

CHAPTER ONE

PURPOSE AND NEED

This *Final Environmental Impact Statement/Report* (FEIS/R) incorporates the entire *South Access to the Golden Gate Bridge - Doyle Drive Project Draft Environmental Impact Statement/Report* (DEIS/R) which was released for public review in December 2005. In addition, this document includes the public and agency comments and the project team's response to those comments, as well as new research which was performed since the release of the DEIS/R.

Following release of the DEIS/R, review of comments, and public workshops, a preferred alternative was selected. This FEIS/R discusses the selection and description of the Preferred Alternative. In addition, potential impacts and mitigation related to the Preferred Alternative are also discussed. **Appendix L** presents public comments received on the DEIS/R and project team responses.

1.1 Context

Doyle Drive, built in 1936, is the stretch of Route 101 that provides access to the city of San Francisco from the Golden Gate Bridge, and southern access to Marin County and other Bay Area communities (see **Exhibit 1-1** on the following page). This roadway requires extensive seismic, structural and traffic safety upgrades.

Because of its importance within the Bay Area's regional transportation system, the Federal Highway Administration (FHWA), the California Department of Transportation (Caltrans), and the San Francisco County Transportation Authority (the Authority) have proposed to improve the approximately 2.4 kilometer (1.5 mile) Doyle Drive. Also playing major roles in the development and implementation of this project are the National Park Service (NPS), the Presidio Trust (Trust), and the Department of Veterans Affairs (VA).

In addition to benefiting motorists using the Golden Gate Bridge, the improvements to Doyle Drive would be beneficial to residents, tourists and others driving to and from the Presidio, the Golden Gate National Recreation Area (GGNRA), the Palace of Fine Arts, the Exploratorium, and other destinations.

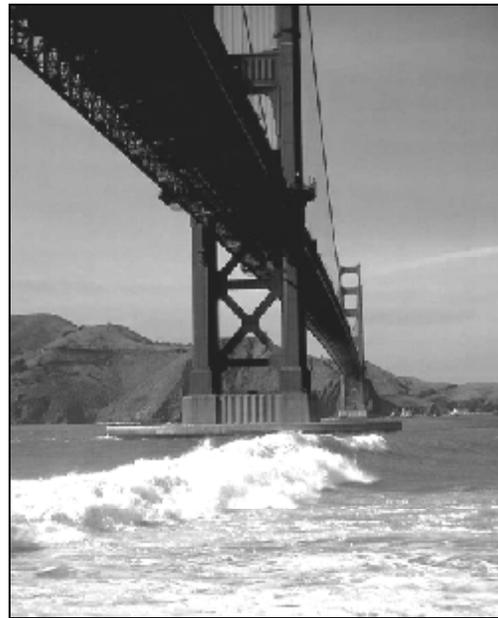
In 1972, the Golden Gate National Recreation Area was created, and the Presidio was designated to be part of the recreation area if the military ever closed the base. As part of a military base reduction program in 1989, Congress decided to close the post. As such, the Presidio was transferred to the National Park Service on October 1, 1994. Then in 1998, the management of the Presidio became split between the National Park Service (Area A) and the Presidio Trust (Area B).

1.3 Project History

The history of this project dates back to 1933 when the Golden Gate Bridge and Highway District (renamed in 1969, the Golden Gate Bridge Highway and Transportation District) started construction on Doyle Drive as the southern approach to the Golden Gate Bridge. Doyle Drive was named after Frank P. Doyle, a director of the California State Automobile Association. Mr. Doyle was a roadway advocate and civic leader, and the first private citizen to cross the Golden Gate Bridge.

Doyle Drive was designed and built to operate with three, three-meter (ten-foot) lanes in each direction, separated by painted double stripes. In September 1945, Doyle Drive became a state highway. Subsequently, the California Division of Highways, now known as Caltrans, assumed responsibility for maintenance of the section extending from near the Golden Gate Bridge toll plaza to the Palace of Fine Arts and the Marina District of San Francisco.

In 1955, the Golden Gate Bridge Highway District requested that the State widen and reconstruct Doyle Drive to handle increasing congestion. In 1962, the District specifically asked for an eight-lane divided roadway as part of a proposed Golden Gate Freeway. The proposal was not pursued due to public objection. In 1970, after a fatal accident on the facility, the National Transportation Safety Board recommended that Doyle Drive be upgraded to current freeway design standards. In 1973, a *Draft Environmental Impact Statement* (DEIS) was completed for reconstruction of Doyle Drive as an eight-lane highway with a fixed median barrier. The public objected to the proposal, and the following year the state legislature passed the Marks Bill, which prohibited



Doyle Drive provides access to the Golden Gate Bridge

Caltrans from widening Doyle Drive to more than six lanes without the specific approval of the San Francisco Board of Supervisors.

In 1985, the San Francisco Board of Supervisors recommended that Caltrans develop alternatives that would improve safety but not increase the number of vehicles using Doyle Drive. Caltrans responded with two alternative recommendations: an eight-lane roadway design and a six-lane roadway design. The issues surrounding each of these alternatives were never resolved and a preferred solution was not identified.

1.3.1 Continued Studies: 1990's through Present

In 1991, Caltrans requested that the San Francisco Board of Supervisors revisit the most recent design concepts for Doyle Drive. The Supervisors responded with the establishment of the Doyle Drive Task Force, consisting of representatives from various local governments and public and private organizations. The Task Force considered design alternatives, developed a consensus on a preferred alternative, and in 1993 issued the *Report of the Doyle Drive Task Force*, which proposed a scenic parkway through the Presidio.

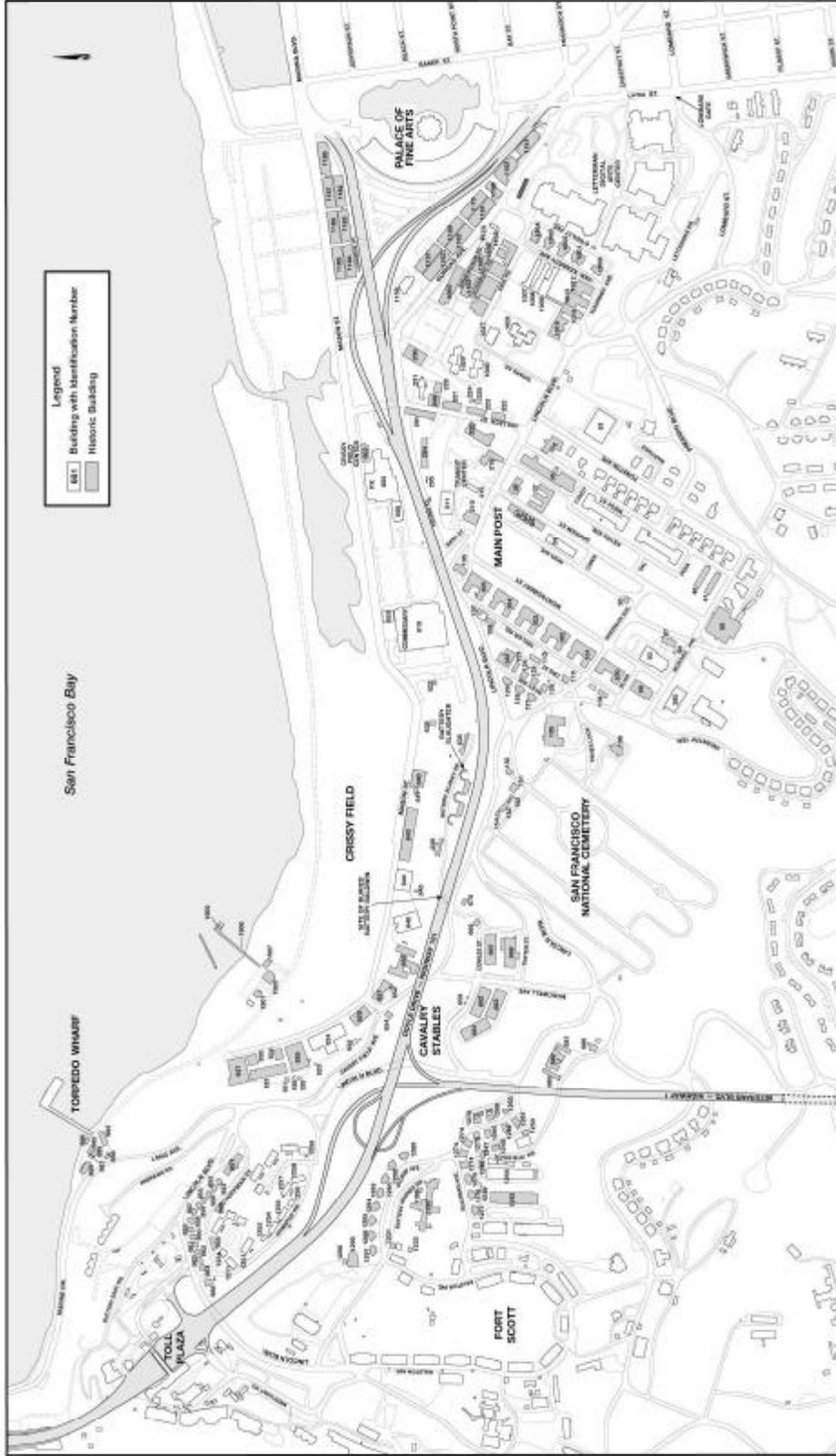


Historic structures within the Presidio

This parkway concept envisioned three travel lanes in a separate tunnel in each direction and an additional eastbound auxiliary lane between the Park Presidio Interchange and a new direct access point to the Presidio. In principle, the Board of Supervisors unanimously approved the recommendations of the Task Force and urged Caltrans to expedite inclusion of rebuilding Doyle Drive in the next state transportation funding cycle.

In the same year, Caltrans completed a project study report for the replacement of Doyle Drive. The Task Force's recommended concepts were included in the alternatives evaluated in the Caltrans report.

Exhibit 1-2
Doyle Drive and the Presidio



In July 1994, the National Park Service published the *Final General Management Plan Amendment* (GMPA), which identified the following objectives for Doyle Drive:

- redesign the Doyle Drive corridor as a parkway rather than a freeway;
- respect the Presidio's status as a National Historic Landmark District in redesign options;
- minimize the effects of noise and other pollution from the parkway on natural and recreational areas at Crissy Field and other areas adjacent to the Presidio;
- improve the Presidio entrance and circulation features as part of the Doyle Drive redesign; and
- maintain the functions that the Doyle Drive corridor provides as part of the regional and city transportation network.

Additionally, in 1994, the San Francisco County Transportation Authority initiated the *Doyle Drive Intermodal Study*, which was funded by a Caltrans state planning and research grant, "to further the development and ultimate implementation of a realistic and fundable replacement for Doyle Drive."

The results of the *Intermodal Study* were released in 1996. They supported the Doyle Drive Task Force and GMPA-recommendations that multi-modal and direct vehicular access, in and out of the Presidio, would be the central features of the replacement design.

The study also emphasized that the Doyle Drive replacement be designed as a parkway. Other important recommendations included building a transit center, and introducing transportation systems management and intelligent transportation systems technology, such as roadway surveillance cameras and real-time transit information kiosks.



View of Doyle Drive looking west

1.3.2 Related Plans and Projects

In addition to the proposed South Access to the Golden Gate Bridge - Doyle Drive Project, other planning efforts for future projects and developments in the Presidio are moving forward. Some of these plans include: the National Park Service's *General Management Plan Amendment* (GMPA); the Presidio's *Vegetation*

Management Plan (VMP); the Presidio Trails and Bikenways Master Plan; and the Presidio Trust Management Plan (2002). More information about these plans, and other projects within the Presidio, is presented in Chapters 3 and 5 of this document.

1.3.3 Environmental and Engineering Analysis: the Next Step

This environmental document has been initiated as the next step in the progression of the proposed South Access to the Golden Gate Bridge – Doyle Drive Project (Doyle Drive Project).

Under the *National Environmental Policy Act (NEPA)*, an environmental analysis must be performed if the proposed action is being implemented by a federal agency, requires a federal permit, has federal funding or requires a federal approval action. At the state level, any agency that proposes a major action is required to comply with the *California Environmental Quality Act (CEQA)*.

Since the Doyle Drive Project, is being initiated by state and county agencies, and is programmed for federal funding, it must follow federal and state environmental laws (NEPA and CEQA). Pursuant to these environmental regulations, this *Final Environmental Impact Statement/Report (FEIS/R)* contains a discussion of proposed project alternatives, existing environmental and community resources, potential permanent and temporary impacts, and proposed mitigation. In addition, this document provides information about the comments received and discussions from both the public and agencies to the DEIS/R, as well as from continued project development. Pursuant to CEQA, this document also identifies the environmentally superior alternative (see Chapter 4).

1.4 Project Purpose and Need

NEPA analyses require that a proposed project's alternatives be developed based upon the project's purpose and need. The purpose and need statement should clearly and succinctly explain why the project is needed and the project's intended purpose. The purpose and need is considered the cornerstone of NEPA environmental documentation.

The following purpose and need statement was prepared in accordance with FHWA *Technical Advisory T 6640.8*. It also reflects the recommendations of federal, state, regional, and local agencies, as well as community members and legislators who have, over the past three years, refined the project's purpose and need through a collaborative process.

1.4.1 Project Purpose

The purpose of the proposed project is to improve the seismic, structural, and traffic safety of Doyle Drive within the setting and context of the Presidio of San Francisco and its purpose as a National Park.



Doyle Drive viaduct structure

- Specific objectives of the Doyle Drive Project, as they relate to the project's purpose, are to improve the seismic, structural and traffic safety on Doyle Drive;
- maintain the functions that the Doyle Drive corridor serves as part of the regional and city transportation network;
- improve the functionality of Doyle Drive as an approach to the Golden Gate Bridge;
- preserve the natural, cultural, scenic and recreational values of affected portions of the Presidio;
- be consistent with the *San Francisco General Plan* and the *General Management Plan Amendment Final Environmental Impact Statement, Presidio of San Francisco, Golden Gate National Recreation Area* (NPS 1994a and 1994b) for Area A of the Presidio and the *Presidio Trust Management Plan: Land Use Policies for Area B of the Presidio of San Francisco* (Presidio Trust 2002);
- minimize the effects of noise and other pollution from the Doyle Drive corridor on natural and recreational areas at Crissy Field and other areas adjacent to the project;
- minimize the traffic impacts of Doyle Drive on the Presidio and local roadways;
- improve intermodal and vehicular access to the Presidio; and
- redesign the Doyle Drive corridor using the parkway concept described within the *Doyle Drive Intermodal Study* (1996).

1.4.2 Project Need

Doyle Drive is approaching the end of its useful life after over 70 years of operation. In the short-term, regular maintenance, seismic retrofit, and rehabilitation activities are keeping the structure safe. However, in the long-term, permanent improvements are needed to bring Doyle Drive up to current design and safety standards. **Exhibit 1-3** summarizes the need for the project.

**Exhibit 1-3
Need for this Project**

ELEMENT	DEFICIENCY	RESULT
STRUCTURAL DEGRADATION	<ul style="list-style-type: none"> ▪ Age of the facility ▪ The effects of heavy traffic ▪ Exposure to salt air 	Seismically and structurally below standard
LOCATION	Eastern portion is located in an identified liquefaction ¹ zone	Structural failure during an earthquake
DESIGN	Original design does not meet today's safety standards	Today's vehicle fleet combined with traffic volumes and vehicle maneuvers add to driving patterns not anticipated when Doyle Drive was designed
ACCESS	No direct vehicular access into the Presidio	Limited access to facilities within the Presidio

¹Liquefaction is the process by which a solid behaves as a liquid. This is often the case with some soils, resulting in landslides. Liquefaction can also happen during an earthquake in certain filled areas.

Structural Degradation

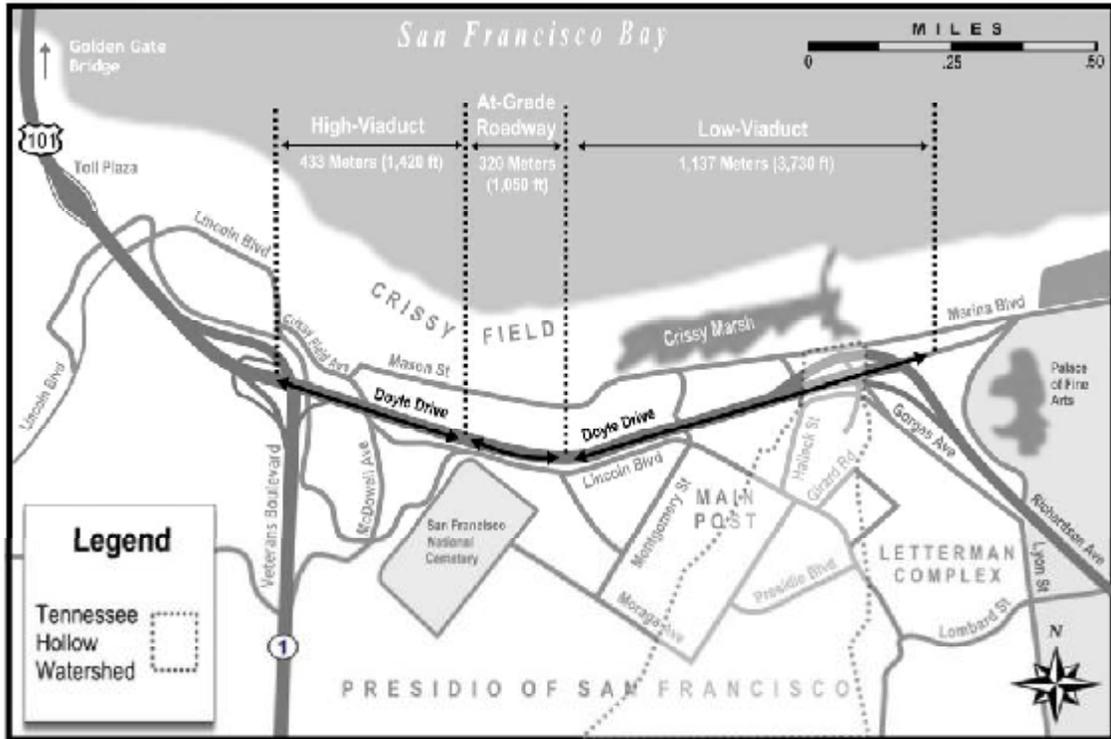
The Doyle Drive roadway contains two viaduct sections (see **Exhibit 1-4 and 1-5**). In 1995, the low-viaduct was retrofitted to withstand a probabilistic earthquake assuming that Doyle Drive would be replaced within a ten-year period. The substructure (foundations and the main trusses) of the high-viaduct was retrofitted for a maximum credible earthquake¹.

**Exhibit 1-4
Main Doyle Drive Structures**

BRIDGE NUMBER	BRIDGE NAME	YEAR BUILT	ALTERNATE NAME USED IN THE DOCUMENT
34-0014	Marina Viaduct	1936	Low-viaduct
34-0018	Ruckman Avenue UC	1939	Ruckman Avenue
34-0019	Presidio Viaduct	1936	High-viaduct

¹ The Maximum Credible Earthquake (MCE) is the largest ground motion expected to occur at the project site once every 1,500 years.

Exhibit 1-5
Location of Doyle Drive Viaducts and other Key Features



However, neither of these retrofits addressed the bridge decks. The long-term effects of heavy traffic and exposure to salt air have caused Doyle Drive's structure to deteriorate. In the early 1990s, the concrete decks were sealed and coated with corrosion inhibiting polymer. These measures slowed the rate of corrosion and concrete deterioration and added up to ten years of service to the life of the viaduct bridge decks. However, the decks need to be replaced because they have deteriorated and are near the end of their useful life span.

While the previous corrosion prevention and seismic stabilization measures provided short-term solutions to the deck degradation and seismic vulnerability issues, they did not bring the roadway up to current design and safety standards. The current lifespan of Doyle Drive was not ultimately prolonged by these measures. These measures only delayed the roadway's replacement. In the interim, the high-viaduct will increasingly become a financial burden as Caltrans will need to perform more frequent routine maintenance and monitoring to ensure its safety. Caltrans is currently performing extensive rehabilitation work to further stabilize the degradation of the high-viaduct. Should additional structural degradation lead to Doyle Drive closures or accessibility restrictions, the consequences to the regional transportation network would be dramatic.

Location in a Liquefaction Zone

The eastern half of the Doyle Drive alignment, which includes the low-viaduct section and lower Tennessee Hollow watershed, is within a potential liquefaction zone. Soils in this area, occurring at shallow depths not exceeding ten meters (33 feet), include loose, well-sorted sands and silts. There is also evidence of potentially liquefiable saturated soils at the location of the high-viaduct.

Liquefaction, due to ground shaking during a strong earthquake, could cause soils to subside rapidly and unevenly. Heavy structures, such as the low- or high-viaducts, could subsequently collapse or be severely damaged due to this sinking of the ground and the loss of lateral support of the foundation elements.

Nonstandard Design Elements

The existing roadway has many nonstandard design elements. Existing lane widths range between 2.9 and 3 meters (9.5 and ten feet) compared to the current standard of 3.6-meter (12-foot) lanes.

The existing roadway does not have shoulders. Current Caltrans design standards call for three-meter (ten-foot) wide shoulders on either side of the roadway. The current lack of shoulders, and the resultant inability to clear disabled vehicles from travel lanes, contributes to the high level of congestion and increased likelihood of serious accidents.

The tight curves of the Park Presidio Interchange ramps cause vehicles to brake abruptly to exit the roadway. This, in turn, causes traffic to slow down, which contributes to increased congestion on Doyle Drive. Weaving in this area also contributes to increased congestion. In addition, the acceleration lengths of the exit ramps are insufficient, given the speed of the approaching vehicles.

Vehicular Access into the Presidio

Access between Doyle Drive and the Presidio is currently indirect via roads located within the Golden Gate Bridge Toll Plaza area. The ramps at the Toll Plaza connect to Merchant Road (on the west) and the Golden Gate Bridge service roads (to the east). These roads then connect to Lincoln Boulevard, which provides access to the Presidio. A new slip ramp² from northbound Richardson Avenue to the intersection of Marshall Street and Gorgas Avenue was completed in 2005 to provide access for the Letterman facility. The new slip ramp only provides access to the Presidio for northbound traffic. When access to the Presidio is provided via Doyle Drive, the slip ramp will be eliminated.

Currently, the lack of direct access into the Presidio has forced Doyle Drive traffic to detour through city neighborhoods adjacent to the Presidio gates. As illustrated in **Exhibit 1-6** usage of the Presidio is expected to increase dramatically over the next 20 years. Without proper access to the Presidio,

² A slip ramp is a short connector ramp that is located between a major roadway and its adjacent frontage road. These ramps allow motorists to "slip" from one roadway to another.

increased traffic will have a greater negative affect on the surrounding neighborhoods.

**Exhibit 1-6
Current and Projected Presidio Users**

	2001	2020	INCREASE
EMPLOYEES	2,020	7,190	256%
RESIDENTS	2,250	3,720	65%
ANNUAL VISITORS	5.1 million	9.9 million	95%

Source: *The Presidio Trust, 2002.*

The *Doyle Drive Intermodal Study* stated that direct access to the Presidio from Doyle Drive should be a key feature of the current replacement strategy. The study recommends that the strategy to replace Doyle Drive should also enhance multi-modal access choices into the Presidio, including improved transit service and connections, and enhanced pedestrian and bicycle facilities.

1.4.3 Logical Termini and Independent Utility

The Federal Highway Administration's *Title 23 CFR 771.111(f)* states that three criteria must be considered to ensure meaningful evaluation of alternatives and to avoid commitments to future transportation improvements before they are fully evaluated. Independent project sections must:

- connect logical termini and be of sufficient length to address environmental matters on a broad scope;
- have independent utility or independent significance, i.e., be usable and be a reasonable expenditure, even if additional transportation improvements in the area are not made; and
- not restrict consideration of alternatives for other reasonably foreseeable transportation improvements.

Logical Termini and Sufficient Length and Scope

The Doyle Drive portion of Route 101 encompasses the low- and high-viaduct segments of Doyle Drive and the Park Presidio Interchange with Route 1, including the at-grade roadway portions adjacent, and in between, these structures. The eastern terminus begins at Lyon Street where the new facility conforms to the existing city street network and the western terminus extends to the Golden Gate Bridge Toll Plaza.

The termini of the Doyle Drive project are logical because the project intends to replace both viaducts on Doyle Drive and the Park Presidio Interchange. The interchange lies just east of the Toll Plaza area and transitions to the high-

viaduct. The low-viaduct ends where it transitions to grade at Richardson Street west of Lyon Street. Therefore, the proposed project begins at the Toll Plaza and ends at Lyon Street and includes all intersections and interchanges in between.

Independent Utility

Transportation projects must also have independent utility according to FHWA regulations. That is, the project must be a reasonable expenditure even if no additional transportation improvements in the area are made. The proposed alternatives considered in this FEIS/R represent transportation improvements that meet the project's purpose and need and minimize impacts to the cultural, natural, and community resources along Doyle Drive. Chapter Two of this document includes a description of the Preferred Alternative and how it meets the project needs even if no additional transportation improvements are made within the corridor.

Not Restrict Consideration of Alternatives

Finally, FHWA regulations require that a transportation project not restrict consideration of alternatives for other reasonably foreseeable transportation improvements. The proposed Doyle Drive Project would not limit the consideration of alternatives for transportation improvements which may be proposed for the Golden Gate Bridge, Highway 1, or surrounding surface roadways in the Presidio.

1.5 Project Partners

A number of agencies are participating in this Doyle Drive Project environmental process. The agencies and their roles are discussed below.

Federal Lead Agency

A *National Environmental Policy Act* (NEPA) document is required for most federal actions. An action can include funding a project, building a project on federal land, or issuing a federal permit. The federal agency which takes this action is typically the lead NEPA agency. A lead agency is the agency with the main responsibility for complying with federal environmental regulations. For the Doyle Drive Project, the Federal Highway Administration (FHWA) is the lead federal agency for the purposes of NEPA. The Authority and Caltrans are also co-lead agencies on this project.

State Lead Agency

Similar to NEPA regulations, the *California Environmental Quality Act* (CEQA) requires that a state, regional, or local agency take responsibility for complying with state environmental regulations if a governmental (state, regional, or local) action is being taken. The lead CEQA agency for the Doyle Drive Project is the

Authority and it has the responsibility for complying with state environmental regulations.

CEQA Responsible Agencies

Under CEQA, a Responsible Agency reviews the environmental document and is responsible for considering the environmental effects of the project. For this project, Caltrans, the Golden Gate Bridge, Highway and Transportation District and the City and County of San Francisco are the CEQA Responsible Agencies. Caltrans is also the owner and operator of Doyle Drive.

NEPA Cooperating Agencies

Upon request of the lead agency, any other federal agency having jurisdiction within the project area, or having special expertise with respect to any environmental issue, may be a cooperating agency. The three cooperating agencies for the Doyle Drive Project are the:

- Presidio Trust;
- United States Department of the Interior, National Park Service (NPS) - Golden Gate National Recreation Area; and
- United States Department of Veteran Affairs (VA).

To satisfy both NEPA and CEQA requirements, the lead agencies with input from the cooperating and responsible agencies, have developed this combined NEPA/CEQA document for the South Access to the Golden Gate Bridge - Doyle Drive Project.

1.6 Environmental Process

This *Final Environmental Impact Statement/Report* (FEIS/R) evaluates the environmental impacts of the proposed Doyle Drive Project during the construction and operational phases. When warranted, mitigation measures are proposed to address project impacts.

Once this *Final Environmental Impact Statement/Report* (FEIS/R) has been completed the lead agencies will follow the typical NEPA/CEQA procedures. Under NEPA a *Notice of Availability* will be published in the *Federal Register* and the document will be distributed to all federal, state, and local agencies and private organizations, and members of the public who provided substantive comments on the *Draft EIS* or who requested a copy (40 CFR 1502.19).

Typically, pursuant to 23 CFR 771.127, following release of the FEIS/R, FHWA can:

“...complete and sign a *Record of Decision* (ROD) no sooner than thirty days after publication of the FEIS notice in the *Federal Register*.... Until the ROD has been signed, no further approvals may be given except for administrative activities taken to secure further project funding....

If [FHWA] subsequently wished to approve an alternative which was not identified as the preferred alternative but was fully evaluated in the FEIS, or proposes to make substantial changes to the mitigation measures or findings discussed in the ROD, a revised ROD shall be subject to review by those [FHWA] offices which reviewed the FEIS.”

The ROD is the document which explains the reasons for the project decision, summarizes the mitigation measures to be incorporated, and documents any required *Section 4(f)* approvals.

Under CEQA procedures, the State lead agency (the Authority) will approve the project and include a statement of overriding consideration in the record of project approval. The statement of overriding consideration is necessary for projects which will result in unavoidable significant effects as identified in the FEIS/R and it will state the specific reasons why the agency supports its decision. Within five days after approval of the project, the lead agency will file a *Notice of Determination* (NOD) with the county clerk. The NOD will be available for public inspection for at least 30 days. Following the project approval process the sponsor agencies will move forward with final design and permitting. Based on available funding, permitting and construction could begin as early as 2009.

In addition, both CEQA and NEPA regulations require an enforceable mitigation monitoring program be developed for the project. Per *CEQA Guideline 15907(a)*, “In order to ensure that the mitigation measures and project revisions identified in the EIR are implemented, the public agency shall adopt a program for monitoring or reporting on the revisions which it has required in the project and the measures it has imposed to mitigate or avoid significant environmental effects.” Under NEPA regulations, “A monitoring and enforcement program shall be adopted and summarized where applicable for any mitigation” (Section 1505.2(c)).”

1.6.1 Preferred Alternative

Chapter Two of this FEIS/R identifies the Preferred Alternative for this Doyle Drive Project. FHWA, Caltrans and the Authority selected this alternative based on:

- collaboration with, and input from the Doyle Drive Citizens’ Advisory Subcommittee and the cooperating agencies;
- findings from the DEIS/R; and
- state and federal agency, local government, tribal, and public comments.

1.7 Funding and Programming

Revenues for transportation improvement projects are generated from a variety of sources. The primary traditional sources for state transportation projects are state gasoline and diesel fuel taxes, vehicle weight fees, and federal revenues. Additional sources include sales tax measures, local funds other than sales taxes, and private funds. **Exhibit 1-7** presents a description of some of these programs.

Because each funding program targets specific project activities (planning, design, and construction), the proposed Doyle Drive Project has been divided into four phases. These phases are:

- Phase 1: Project Approval and Environmental Documentation (PAED) - this document and accompanying engineering are part of PAED;
- Phase 2: Plans, Specifications, and Estimates (PS&E) - final design and development of project cost estimates;
- Phase 3: Acquisition of interest and right of way; and
- Phase 4: Construction. This phase includes implementation of identified mitigation and monitoring.

Exhibit 1-8 at the end of this section presents these proposed implementation phases in relation to anticipated funding sources and committed and proposed funding amounts. The Doyle Drive Project is currently in Phase 1.

**Exhibit 1-7
State of California Transportation Funding Programs**

FUNDING PROGRAM ¹	DESCRIPTION
TCRP (Traffic Congestion Relief Program)	TCRP is a state funding source managed by the California Transportation Commission (CTC) for the Governor. The TCRP requires the CTC to adopt guidelines and implement an Exchange Program that allows the exchange of federal Congestion Mitigation and Air Quality Improvement (CMAQ) and Regional Surface Transportation Program (RSTP) funds for state transportation funds, based upon funding availability.
ITIP (Interregional Transportation Improvement Program)	ITIP is a state funding program for Interregional Transportation Improvement Program funds. Caltrans nominates and the CTC approves a listing of interregional highway and rail projects for 25 percent of the funds to be programmed in the State Transportation Improvement Program (STIP).
SHOPP (State Highway Operation and Protection Program)	SHOPP is a state funding category used by Caltrans to maintain and operate state highways.
RTIP (Regional Transportation Improvement Program)	RTIP is a state funding source which provides for the 75 percent regional allocation of STIP funds for projects on and off the state highway system from the State Highway Account and other funding sources. As the Regional Transportation Planning Agency for the nine-county Bay Area region, the Metropolitan Transportation Commission biennially adopts the Bay Area RTIP and submits it to the CTC for approval and inclusion in the STIP.

¹ Latest approval year for all programs is 2006.

In order for a project to obtain federal transportation funding, it must be included in the *Regional Transportation Plan (RTP)*. The Metropolitan Transportation Commission (MTC) is responsible for adopting the Bay Area's RTP, the current version of which is known as the *Transportation 2030 Plan*. Adopted by the MTC on February 23, 2005, the *Transportation 2030 Plan* describes the strategies and investments required to maintain, manage, and improve the transportation network within the nine-county San Francisco Bay Area. MTC now updates the RTP every four years and expects to adopt the new RTP, *Transportation 2035 Plan: Change in Motion (or 2009 RTP)*, in early 2009.

Also, every two years the MTC prepares and adopts a *Regional Transportation Improvement Program (RTIP)*. Developed in cooperation with County Congestion Management Agencies (CMA) and Caltrans, the 2008 RTIP includes programming for projects on and off the state highway system over a five-year period (e.g., Fiscal Year 2008/09 through Fiscal Year 2012/13). The final 2008 RTIP was adopted by MTC on January 23, 2008, and subsequently was approved by the California Transportation Commission on May 29, 2008 as part of the 2008 *State Transportation Improvement Program (STIP)*.

The Doyle Drive Project is included in the current RTP in the Financially Constrained Element with a combination of programmed and planned local, state, and federal funds available over the long term of the *Transportation 2030 Plan*. The Doyle Drive Project is also included in the 2008 RTIP and STIP.

In February 2008 MTC began the process of updating the RTP with the issuance of the Notice of Preparation (NOP) for the preparation of the Draft EIR for the *Transportation 2035 Plan*. Two scoping meetings were held in March 2008 to solicit input on the scope and content of the Draft EIR. The program-level EIR for the *Transportation 2035 Plan* analyzed the broad, regional environmental impacts of implementing the investments identified in the plan. Throughout the process of preparing the Draft EIR and RTP, MTC has made an extensive effort to seek public input including focus group meetings, community-based focus groups, evening workshops in each of the nine Bay Area counties, telephone polls and web surveys. The public outreach encouraged members of the public, cities, counties and partner agencies to submit possible projects for consideration for inclusion in the final plan.

In July 2008, as part of 2009 RTP update, the MTC adopted the Draft Financially Constrained Investment Plan, which includes the Doyle Drive Replacement Project at a total cost of \$1.01 billion in escalated dollars. Subsequently, the Authority and Caltrans have been working with MTC to make technical adjustments to the project listing to reflect a full funding plan for the project corresponding to the project team's final \$1.045 billion estimated project cost for the Preferred Alternative. It is expected that final Investment Plan for the *Draft Transportation 2035 Plan* will include the necessary funding for the construction of the Doyle Drive Project, and the MTC is preparing a letter to FHWA to this effect.

In December 2008, MTC expects to circulate the Draft EIR and *Draft Transportation 2035 Plan* for a 45-day public review period including a public hearing. It is anticipated that both documents will be approved and finalized in March 2009.

Although full project funding is included in the long range plan, only certain sources are currently committed as shown in **Exhibit 1-8**. Additional funds for the project are to come from new and/or redirected federal funds, future RIP, and local sources including GGBHTD and MTC.

Since the prior RTP was adopted, significant progress has been made on the project's funding plan, including additional funds secured through the Federal Urban Partnership Program. In August 2007, the U.S. Department of Transportation (US DOT) designated the San Francisco Bay Area as an Urban Partner, awarding the region \$159 million in federal grant funds to implement a program of projects centered on variable pricing of Doyle Drive. Tolls would be collected at, or just south of, the Golden Gate Bridge Toll Plaza and be used to fund transportation improvements in the Doyle/US 101 corridor. The use of grant funds for the Doyle Drive Value Pricing Program – including \$35 million in funds for the Doyle Drive Replacement Project - was conditioned on the obtainment of legal authority to impose a congestion toll on Doyle Drive by March 2008. On March 14, 2008, the Golden Gate Bridge Highway and Transportation District (GGBHTD) approved a resolution committing to the imposition of a variable toll in the Golden Gate Corridor (including Doyle Drive) as soon as September, 2008 but no later than September 2009. While the level of the toll and exact use of the funds was not set, the GGBHTD's action precluded the use of toll revenues to fund the Doyle Drive Replacement Project. Subsequently, the US DOT obligated the \$35 million PLH grant that was included in the San Francisco Urban Partnership Agreement (SF UPA) for the reconstruction of Doyle Drive, but held off on obligating other UPA grant funds, including tolling system funds, pending confirmation of the SF UPA program. In the summer of 2008, the San Francisco regional partner agencies confirmed they would drop the Doyle Drive tolling project from the UPA program and look to other local funding sources and cost savings to complete the project funding plan. Depending on the actual funding sources used for the project, the impacts may need to be analyzed in a Re-evaluation/Addendum of the FEIR/EIS, or a Supplemental FEIR/EIS, as appropriate.

As shown in **Exhibit 1-8**, currently the project has committed funding of \$631 million which is short of the estimated \$1.045 billion total project capital cost that is needed to construct the Preferred Alternative.

Conformity with the Transportation Improvement Plan

The Metropolitan Transportation Commission (MTC) prepares and adopts the *Transportation Improvement Plan* (TIP) every two years. The Doyle Drive Project was included in the most recent TIP 2007 and subsequent amendments, as

approved by the FWHA on October 2, 2006. The Doyle Drive Project is included in the Draft 2009 TIP.

On February 23, 2005, the MTC issued a final transportation air quality conformity finding for the *Transportation 2030 Plan* and the *2005 TIP/Amendment #05-05*. The FHWA approved this air quality conformity finding on March 17, 2005. Since the design concept and scope of the project has not changed, the Project conforms to the *State Implementation Plan (SIP)*.

Exhibit 1-8
Proposed and Committed Funding Sources and Levels (\$ in Millions)

SOURCE	TYPE		PHASE 1 (ENVIRONMENTAL)	PHASE 2 (ENGINEERING)	PHASE 3		PHASE 4		TOTAL
					RIGHT OF WAY	RIGHT OF WAY SUPPORT	CONSTRUCTION	CONSTRUCTION SUPPORT	
PLHD Funds	Federal	Committed	\$8.2	\$1.2					\$9.4
		Proposed							
Federal High Priority	Federal	Committed	\$5.6	\$1.0	\$7.5	\$0.8			\$14.8
		Proposed							
Federal UPA	Federal	Committed		\$12.8	\$17.0		\$17.5		\$47.3
		Proposed							
State TCRP	State	Committed	\$9.0	\$6.0					\$15.0
		Proposed							
State SHOPP	State	Committed		\$24.0		\$1.0	\$364.0	\$16.0	\$405.0
		Proposed							
Prop K Sales Tax	Local	Committed	\$2.8	\$5.0			\$60.1		\$67.9
		Proposed							
STIP-RIP	Local	Committed		\$5.0	\$10.1	\$2.0	\$54.0		\$71.1
		Proposed							
Other Local*	Local	Committed							
		Proposed			\$1.7	\$0.2	\$357.4	\$54.7	\$414.0
	Totals	Committed	\$25.6	\$55.0	\$34.6	\$3.8	\$495.6	\$16.0	\$630.6
		Proposed			\$1.7	\$0.2	\$357.4	\$54.7	\$414.0
		Total	\$25.6	\$55.0	\$36.3	\$4.0	\$853.0	\$70.7	\$1,044.6

Source: San Francisco County Transportation Authority, August 2008, consistent with proposed 2009 RTP and 2009 RTIP amendment

Note: Funding plan is based upon estimated capital costs provided in Exhibit 2-38 for the Preferred Alternative. Depending on the timing and amount of funding, the project may or may not be phased. Estimated Project costs in year of expenditure dollars (in millions) are as follows:

PA/ED	\$25.6
PS&E	\$55.0
Construction	\$853.0
Construction Support	\$70.7
Right of Way	\$36.3
Right of Way Support	\$4.0
TOTAL PROJECT COST	\$1,044.6

Additional funds to come from new and/or redirected federal funds, future RIP, and local sources including GGBHTD and MTC. Information contained in this environmental document may need to be re-evaluated or supplemented depending on the actual sources of funds used on the project.

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