the land can be developed for multistory residential buildings and a park.

Although the purpose and function of the Temporary Terminal remains as stated in the FEIS/EIR, pursuant to the proposed project revisions, the configuration of the terminal, boarding platforms and waiting areas, bus staging areas, and street design has changed. Instead of being located on two adjacent blocks, the Revised Temporary Terminal will be confined to one block, bounded by Howard, Main, Folsom, and Beale streets. The Revised Temporary Terminal will contain AC Transit and Greyhound operations in separate operating areas and facilities (**Figure 1**).

The consolidated operation of buses onto one block requires the reconfiguration of the bus operating areas and circulation patterns described in the FEIS/EIR (pages 2-21 and 5-184). In the revised scenario, AC Transit uses a center boarding facility that contains a 1,030-square-foot office building and a 700-square-foot security office in a landscaped plaza in the northern portion of the block. The temporary structures, which would be demolished when the Temporary Terminal ceases operation, have shallow foundations and minimal (14-foot) heights. The AC Transit area contains 18 bus bays, 17 designated for AC Transit and 1 for WestCAT. The bus bays are sheltered by overhead canopies. Appropriate signage, ticketing kiosks, transit information, bike racks, restrooms, and waste receptacles accompany the boarding areas. Newly established utility lines that serve the bus facilities connect with existing lines along and under the surrounding streets. A two-way circulation area for buses surrounds the center boarding facility. Three specially designated walkways connect the perimeter of the block with the center boarding facility. As indicated in the FEIS/EIR, all pedestrian access and passenger facilities meet the requirements of the Americans with Disabilities Act. Landscaping is included at key points along the block perimeter.

The south end of the block bordering Folsom Street contains Greyhound operating facilities including an 8,550-square-foot office structure with ticketing, waiting area, restroom, baggage, and trash facilities. Similar to the AC Transit facilities, the temporary structure has a low elevation (16 feet) and shallow foundations, and is serviced by utility lines extending from the street right-of-way. Greyhound uses 8 bus bays sheltered by 28-foot canvas canopies. An exclusive 190-foot-long passenger pick-up and drop-off lane is located in front of the Greyhound building off Folsom Street.

Access to the AC Transit and Greyhound boarding areas is provided mid-block along Beale Street (refer to **Figure 1**). All buses exit on Folsom Street on the east end of the block adjacent to a staging area for SamTrans buses. SamTrans also has staging areas along the north side of Folsom Street between Beale and Essex streets; these staging areas are shared with the Caltrans bike shuttle.

Boarding areas on the curbside of the surrounding blocks have also been modified from those described in the FEIS/EIR (page 2-21). In the revised scenario, SamTrans and Golden Gate Transit have separate staging areas on the east side of Main Street (refer to **Figure 1**). They share a boarding area, including a passenger shelter on the sidewalk, along Main near Howard Street. Across the street, Muni has a staging area and a boarding island that separates two lanes of northbound traffic from a bus lane on the west side of the street. Additional stops for Golden Gate Transit are located on the north side of Howard Street at Fremont Street and for Muni along Howard Street in front of the Temporary Terminal. Muni is also allotted stops along the east side of Main Street north of Howard Street and the west side of Beale Street, and a boarding island on Beale Street just south of Howard Street. Muni shares the west side of Beale Street with carpool pick-up. Paratransit services are designated along the south curb on Howard Street.

The proposed project revisions would add bus lanes on Howard Street (eastbound direction) and would modify bus lanes on Beale Street to allow travel in both southbound and northbound directions between Howard and Folsom streets. Immediately north of Howard Street, Beale Street is redesigned to accommodate two bus lanes on the east side of the street and one lane on the west side with traffic confined to the two center lanes. The reconfigured bus lanes facilitate bus turning movements onto Howard and circulation into the bus lane on Beale Street south of Howard Street.

As indicated in the FEIS/EIR (page 2-23), buses coming off the Bay Bridge use the Harrison Street off-ramp to access the Temporary Terminal via Fremont Street, Folsom Street, and the bus lane on the east side of Beale Street. Fremont Street south of Folsom Street includes a PM peak tow-away lane on the east side of the street to allow AC Transit bus staging. Additionally, Folsom Street has a left turn pocket for Golden Gate and SamTrans bus movements onto Fremont Street. For outbound buses traveling between the Temporary Terminal and the Bay Bridge, buses depart the terminal on Folsom Street and use the Folsom Street westbound bus lane to reach Essex Street. Along Essex Street, buses continue in the southbound bus lane to reach the Bay Bridge on-ramp (refer to **Figure 1**). Bus lanes operating against the flow of traffic on these streets are in designated contra-flow lanes.

Additional modifications in the revised scenario include a PM peak bus staging area for AC Transit in one eastbound lane of Folsom Street between Fremont and Beale streets, and signal modifications along Folsom Street at First, Fremont, Beale, and Main streets and along Howard at Beale and Main streets to facilitate bus movement. **Table 1** compares the street and bus travel lane modifications for the Temporary Terminal described in the FEIS/EIR with those in the revised scenario.

Table 1, Comparison of Travel Lane Configurations – FEIS/EIR versus Revised Temporary Terminal Analysis

	Existing (1)	FEIS/EIR (a)		Revised Temporary Terminal (b)	
		Eastbound/ Northbound (eb/nb)	Westbound/ Southbound (wb/sb)	Eastbound/ Northbound (eb/nb)	Westbound/Southbound (wb/sb)
Folsom Street					
Essex to First	4 eb MF lanes	2 eb MF lanes 1 wb Bus lane		3 eb MF lanes	1 wb Bus lane
First to Fremont	4 eb MF lanes	2 eb MF lanes 1 wb Bus lane		2 eb MF lanes 1 eb Bus lane	1 wb Bus lane
Fremont to Beale	4 eb MF lanes	2 eb MF lanes 1 wb Bus lane		2 eb MF lanes 1 eb Bus lane	1 wb Bus lane
Beale to Main	4 eb MF lanes	2 eb MF lanes	1 wb Bus lane	2 eb MF lanes 1 eb Bus lane	1 wb Bus lane
Howard Street					
Beale to Main	2 eb MF lanes 2 wb MF lanes	No change from Existing		1 eb Bus lane 1 eb MF lane	2 wb MF lanes
Essex Street					
Folsom to Harrison	2 nb MF lanes (2) 2 sb MF lanes	No change from Existing		1 nb Bus lane	1 sb Bus lane 2 sb MF lanes
Beale Street					
Mission to Howard	4 sb MF lanes		1 sb Bus lane 3 sb MF lanes	(3)	1 sb Bus left turn only lane 1 sb Bus thru only lane 2 sb MF lanes
Howard to Folsom	3 sb MF lanes	1 nb Bus lane	2 sb MF lanes	1 nb Bus lane (partial)	1 sb MF right turn only lane 2 sb MF lanes 1 sb Bus lane
Fremont Street					
Folsom to Harrison	1 nb MF lane 2 sb MF lanes	No change from Existing		1 nb MF lane 1 nb Bus lane	2 sb MF lanes
Main Street					
Howard to Folsom	3 nb MF lanes	2 nb MF lanes	1 sb Bus lane	2 nb MF lanes 1 nb Bus lane	

Sources:

- (a) FEIS/EIR Transbay Terminal/Catrain Downtown Extension/Redevelopment Project, June 2004, pp. 5-190 to 5-191.
- (b) Transportation Operations Report Transbay Terminal Temporary Terminal Project, March 2008.

Notes:

- (1) MF = Mixed-Flow — all vehicles permitted use of travel lane.
- (2) Essex Street northbound lanes currently closed due to Caltrans work.
- (3) On Beale Street lane changes south of mid-block between Mission and Howard streets.

ENVIRONMENTAL ISSUES

Land Use, Wind, and Shadow

The Revised Temporary Terminal provides the beneficial land use impacts described in the FEIS/EIR (pg. 5-2), including the intensification of land uses, the freeing of land for development, and enhanced pedestrian circulation. Confining the Temporary Terminal to one block rather than two allows earlier development of the unused block according to guidelines specified in the Redevelopment Plan (FEIS/EIR pg. 2-44), and included in the analysis of the Redevelopment Plan in Section 5.1.1.3 of the FEIS/EIR, pg 5-5.

Development of the block where the Temporary Terminal is located will occur as described in the Redevelopment Plan. The small, temporary structures housing AC Transit and Greyhound offices and passenger facilities are low-lying structures that would not alter the wind and shadow analysis in the FEIS/EIR (pg 5-13 and 5-18).

Displacements and Relocations

The acquisition of 272 Main Street to construct the Temporary Terminal would remain as indicated on pg 5-22 and 5-33 of the FEIS/EIR. No other properties would be acquired for the Temporary Terminal.

Socio-economics

The beneficial socio-economic impacts resulting from the increased activity and economic vitality generated by the project would remain as described in the FEIS/EIR (pg. 5-35).

Community Facilities and Services/Safety and Security

The Revised Temporary Terminal includes specially designated pedestrian walkways and lighting standards that enhance and integrate pedestrian circulation onto one block. The Safety and Security guidelines in the FEIS/EIR (pg. 5-122) remain applicable to the Terminal facilities constructed on one block. Consolidation of the Terminal facilities does not alter the findings in the FEIS/EIR that no additional staff or public service capacity is required to respond to emergencies in the area.

Parklands/Schools/Religious Institutions

The Revised Temporary Terminal does not alter the finding in the FEIS/EIR (pg. 5-44 and 5-45) that no long-term adverse impact would occur to parks, schools, and religious institutions, as none of these types of facilities is located on or adjacent to the Temporary Terminal site. The parkland designated for the mid-block area of the site in the Redevelopment Plan would be constructed after bus operations are moved to the Transit Center and development of the block occurs.

Air Quality

The consolidation of Temporary Terminal facilities onto one block is not expected to alter the mode split of regional vehicle-miles traveled as forecasted in the FEIS/EIR (pg. 5-54). As a result, the air quality benefits identified in the FEIS/EIR occur for the Revised Temporary Terminal as well. Temporary Terminal construction activities that generate dust or construction equipment emissions are reduced to a less-than-significant level employing the mitigations described in the FEIS/EIR.

Noise and Vibration

The FEIS/EIR (pg. 5-74) found no long-term adverse noise impacts associated with the Transbay Transit Center or bus operations, including the Temporary Terminal. This conclusion remains unchanged for the Revised Temporary Terminal because there are no changes in the location or nature of Temporary Terminal operations. Noise and vibration impacts generated by construction activities are reduced by the mitigation measures identified in the FEIS/EIR.

Geology and Seismology

The low-lying temporary structures on the Temporary Terminal site are designed according to the San Francisco Building Codes that make construction of these facilities effective in minimizing risk from earthquakes and geologic conditions. As a result, no seismic or geologic impacts associated with the construction and operation of the Revised Temporary Terminal are expected.

Water Resources and Floodplains

No long-term adverse impacts on water resources and floodplains were identified in the FEIS/EIR. Consolidating the Temporary Terminal onto one block does not change the risk of impact to water resources or floodplains from that described in the FEIS/EIR (pg. 5-80).

Utilities and Energy

The Revised Temporary Terminal would be served by connecting to existing utility lines that traverse the perimeter of the site. Fewer connections are required to serve the terminal on one block instead of two. However, the reduction in utility service connections, relative to the entire project, is negligible and does not alter the need for new utility service connections or energy use as indicated in the FEIS/EIR (pg. 5-81 and 5-126). As a result, the findings on utilities and energy in the FEIS/EIR are the same for the Revised Temporary Terminal, including no substantial increase in the demand for energy or water by the project.

Historic and Cultural Resources

The construction of the Revised Temporary Terminal may uncover archaeological resources. The consolidated footprint confines the possible discovery of artifacts to one block rather than two. The same procedures for recovery identified in the FEIS/EIR (pg. 5-86 to 5-89) apply to the Revised Temporary Terminal. In addition, the Revised Temporary Terminal, like the originally approved plan for the Temporary Terminal, would continue to require removal of the loop bus ramp leading into the existing Transbay Terminal. The bus ramp is designated as a National Historic Resource and, as indicated in the FEIS/EIR (pg.5-90), its removal is considered an adverse impact.

Hazardous Materials

If hazardous materials are encountered during construction of the Revised Temporary Terminal, they will be handled as indicated in the FEIS/EIR (pg. 5-111), i.e., in conformance with California Occupational Safety and Health Administration and local ordinance procedures. The potential to encounter hazardous materials is slightly reduced by the consolidated footprint of the Revised Temporary Terminal.

Visual and Aesthetic

The Revised Temporary Terminal incorporates landscape treatments on the AC Transit center area and around the perimeter of the block along the pedestrian realm, which is a beneficial impact. The low-lying structures, less than 18 feet tall, are confined to one block and do not alter the visual context produced by the towering buildings surrounding the site. As stated in the

summary of this addendum and in the FEIS/EIR, the structures will be removed as soon as bus operations are relocated to the Transit Center, and the land can be developed for multistory residential buildings and a park.

Transportation

Traffic

Temporary Terminal in the FEIS/EIR. The FEIS/EIR analyzed the impacts of Temporary Terminal operations at seven study intersections (Folsom/Main, Folsom/Beale, Folsom/Fremont, Folsom/First, Folsom/Essex, Harrison/Fremont, and Harrison/Essex). The operations of these intersections were analyzed for weekday PM peak hour conditions for 2006, the year that the Temporary Terminal was anticipated to begin operations. The operating conditions were analyzed without and with the Temporary Terminal. The San Francisco Planning Department examines the level of service (LOS) to determine impact. If intersections operate at LOS E or F (representing adverse traffic operations), additional analysis of the volume contribution of the project compared with cumulative traffic volumes without the project is conducted to determine whether the project would contribute considerably to the cumulative traffic increase (FEIS/EIR, pg. 5-140).

The analysis was conducted using a VISSUM micro-simulation traffic operations model. The analysis indicated that without and with the terminal, two intersections (**Folsom/First** and **Harrison/Essex**) would operate at unacceptable level of service (LOS) conditions (i.e., LOS E or LOS F). The contribution of the Temporary Terminal to the poor operating conditions at these intersections was determined to be less-than-significant; therefore, Temporary Terminal operations were determined to not result in any significant traffic impacts.

Revised Temporary Terminal. The operation of the Revised Temporary Terminal and the potential impact to adjacent streets associated with lane configuration to provide exclusive bus lanes between the Temporary Terminal and the Bay Bridge was analyzed using a VISSUM micro-simulation traffic operations model (Fehr and Peers, Transbay Terminal – Temporary Terminal Transportation Operations Report, March 2008). The model analyzed weekday PM peak hour conditions at 25 study intersections in the vicinity of the Temporary Terminal. Table 2 presents the analysis of 11 critical intersections, including a comparison of the weekday PM peak hour LOS at seven intersections studied in the FEIS/EIR and also analyzed for the Revised Temporary Terminal. Four additional intersections that are expected to operate at LOS E under the revised scenario are also included.

The intersections of Folsom/Main, Folsom/Beale, Folsom/Fremont, and Harrison/Fremont would operate at LOS D or better with the Revised Temporary Terminal.

Operations at the intersections of Howard/Beale and Folsom/Essex with the reconfiguration of roadways and Revised Temporary Terminal operations would improve from LOS E conditions without the terminal to LOS D conditions with the terminal. As a result, the Revised Temporary Terminal would not result in project-specific impacts to traffic operations at these six intersections.

Table 2, Comparison of Intersection LOS Weekday PM Peak Hour Conditions – FEIS/EIR versus Revised Temporary Terminal Analysis

Intersection	FEIS/EIR		2007 Revised		FEIS/EIR versus Revised Temporary Terminal Impact Determination
	Existing (1) 2001	EIR Temporary Terminal (2) 2006	2007	with Terminal (3)	
Howard/Beale	C		E	D	no impact
Howard/First	D		E (70)	E (70)	no impact
Folsom/Main	B	B	B	A	no impact
Folsom/Beale	B	B	B	B	no impact
Folsom/Fremont	B	B	B	C	no impact
Folsom/First	F	F	E (59)	E (64)	no significant contribution
Folsom/Essex			E	D	no impact
Harrison/Fremont	D	B	D	D	no impact
Harrison/First	F		E (64)	E (63)	no impact
Harrison/Essex	F	F	E (70)	E (77)	no significant contribution
Harrison/Second	E		E (76)	E (76)	no impact

LOS (delay in seconds per vehicle), **BOLD** letters represent intersections operating at LOS E and LOS F, City significance criteria for congested conditions.

Source:

- (1) FEIS/EIR Transbay Terminal/Catrain Downtown Extension/Redevelopment Project, June 2004, Table 3.2-1
- (2) FEIS/EIR Transbay Terminal/Catrain Downtown Extension/Redevelopment Project, June 2004, Table 5.21-1
- (3) Transportation Operations Report Transbay Terminal Temporary Terminal Project, March 2008

Under the revised scenario, the intersections of Howard/First, Harrison/First, and Harrison/Second would operate at LOS E conditions both without and with the Revised Temporary Terminal. As a result, the contribution of the Revised Temporary Terminal to the LOS E operating conditions would not be considered significant, and the Revised Temporary Terminal would not result in any project-specific impacts to intersection operations.

The intersections of Folsom/First and Harrison/Essex would also operate at LOS E conditions both without and with the Revised Temporary Terminal.

- At the intersection of Folsom/First, the traffic volume served under both without and with the Revised Temporary Terminal would be less than the existing demand; however, the volumes served would be similar for both conditions (within 1 percent of the total volume served).
- At the intersection of Harrison/Essex, under existing conditions (without the Temporary Terminal), the volume served in the VISSUM microsimulation model is more than the demand. The volume served under existing conditions would be less than without the terminal volume served, but very close to the existing demand (within 2 percent of the total intersection demand volumes).

An examination of the traffic volumes at the intersections of Folsom/First and Harrison/Essex, without and with the Revised Temporary Terminal, indicates that the difference in volume between operations without the terminal and operations with the terminal would be minimal, would not change the LOS, and would be within the daily variation in traffic volumes. Therefore, the project contribution to the LOS E conditions would not be considered significant, and the Revised Temporary Terminal would not result in any project-specific impacts to vehicle operations at these intersections.

Transit

The study of bus operations along the streets surrounding the terminal and within the terminal using a VISSUM micro-simulation traffic operations model concludes that the Revised Temporary Terminal traffic and bus lane configuration and consolidation of passenger boarding and waiting facilities does not impede bus operations (Fehr and Peers, March 2008). The terminal would accommodate the existing service levels provided in the existing Transbay Terminal. Sufficient capacity exists to accommodate peak period staging and the boarding of buses, although occasional delays may occur for buses that must wait for space to become available in the boarding area.

Pedestrian

The pedestrian environment at the Revised Temporary Terminal site will be enhanced by designated walkways connecting the perimeter of the block with the center boarding facilities. Landscaping and redesigned sidewalks will also improve the pedestrian realm. Consolidating transit operations onto one block will provide pedestrians moving between bus boarding areas with a safer and more conducive environment for accessing transit, a beneficial impact.

Parking

As indicated in the FEIS/EIR, curbside parking would be removed around the perimeter of the Temporary Terminal. The removal of curbside parking would not change under the revised scenario. As the FEIS/EIR concluded, the minor reduction in the downtown parking supply is not considered a significant impact under the City's applicable transportation policies.

In summary, the reconfiguration of the street system to support the Revised Temporary Terminal conditions and the Temporary Terminal bus operations would not result in significant traffic, transit, pedestrian, or parking impacts.

ENVIRONMENTAL FINDINGS

Based on the above information and analysis, the proposed revisions to the Temporary Terminal will not trigger the need for subsequent environmental review pursuant to Public Resources Code Section 21166 and Section 15162 of the CEQA guidelines. The proposed changes to the Temporary Terminal described in this addendum would not change the magnitude of the environmental impacts disclosed in the FEIS/EIR, but would provide the following environmental benefits.

- Reduced area required for Temporary Terminal operations and the availability of the unused portion of the site for planned development to support the financing of the project earlier than envisioned in the FEIS/EIR
- Reduced risk of uncovering hazardous materials or archaeological artifacts during construction of the Temporary Terminal, due to the consolidation of bus operation to one instead of two blocks
- Reduced utilities and public service infrastructure to support Temporary Terminal operation
- Improved bus circulation and access to the Bay Bridge through additional bus lanes and bi-directional lanes to facilitate bus movement to and from the Bay Bridge ramps
- Improved intersection operation from LOS E conditions without the Temporary Terminal to LOS D conditions with the Temporary Terminal at the intersections of Howard/Beale and Folsom/Essex, due to the reconfiguration of roadways and consolidation of bus operations
- Improved pedestrian realm created by designated and well-lighted walkways, landscaped and redesigned sidewalk areas, and more safe and convenient transfers between bus boarding areas
- Improved waiting areas and public facilities at the AC Transit and Greyhound boarding areas

The revisions to the Temporary Terminal described in this addendum would not require major revisions to the FEIS/EIR due to new or substantially increased significant environmental effects. Furthermore, there have been no substantial changes with respect to the circumstances under which these modifications would be undertaken that would require major revisions of the FEIS/EIR due to new or substantially increased significant environmental effects; and there has been no discovery of new information of substantial importance that would trigger or require major revisions to the FEIS/EIR due to new or substantially increased significant environmental effects. Therefore, no subsequent or supplemental environmental impact report is required prior to approval of the revisions to the Temporary Terminal configuration and design as described in this addendum.

