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ENVIRONMENTAL STATEMENT - SOUTHERN CROSSING

1. Description of the proposed project and its purpose.

The Southern Crossing of San Francisco Bay is a proposed eight lane highway crossing located south of the San Francisco-Oakland Bay Bridge. The proposed Crossing would extend from India Basin in San Francisco to Alameda and Oakland and would connect San Francisco and the Peninsula with the East Bay communities. It would be a vital link in the regional highway network and would connect with freeways now approved or under construction on both sides of the Bay. Together with the San Francisco-Oakland Bay Bridge and the Bay Area Rapid Transit System, the Southern Crossing would provide capacity for transportation of people and goods until after 1990.

In the West Bay, the Southern Crossing approach ramps would join the Hunters Point Freeway (Route 230) which would provide direct traffic connections to the north and to the south. To the north, it would connect to the Southern Freeway and to other freeways and arterials providing service throughout the San Francisco area. To the south, it would tie into the Bayshore Freeway, providing service to the industrial areas of San Francisco and northern San Mateo County.

In the East Bay, the new Crossing would tie directly into the new Grove-Shafter Freeway (Route 24) providing traffic service for the City of Alameda, downtown Oakland, Berkeley and Contra Costa County. To the south, it would connect to Bay Farm Island, Oakland Airport and Davis Street in San Leandro.

From the San Francisco terminus of the Southern Crossing at India Basin, the high level crossing would extend westward across the main shipping channel providing a maximum horizontal clearance of 1200 feet and minimum vertical clearance of 220 feet.

East of the main shipping channel, the crossing would descend to a low-level trestle and toll plaza. Navigation openings for small craft would be provided at two locations in the trestles connecting the Crossing to Alameda and Bay Farm Island.

The purpose of the Southern Crossing is to provide a new transbay route which would improve distribution of motor vehicle traffic, would provide more direct trips, would serve the needs of a growing regional airport system, would relieve growing congestion on the San Francisco-Oakland Bay Bridge, and would provide an alternative emergency route in the event of a closure of the San Francisco-Oakland Bay Bridge.

2. Probable impact of the proposed action on the natural environment whether adverse or favorable, including impact on ecological systems such as wildlife, fish and other marine life.

San Francisco Bay is a unique resource which gives the Bay Area a sense of scale and beauty and provides a unifying influence to the entire area. The unique quality of the San Francisco Bay Area is not found in any other part of the world. Breaking up the scale and feeling of openness that San Francisco Bay imparts to the area by spanning its waters with bridges could be detrimental to the environmental and inspirational qualities of the region.

The unique quality of the Bay Region and its relationship to the spatial quality and scale of San Francisco Bay itself should be an important factor in the design of the bridge if the quality of the area is to be preserved.

Design, color and scale of the Southern Crossing should be related sympathetically to the total spatial quality of the regional environment. Properly designed, the Crossing could intimately relate those traveling on the bridge to the spatial and scenic qualities of the Bay and provide them with an opportunity to view and understand the scale of the Bay and the surrounding mountains.

The bridge would be a prominent addition to the Bay Area scene and is, according to the applicant, receiving expert architectural attention. The criteria being carried out call for a design which harmonizes with the Bay Area's other great bridges and provides dramatic views from hillside vantage points and from the bridge itself.

The applicant advises that the Southern Crossing has been planned with full consideration of the many important regional factors involving the natural environment that are of concern in a project of this magnitude. During the planning phases of the project, every effort has been made to design a bridge that would not only serve the primary needs for additional transbay motor vehicle traffic capacity but would be an attractive addition to the Bay's beautiful bridges and cause no significant adverse impact on the physical environment.

The applicant states that public access will be provided to shoreline areas in India Basin and on Bay Farm Island. This access for fishing, bird watching, and other marine oriented recreational activities will be provided to shoreline areas included in the Crossing right-of-way. It is proposed to have a private consultant develop a marine oriented

recreational area for India Basin in cooperation with local civic groups and industry. The development of this recreational area will be done in accordance with the guidelines set forth in the proposed development plan of the South Bay Shore Study which was prepared by the San Francisco Department of City Planning. Development of the recreational area will be done in close coordination with the Department of City Planning and the San Francisco Redevelopment Agency whose Hunters Point Redevelopment project is adjacent to the proposed recreational area.

The applicant states that recreational development in the East Bay along the shores of Bay Farm Island will be developed as a part of this project. It will be coordinated with the East Bay Regional Park System and with city and county planning departments.

The applicant states that it consulted federal, state, and local agencies which are concerned with, and have responsibility for, the preservation of a natural environment.

At the federal level, coordination was provided by the U. S. Department of Interior. The U. S. Bureau of Sport Fisheries and Wildlife advised that the design of the bridge would minimize damage to the fish and wildlife resources of the Bay and that disturbance of the bottom would be minimal and would have no permanent adverse effects. The Bureau of Sport Fisheries and Wildlife stated construction of the bridge would probably contribute to air pollution, but the Department of the Interior, of which it is a part, did not object to issuance of the permit.

At the state level, coordination was provided by the State Resources Agency. Departments consulted include:

- Department of Navigation and Ocean Development
- Department of Parks and Recreation
- State Water Resources Control Board
- San Francisco Bay Region Water Quality Control Board
- Department of Fish and Game
- Department of Water Resources
- Department of Public Health
- Department of Conservation
- Division of Highways
- State Lands Division
- San Francisco Bay Conservation and Development Commission

Statements of concerns and conditions of units of the Resources Agency were transmitted directly to the applicant to be considered in planning and design of the project. Review and comment was received from the departments concerned. With no adverse comments

reported, the State Resources Agency requested approval of the navigation permit by letter to the Coast Guard.

The State Department of Fish and Game reported that the bridge piers in the Bay would improve the area as far as support of marine life is concerned.

The State Air Resources Board reported that the South Bay Crossing would have little effect on general air pollution in the Bay Area. Also, that through a reduction in traffic congestion, the level of air pollution could be reduced.

3. Any probable adverse effects on the natural environment which cannot be avoided should the proposal be implemented.

Adverse effects on the natural environment which may result directly from the Southern Crossing are considered to be of no major significance. Every effort is being made during the final design of the structures to further minimize any adverse effects.

The applicant advises that no additional off-shore or bay front freeways on either side of the Bay would be required as a consequence of the construction of this project. Therefore, this environmental statement is limited to comments on the proposed project only.

Provisions for Water Traffic

Before applying to the Coast Guard for the Southern Crossing permit, a thorough study was made into the shipping and yachting requirements for passage under the Crossing to determine the location and clearance requirements for navigation spans. The main high level span for major shipping is located over the natural deep water channel on the west side of the Bay. Clearance requirements for the main span were established after consultation with the U. S. Navy and Marine Exchange. The vertical clearance of 220 feet is the same as the Golden Gate Bridge and the Bay Bridge. There is adequate clearance for the largest ships visiting the Hunters Point Naval Shipyard. The Marine Exchange, representing commercial shipping interests, surveyed its membership and reported that there are no objections to the Crossing as proposed.

Pleasure craft are not restricted to the main navigation channel spans. There is adequate clearance for the largest sailing craft on the Bay for a considerable distance on either side of the main span - over 60 feet of vertical clearance for a mile in either direction.

Access to the waters offshore of Alameda and San Leandro Bay is adequately provided by small craft channel spans in the East Bay approach legs. In these shallower waters, deep draft vessels will

usually be confined to the dredged channels that dictated the location of the small craft spans. Extensive study went into determining clearance requirements for these spans. Economics and the desire to least obstruct the view of the Bay from Alameda required keeping the structure height to a minimum, yet adequate clearance is required for the yachting interests. In order to determine the proper clearances for small craft, a survey was made of mast heights of sailboats in the area, boating registration data was collected and evaluated, and plans for future marinas in the area were reviewed. For the Alameda small craft channel, a vertical clearance of 60 feet above mean high water was determined adequate, since this clearance will safely pass a boat with 55 foot mast in rough water conditions at high tide. This provides for over 99 percent of all boats currently berthed in the area and estimated for future berthing. The vertical clearance for the Bay Farm Island channel has been set at 45 feet which will pass over 94 percent of the boats counted in the survey. The few higher masted boats that might be berthed in this area in the future have access to the Bay via the Alameda channel opening or the Oakland Estuary.

Adequate navigation openings and clearances are to be provided in the Crossing but there will be some loss in the freedom of movement available to small craft in the vicinity of Alameda and Bay Farm Island. During periods of low tide, shallow water depths in this area currently restrict boating except for the smallest of pleasure craft. A dredged channel is currently used by small craft traversing the area at low tide to enter or leave the Ballena Bay Yacht Harbor.

In general, boaters will experience little interference from the Crossing. Standard navigation aids such as lights and horns will be provided as required by the Coast Guard. Actually, the Crossing could serve as an additional reference point for small craft during periods of poor visibility in the rather vast expanse of Bay in this area. The small craft channel spans will clearly indicate the location of the dredged small boat channels.

Tidal Flow and Water Quality

The entire over-water section of the Southern Crossing will be on piers or piling with no earth fill of the Bay required. Without solid fill, the structure will have no appreciable effect on the natural flushing action of the Bay tides and will therefore not be detrimental to the quality of the Bay water.

The Bay Conservation and Development Commission (BCDC) was concerned over the effect the Crossing piers might have on the tidal flow even though the Corps of Engineers considered the effect too slight to measure on their hydraulic model of the Bay. In granting the construction permit for the Southern Crossing, BCDC included a

stipulation that mathematical model studies be conducted to determine the effect of the piers on tidal flow and siltation. The firm of Water Resources Engineers, Inc., specialists in this field, were retained to conduct a mathematical model study. The study is now essentially complete. Preliminary model analysis indicated that the effect of the bridge would be minimal, so further model analysis was made using the most stringent criteria to insure the most conservative possible results. The conclusion developed from these studies is that there will be no silting or degradation of water quality in the South Bay. Also, the studies indicate that local effects of the pilings can be alleviated by design and maintenance procedures.

Operations during construction will probably cause some local roiling of the Bay waters caused by the relocation of material around the bridge foundations. Any adverse effects caused by these operations will be minimized through effective control procedures and the regulatory powers of the Corps of Engineers and Regional Water Quality Control Board.

There is a fresh water-bearing aquifer sequence extending westward from Alameda beneath the Bay to about mid-bay. This aquifer appears to have some degree of hydrologic continuity with similar zones which yield usable water to irrigation wells on Bay Farm Island. Methods of construction of the Southern Crossing will be such that they will not affect the ground water quality and piezometric levels in this aquifer system.

Traffic Sound Level

Concern has been expressed regarding sound levels produced by highway traffic and the resulting effect on the City of Alameda. The Bay Conservation and Development Commission in granting their construction permit for the Southern Crossing required that studies be made to determine if noise suppression measures were needed in this area. These studies have now been completed and have included monitoring of the present noise level and comparing the traffic sound levels predicted for the approaches to the Southern Crossing. The studies reported that traffic noise generated by the traffic will not exceed the present background noise. These approaches are in a high background noise area due to the aircraft activity at the Alameda Naval Air Station and Oakland International Airport and the prevailing winds off the Bay.

Recognizing the possibility that background noise levels may be reduced in the future by more effective aircraft noise suppression devices, measures will be taken during construction to soundproof Encinal High School buildings and to use landscaping for noise screening. The end result will be an improvement over conditions now existing, according to the applicant.

4. Alternative to the proposed action which might avoid some or all of the adverse effects on the natural environment.

Alternatives to Southern Crossing construction which have been considered are: 1) not to build the Crossing, and 2) to build the Crossing at an alternate location.

1) The applicant considers construction of the bridge to be necessary to accomplish the purpose for which this project has been proposed.

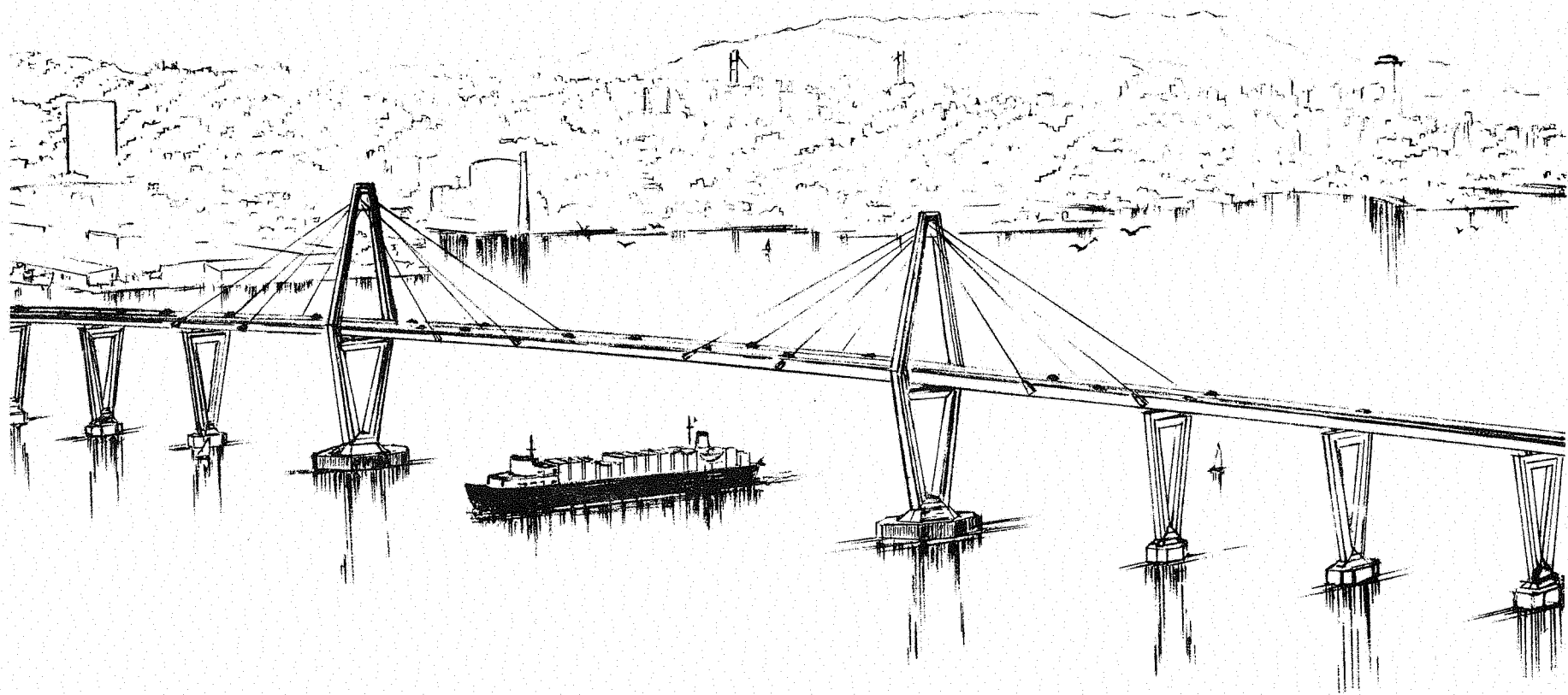
2) Applicant states that construction of the bridge at another location would not substantially change the impact of the project on the natural environment.

5. The relationship between the proposal as a local short-term use of the human environment and the maintenance and enhancement of long-term productivity of that environment.

Items which might be considered under this heading have been more appropriately covered under preceding headings.

6. Any irreversible and irretrievable commitments of resources which would be involved in the proposed action should it be implemented.

In addition to the qualifications as noted above, the only irreversible commitments of natural resources would be the effect of the bridge in reducing the spatial expanse of the Bay.



SOUTHERN CROSSING INFORMATION SUMMARY

This is a summary of the facts upon which the State is going ahead with the Southern Crossing. The information was presented by E. R. (Mike) Foley, Chief Engineer of the Division of Bay Toll Crossings, to the U. S. Coast Guard Public Hearing, March 4, 1970, in San Francisco.

The following were the main points:

THE SOUTHERN CROSSING IS NEEDED BECAUSE:

--Bay Bridge Traffic congestion is intolerable.

--Traffic increase is inevitable because of population growth.

--Transbay travel demand cannot be met just by the addition of Bay Area Rapid Transit service.

--It is essential to open an additional corridor for redistribution of Bay Bridge traffic away from downtown congestion.

On the Bay Bridge--

With comfortable capacity at 125,000, average daily traffic has reached 165,000 vehicles, with high volume days approaching 200,000.

During Peak Hours--

Extreme congestion lasts 2-3 hours.

Any mishap stops traffic and causes long delays.

Freeway approaches and city streets are blocked.

Congestion costs bridge users 1.4 million hours a year.

This occurs even though buses carry 53% of commuters.

The bridge has--

Substandard lanes of under 12 feet with no shoulders.

An increasing accident rate.

Inadequate capacity for lane closures for maintenance work.

BART will--

Divert 11% to 13% of Bay Bridge autos--3 to 5 years normal traffic growth. ALL experts agree on these estimates.

Carry 58% to 62% of peakhour commuters. The existing bus system now carries 53%.

Not service commercial traffic.

Therefore, the Bay Bridge will remain congested even with BART in service.

The Southern Crossing Will--

Divert 36% of Bay Bridge traffic.

NOT compete for BART patronage.

--diverts only 2% from BART transbay service.

--serves areas not convenient to BART.

--has insignificant effect on BART system revenues.

An Additional Transbay Corridor Will--

Relieve tieups and delays on highways and city streets connecting to the Bay Bridge.

Reduce costs to users for whom it is a shortcut (only 8% of Southern Crossing traffic will have a downtown San Francisco destination).

Provide an alternative now lacking in case of a major accident to the Bay Bridge.

THE SOUTHERN CROSSING PROJECT IS NOW--

In the 4th year of major design work with contract plans well under way.

--Nearly \$5 million spent to date.

--Right of Way understandings reached with involved parties.

--Permits obtained from Bay Conservation and Development Commission and Corps of Engineers. Coast Guard permit pending for main channel crossing.

Included in the plans of all regional and local agencies

--BCDC Bay Plan.

--BATS Committed Regional Highway System.

--ABAG Land Use Alternatives.

--Master Plans of Local Agencies.

THE SOUTHERN CROSSING'S EFFECT ON NAVIGATION AND BOATING--

The main channel span provides 1200-foot horizontal and

220-foot vertical clearances, meeting Navy requirements. Long gradual approaches provide 45-foot vertical clearance a mile on either side of main span.

The Alameda small-craft span's 150-foot horizontal and 60-foot vertical clearance is adequate for all but four of 1,500 sailboats berthed in the area.

The 45-foot vertical clearance of the Bay Farm Island small-craft span will accomodate 94% of the boats berthed in the area.

The Crossing will serve as an additional reference point for small craft during periods of poor visibility and the small-craft spans will clearly indicate the location of dredged channels.

THE SOUTHERN CROSSING'S EFFECT ON THE ENVIRONMENT--

No fill.

No air pollution

--less congestion

--shorter trips, fewer total miles driven

--will not of itself increase automobile ownership significantly, the number of cars being largely a function of population.

BCDC conditions being met as to effect on tidal flow, shore access and noise levels at Ballena Bay.

Esthetically pleasing and will provide a panoramic view of the Bay for users. Trestle girders will be three times as long as those on the San Mateo-Hayward Bridge.

file
Positions on Southern Crossing

Favor Project--Want To
Go Ahead on Schedule

Senators
Clark L. Bradley
Lewis Sherman
Assemblymen
Carlos Bee
Don Mulford

City and County of
San Francisco
County of Alameda
County of Contra Costa
City of Oakland
City of Hayward
City of Walnut Creek
City of Richmond
City of San Pablo
City of El Cerrito
City of Pittsburg

Oakland Tribune
Hayward Daily Review
San Leandro Morning News
Fremont News-Register
Castro Valley Reporter
Livermore Herald-News
The Argus (Newark)

Bay Area Council
Port of Oakland
Contra Costa County
Mayors' Conference
Central Business District
Association of Oakland

Chambers of Commerce
Oakland
Alameda
Hayward
Concord
Walnut Creek Area
San Bruno

Favor Delay for Study
Of Effects or Location

Senators
Richard J. Dolwig
Milton Marks
George Moscone
John Nejedly
Howard Way
Nicholas Petris
Assemblymen
Leo J. Ryan
Carl A. Britschgi
Robert Monagan
Leo McCarthy
John T. Knox

City of Newark
City of Piedmont
City of San Leandro
City of Livermore

San Francisco Examiner
Alameda Times-Star
Burlingame Advance-Star

San Francisco S.P.U.R.
Alameda Jaycees

Opposed to Project

Senators
Alfred E. Alquist
James Mills
Tom Carrell
Assemblymen
Robert W. Crown
Willie L. Brown, Jr.
Earle Crandall
George Milias
James W. Dent

City of Alameda
City of Fremont
City of Berkeley

Save Our Bay Action Comm.
Sierra Club-Loma Prieta Ch.
Sierra Club-S.F. Bay Ch.
Save San Francisco Bay Assn.
Committee for Green Foothills
Alameda Conservation Assn.
S. Lorenzo-Wash. Manor Assn.
Assoc. Homeowners-S. Leandro
Bay-O-Vista Improvement Assn.
Peralta Citizens Assn.
Marine Fair Homeowners
Potrero Hill Homeowners
Bayview Neighborhood Comm.
Committee for Governmental
Responsibility
Park St. Bus. Dist. Assn.
S. Lorenzo Unified Schools
S. Lorenzo Vill. Homes Assn.
Bay Area Lg. of Women Voters
Estudillo Estates Homeowners
Mulford Gardens Imp. Assn.

Public Works

SOUTHERN CROSSING

Of San Francisco Bay

COMPREHENSIVE REVIEW

**Requested By
Assembly Concurrent Resolution No. 26
Chapter 211, Statutes 1970**

February 1971



**CALIFORNIA TOLL BRIDGE AUTHORITY
OF THE
STATE OF CALIFORNIA**

POSITIONS ON SOUTHERN CROSSING

Favoring immediate construction

CITIES: Oakland
Walnut Creek
Union City
San Pablo
El Cerrito
Pittsburg

COUNTIES Alameda
Contra Costa

Favoring delay in construction

San Leandro
Fremont
Alameda
Berkeley
Piedmont
Livermore
Newark
Hayward
Redwood City

San Mateo

Opposed to construction

San Francisco
San Jose
Richmond

San Francisco

GROUPS

Favoring Immediate Construction

Bay Area Council
San Francisco Redevelopment Agency
Walnut Creek Area Chamber of Commerce
Contra Costa County Mayor's Conference
Alameda Chamber of Commerce
Oakland Chamber of Commerce
Concord Chamber of Commerce
Central Business District Association of Oakland
Hayward Chamber of Commerce
East Bay Labor Council
San Francisco Building and Construction Trades Council
Teamster's Joint Council No. 7
Downtown Association of San Francisco
Institute of Traffic Engineers
Airport Center (Oakland)
San Francisco Chamber of Commerce
San Bruno Chamber of Commerce
Port of Oakland
San Francisco Redevelopment Agency

Favoring delay or opposed to construction

San Francisco Planning & Urban Renewal
Save our Bay Action Committee
Sierra Club
Loma Brieta Chapter
San Francisco Bay Chapter
Bay Area Planning Directors Assoc.
Bay Area League of Women Voters
American Institute of Planners
Regional Parks Association
Save San Francisco Bay Association
Associated Homeowners of San Leandro
Committee for Green Foothills
Barristers Club of San Francisco
Aeolian Yacht Club
Mulford Gardens Improv. Assoc.
San Mateo County Central Labor Council
Ohlone Audubon Society
No. Calif. Society of Landscape Architects
San Francisco Tomorrow
Potrero Hill Residence & Homeowners Council

BUSINESS AND TRANSPORTATION AGENCY

1120 N STREET, P.O. BOX 1139, SACRAMENTO, 95805 (916) 445-1331

DEPARTMENTS OF THE AGENCY

Alcoholic Beverage Control
Banking
Corporations
Housing and Community
Development
Insurance
Real Estate
Savings and Loan

Aeronautics
California Highway Patrol
Motor Vehicles
Public Works



BRIAN R. VAN CAMP
Acting Secretary

February 23, 1971

Honorable Bob Moretti, Speaker
The State Assembly
State Capitol
Sacramento, California

Dear Assemblyman Moretti:

Assembly Concurrent Resolution No. 26
Chapter 211 - Statutes of 1970
Relative to Southern Crossing

The enclosed report titled "Southern Crossing of San Francisco Bay - Comprehensive Review" is submitted to you in response to Assembly Concurrent Resolution No. 26, Chapter 211, Statutes of 1970.

As requested by the resolution, the California Toll Bridge Authority conducted a comprehensive reexamination of the project. As part of the review, the Authority conducted public hearings in San Francisco and Oakland.

On February 19, 1971, at a Toll Bridge Authority meeting in Sacramento, the Authority adopted the enclosed report. The conclusion of the Authority is that "It is in the public interest to begin construction on this needed facility as soon as possible".

Respectfully,

BRIAN R. VAN CAMP
Chairman, California
Toll Bridge Authority

Enclosure

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BRIAN R. VAN CAMP
Acting Secretary

February 23, 1971

Honorable James R. Mills
Senator Pro Tem of the Senate
State Capitol
Sacramento, California

Dear Senator Mills:

Assembly Concurrent Resolution No. 26
Chapter 211 - Statutes of 1970
Relative to Southern Crossing

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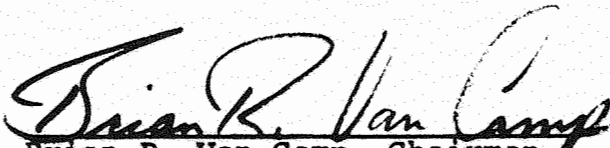
Enclosure


THE SOUTHERN CROSSING


A Report To The
California State Legislature

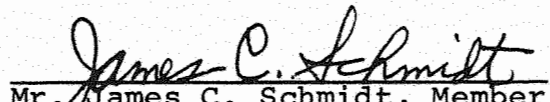
By
California Toll Bridge Authority

February, 1971


Brian R. Van Camp, Chairman


Roy E. Demmon, Vice Chairman


Mr. Verne Orr, Member


Mr. James C. Schmidt, Member


Mr. Floyd L. Sparks, Member

TABLE OF CONTENTS

| | <u>Page</u> |
|--|-------------|
| I. INTRODUCTION. | 3 |
| II. EVALUATION OF NEED FOR THE SOUTHERN CROSSING | |
| 1. Current Transbay Traffic. | 4 |
| 2. Effect of BART. | 4 |
| 3. Effect of Southern Crossing | 5 |
| III. EFFECT OF SOUTHERN CROSSING ON BART | |
| 1. BART's Revenue. | 7 |
| 2. BART's Future Bond Sales. | 7 |
| IV. EFFECT ON THE ENVIRONMENT | |
| 1. Air Quality | 8 |
| 2. Tidal Flow and Water Quality. | 9 |
| 3. Fish and Wildlife | 10 |
| 4. Recreation. | 11 |
| 5. Navigation. | 11 |
| 6. Noise Level | 12 |
| 7. Aesthetics. | 13 |
| V. SPECIFIC RESPONSES TO ACR 26. | 15 |
| VI. CONCLUSIONS BY AUTHORITY. | 17 |
| VII. APPENDIX | |
| 1. Copy of ACR 26. | 19 |
| 2. Area Map. | 20 |
| 3. Project Status. | 21 |
| 4. Hearing Statements. | 24 |
| 5. Correspondence with BCDC. | 28 |

I. INTRODUCTION

The California Toll Bridge Authority has conducted a comprehensive reexamination of the planned Southern Crossing of San Francisco Bay. Of primary concern to the Authority were:

1. Evaluation of the need for this new transbay crossing.
2. The project's effect on BART.
3. The project's effect on the environment.

This reexamination was requested by Assembly Concurrent Resolution No. 26 (see copy in Appendix). As part of the review, the Authority conducted public hearings in San Francisco on December 14, 1970, and in Oakland on January 15, 1971, to insure that all interested parties could present their view. Several local legislators and representatives of cities, counties, agencies, independent organizations and interested citizens were heard. Copies of the transcripts and written statements are available at the Office of the Assistant Secretary of the Authority. The Authority also reviewed previous studies and testimony relative to these issues. This brief report summarizes the key issues considered and the Authority findings.

The Southern Crossing of San Francisco Bay is a proposed eight-lane toll bridge, south of the San Francisco-Oakland Bay Bridge, extending from India Basin in San Francisco to Alameda (see attached map). The project includes a high-level bridge over the main shipping channel and an extensive approach system including a multi-lane tube under the Oakland Estuary. The new crossing will tie directly into the freeway system on both sides of the Bay and provide a new East-West crossing to complement the existing Bay Bridge.

II. EVALUATION OF THE NEED FOR THE SOUTHERN CROSSING

The first and basic question to be considered: "Is the Southern Crossing really needed and, if so, when?"

Current Transbay Traffic

There is general agreement that growing congestion on the San Francisco-Oakland Bay Bridge is a major Bay Area problem. There is also every indication that this problem will grow steadily worse with the Bay Area population expanding in the next 20 years from the present 4-3/4 million to 7-1/2 million people. These population projection figures have been questioned by people who believe that additional growth in the Bay Region is not to the best interest of our society and will not occur. However, long range land use plans adopted by cities and local agencies in the Bay Area and the regional land use plan of ABAG all point to this continued growth. Current planning policies favoring growth of employment and high-rise development in San Francisco tend to encourage the growth of residential areas and support facilities through the Bay Region. As growth and development occur, the need for additional well-planned transportation facilities is inevitable.

According to Mr. E. R. Foley, Chief Engineer for the Division of Bay Toll Crossings "the Bay Bridge is overloaded to the point of being unable to adequately handle the traffic demand. The bridge has substandard lane widths, no shoulders and is now crowded during nearly all hours of the day. The morning and evening peaks stretch to more than three hours and the remainder of the day also has periods of congestion. Any mishap now results in a traffic tie-up with long delays. The average daily traffic on the bridge is now 165,000 vehicles compared to an estimated comfortable capacity of approximately 125,000 vehicles. Every summer sees records broken and a new high day set. The most recent record day was 205,000 vehicles. Because of this congestion, the travelling public is now experiencing delays which are costing them over \$6 million a year in lost time and operating expense. This congestion exists even though bus transit is now carrying 54% of the peak-hour commuters."

Effect of BART

Estimates by BART and independent consultants have indicated that BART's transbay service will raise the share of public transit patronage to approximately 62% of the peak-hour commuters. According to a recently completed study by traffic consultants, Wilbur Smith and Associates, BART's transbay service will result in an immediate diversion of 10% of the Bay Bridge daily traffic to BART. This diversion will provide the Bay Bridge with some relief from traffic congestion for three to five years. By that time, natural growth of the region will result in today's level of congestion again on the Bay Bridge.

According to testimony by Mr. Paul Bay of Wilbur Smith and Associates,

"If the Southern Crossing were not built, but with BART in operation, the traffic on the Bay Bridge would increase from the present 165,000 vehicles per day to 190,000 vehicles per day by 1980. Along with this increase in bridge traffic, BART will also experience a ridership of 143,000 person trips by 1980. This is a much higher projection than has previously been made."

These detailed estimates confirm previous studies and indicate that a successful BART system, although needed for commuters between city centers, will not eliminate the need for a new crossing. The Authority has no evidence of any responsible traffic studies to the contrary.

In summary, BART will provide critical relief for Bay Bridge traffic congestion, but this relief will be dissipated in less than five years without the construction of the Southern Crossing.

Effect of Southern Crossing

The basic purpose of the new crossing is to provide long-term relief in transbay traffic congestion and to make more efficient use of the Bay Area freeway system.

According to the new Wilbur Smith study:

"With the Southern Crossing and BART in operation the traffic on the Bay Bridge will be substantially reduced. The 1980 traffic volume on the Bay Bridge will be 148,000 (compared to 190,000 in 1980 without the Southern Crossing). In 1980 there will also be 105,000 vehicles per day on the Southern Crossing and 138,000 passengers on BART.

After construction of the Southern Crossing, approximately 45% of the Bay Bridge trips will be oriented to the central business district of San Francisco compared to 9% on the Southern Crossing. The vast majority of potential Southern Crossing users would be oriented more toward the Peninsula and the southern part of San Francisco rather than to the central business district."

Previous studies and testimony have also indicated the following transportation benefits from the Southern Crossing:

The Southern Crossing will carry 75,000 vehicles per day when it is open to traffic, primarily coming from the Bay Bridge. It will provide a diversion of 36 percent in the traffic demand from the congested Bay Bridge. It will allow 45,000 vehicles per day, now using the Bay Bridge, to bypass the downtown area and proceed to their destination in southern and western areas of San Francisco as well as northern areas of San Mateo County. This relief will also be felt on the connecting city streets in the dense core areas of San Francisco and Oakland.

The new Crossing will connect important Bay Area commercial and recreational traffic generators such as the India Basin Port Development, Hunters Point Naval Shipyard, San Francisco Airport, Candlestick Park, Cow Palace, Oakland Airport, Oakland Coliseum, Alameda Naval Air Station, etc. It will assist in the future coordination of regional airport operations by improving transbay travel and providing a needed highway connection to distribute passengers and freight between the San Francisco and Oakland Airports. This is supported by the recent Bay Area study of Airport requirements (BASAR), which discusses in detail the need of the airports for improved transbay transportation service.

The new crossing will provide an additional facility for the transportation of commercial goods and services between the two major commercial centers of the Bay Area. The BART system will not accommodate transportation of commercial goods.

In the event of an emergency closure of the Bay Bridge, the Southern Crossing will provide an alternate emergency route across the Bay. The accident in 1968 which involved an airplane colliding with the Bay Bridge shows that an additional route is needed to obviate the major economic loss to the Bay Region in case of an emergency closing of the Bay Bridge.

In summary, the preponderance of evidence from the most reliable sources indicates that the Southern Crossing is needed, together with the Bay Bridge and BART to meet the long-term transbay transportation needs of the area. With all these facilities operating, traffic will flow freely. With only the Bay Bridge and BART in operation, transbay traffic congestion will become more intense each year.

III. EFFECT OF SOUTHERN CROSSING ON BART

BART's Revenue

One of the most serious aspects of the Southern Crossing which must be analyzed is its potentially harmful effect on BART's revenues, compared to the overall need which must be served.

The reduction in BART's revenue by the bridge has been estimated by BART and independent consultants, including Wilbur Smith and Associates, to be approximately 4% of BART's transbay patronage, or less than 2% of BART's total patronage.

The effect of the Southern Crossing on BART was taken into consideration fully in BART's 1962 Composite Report. This Report estimated Bay Bridge traffic in Fiscal Year 1968-69 to be 43 million vehicles. This represented a prime measure of BART's potential market. Bay Bridge traffic for that period was actually almost 58 million. New estimates of BART patronage by Wilbur Smith and Associates indicate that BART's revenue, even with the Southern Crossing diversion, will be considerably higher than previous BART estimates.

In practice, however, the Southern Crossing will not pose significant competition for BART patronage because different areas and needs are served by each facility. BART will essentially serve commuters to the downtown areas, while the Southern Crossing will provide access for passengers and commercial traffic to southern San Francisco and the northern areas of San Mateo County.

BART's Future Bond Sales

Bond analysts historically do not consider revenue debt when evaluating the tax-supported debt of any public agency, and debt limits by law do not include revenue bonds. Under these circumstances, there is no reason to believe that financing of the Southern Crossing will in any way adversely affect the bonding capacity of public entities in the San Francisco Bay Area. On the contrary, the bridges financed and constructed across various sections of the Bay by the Authority with proceeds of revenue bonds have done much to enhance the credit of the area served. The Authority has established excellent bond credit based upon its reliable record of repayment of past obligations.

The Southern Crossing will be financed from toll revenue bonds. This is consistent with past Authority policy since combined toll revenues have previously been used for the improvement of transbay transportation facilities including: \$40 million for Bay Bridge reconstruction including approaches, \$70 million for the new San Mateo-Hayward Bridge and \$180 million for BART's transbay tube.

The toll revenue bond issue proposed to finance construction of the Southern Crossing will be an obligation of the California Toll Bridge Authority, secured only by toll revenues available to the Authority. These bonds will have no recourse to any other source of funds. Experts predict no problem in the bond market's ability to absorb issues from both Authorities.

IV. EFFECT ON THE ENVIRONMENT

Significant attention has been focused on and detailed studies made of the environmental impact of the Southern Crossing by the Division of Bay Toll Crossings, BCDC, and other concerned Federal and State agencies. Some environmental issues have required more detailed study by specialists. The BCDC permit was conditioned on these further studies. These have now been substantially completed and are included in the analysis below.

The following is a summary of the environmental considerations:

Air Quality

There are many continuing State and Federal efforts now underway to limit auto exhaust pollutants and other sources of air pollution. Standards have been set for 1975 that must be met by the automobile industry. Many new devices are being produced and tested which drastically curtail harmful emissions from motor vehicles. Experts in the field predict that portions of air pollution attributable to the motor vehicle will be controlled within tolerable limits some time between 1975 and 1980. The opening of the Southern Crossing is planned for the year 1976. By that time, motor vehicle air pollution should no longer be a problem of significant proportions.

In commenting on this subject with regard to the Southern Crossing, the California State Air Resources Board reported in a letter dated January 5, 1970, to Senator Alquist:

"The number of automobiles in use is largely a function of population. It does not seem likely that a new crossing will increase the vehicle population noticeably. Most people using a new crossing would do so because it shortened their trip or reduced congestion. Both factors reduce somewhat the pollution emitted."

The concluding statement in the above letter from John A. Maga of the Air Resources Board was:

"It is my opinion, therefore, that the proposed South Bay Crossing would have little effect on general air pollution in the Bay Area."

Tidal Flow and Water Quality

The entire over-water section of the Southern Crossing has been designed on piers or piling, without any earth fill in the Bay to minimize the effects of the structure on tidal flow and water quality. It was recognized, however, that any structure in the Bay will have some effect on these areas.

Consideration was given to measuring the effect of the crossing on tidal flow by means of the Corps of Engineers' hydraulic model of the Bay located in Sausalito. However, the effect of the crossing was deemed too slight to measure on the model. Col. Roberts of the Corps of Engineers said at a BCDC hearing on October 16, 1969:

"the Corps did not make an off-the-cuff determination of whether the Bay model in Sausalito could study the flow patterns as a result of the trestle, but rather a very deliberate study was made and the Corps' determination was that the cross-section was so small it could not be studied by the model."

In granting the construction permit for the Southern Crossing, BCDC expressed their concern by including the following stipulation in the permit:

"The applicant will provide the Commission with the results of model studies to be undertaken at the applicant's expense of the effects construction of the crossing may have on tidal currents and silt deposits in the Bay, and its proposals for designing, constructing, and maintaining the crossing and its environs so as to alleviate any adverse effects, the Commission will then decide on the adequacy of the proposed alleviating steps."

Water Resources Engineers, Inc. were retained by the Division of Bay Toll Crossings to perform the mathematical model studies. The program is now essentially complete and the conclusion is that there will be no areal silting and no degradation of water quality in the Bay. Any local effects of the trestle piling can be alleviated by design and maintenance procedures.

The local governmental water quality jurisdictions were primarily concerned with detrimental effects on the Bay waters during construction, such as roiling of the waters and allowing drifting timbers to become a hazard to small craft. The BCDC permit provides safeguards against these possibilities.

Fish and Wildlife

After the State applied to the U. S. Coast Guard for the Southern Crossing construction permit, the Coast Guard issued a public notice alerting Federal, State, and local agencies, private industry and individuals of the proposed crossing. The U. S. Department of the Interior served as coordinator for Federal agencies in responding to this notice, with the State Resources Agency serving a similar function for State agencies. The major concern appeared to be over the access to the Bay shoreline that would be provided for the public. Possible detrimental effect on fish and wildlife was considered to be minimal.

The State Department of Fish and Game has said,

"The proposed construction of a new bridge crossing complex from India Basin across San Francisco Bay to Alameda and Bay Farm Island will not adversely affect the fish and game in those areas."

"From the information at hand, no detrimental effects will be incurred by this project to the wildlife in the Bay. Some fishery benefit may be realized from the construction of the trestle and piers."

The Federal Bureau of Sport Fisheries and Wildlife has indicated,

"We are pleased to see that the bridge has been designed in a manner that would minimize damage to the fish and wildlife resources of the Bay. We realize that there would be some disturbance of the Bay bottom during the construction of the bridge, but we feel that it would be minimal in amount and have no permanent adverse effects."

"We feel that this opportunity should be taken for increasing public access to the bay."

Recreation

The State has planned public access to the shoreline areas included in the crossing right-of-way for fishing, bird watching, and other marine recreation at India Basin and Bay Farm Island. A request for proposals has recently been sent to private consultants to develop a plan for a marine-oriented recreation area in India Basin. This work will be done jointly by the State, local civic groups and private industry. This work is in accordance with BCDC permit provisions that,

"... the Divisions of Bay Toll Crossings and Highways will provide public access to the waterfront and beautification of the waterfront in the India Basin area as part of the crossing project and related freeway construction ..."

Navigation

The U. S. Coast Guard is the Federal Agency with the responsibility for granting permits for construction of bridges over navigable waters. Before the State applied to the Coast Guard for the Southern Crossing permit, the Division of Bay Toll Crossings made studies to determine the shipping and yachting requirements for passage under the crossing. Clearance requirements for the main high level span for major shipping located over the natural deep water channel on the west side of the Bay were established after consultation with the U. S. Navy and Marine Exchange. According to Captain W. E. Davidson, U. S. Navy in November, 1966:

"Providing the center of the high level span is located at the present deepest portion of the bay at this point; these criteria (220 feet vertical clearance and 1,200 feet horizontal clearance) meet Navy requirements."

Mr. Robert Langner of the Marine Exchange made the following comments in September 1969: "...we have circularized our Harbor Navigation Committee as to possible objections concerning the Proposed Southern Crossing of San Francisco Bay.

All replies received were favorable in their comments and there were no objections to the Crossing as proposed."

In setting clearances for the small craft channels in the East Bay trestles, studies included surveys of mast heights of sailboats berthed in the general area as well as present and planned marinas. At the request of BCDC, the horizontal clearance of the Bay Farm Island channel was increased to 150 feet.

Noise Level

The major portion of the crossing is at a considerable distance from any residential areas, with the exception of the Alameda-Oakland approach which passes within 500 feet of the new Ballena Bay marina and townhouse development on the Alameda shoreline.

Traffic noise in this area could be a problem and was provided for in the BCDC permit by the following provision:

"... and plans for final alignment and/or noise suppression in the Ballena Bay area will be submitted to the Commission so that a final route decision can be made later."

A noise study has now been concluded by the Materials and Research Laboratory of the Division of Highways which included monitoring of the present noise level at Ballena Bay and predictions of the added noise from the Southern Crossing traffic. Actual freeway traffic is used in determining in these traffic noise predictions.

According to the Materials and Research Department:

"The results of this study indicate that Alignment 1 (the planned alignment) will be far enough away from the promontory to reduce the traffic noise to levels that are similar to the present background noise levels, or about 15 to 20 dBA less than the present peak noise levels from aircraft. Alignment 2 will be only 3 dBA quieter at a greater distance. This is a barely noticeable difference to the human ear and is not sufficient to justify the expenditure of extra funds for its achievement.

"The present background noise levels from existing sources indicate that no useful purpose would be served by attempting to add noise reducing appurtenances to a trestle at either alignment location."

An additional noise study was also conducted at Encinal High School in Alameda with the results still pending. If sound proofing of buildings or sound screening measures are needed, these would be undertaken as an integral part of the crossing design and cost.

Aesthetics

The appearance of the Southern Crossing is probably the singly most important factor in the relationship of the crossing to the environment of the Bay Area resident. The great bridges of the Bay, especially the world famous Golden Gate and San Francisco-Oakland Bay Bridges, occupy a prominent place in the panoramic view of the area and are viewed daily by all - whether transbay traveler or not. Because of its overall size and location, the Southern Crossing will also be an important addition to the Bay Area scene. Any structure of this magnitude is a spectacular engineering achievement. Its design should reflect the dignity of its presence and blend harmoniously with the surroundings.

The Division of Bay Toll Crossings developed more than twenty feasible bridge designs for consideration. The noted San Francisco architect, William Stephen Allen of Anshen & Allen personally directed the architectural design of these proposals. In his statement to the Toll Bridge Authority, Mr. Allen indicated his criteria for the bridge:

"That the bridge in its design have a harmonious relationship with the other bridges across the Bay without superfluous adornment.

That the main span of the bridge itself be of good lines and excellent proportions, befitting its prominent position.....

That the design of the main span be of such a character that it will readily harmonize with the lesser side spans and approaches."

He recommended the cable-stayed girder design with diamond shaper towers, stating:

The orthotropic plate girder of the roadway provides a continuity of design with the lesser side spans and a relationship with the design of the San Mateo-Hayward Bridge, while the Diamond Tower is a thing of beauty in itself, as well as being a transitional form between the great towers of the Bay Bridge to the North and the San Mateo-Hayward Bridge to the South which has no superstructure above the roadway."

After considerable expression of different opinions from local groups and the news media, the Authority followed the architect's recommendation and approved the cable-stayed girder design with diamond shaped towers.

The following statement regarding appearance was included in the BCDC staff report on the Southern Crossing permit application:

"The crossing has been designed with the help of outstanding architects, and the thousands of motorists using it daily will enjoy panoramic views of the Bay."

In accordance with BCDC criteria, the design includes a low barrier railing on the bridge that will afford motorists an unobstructed view of the Bay and the shorelines.

V. SPECIFIC RESPONSES TO ACR 26

1. The Division of Bay Toll Crossings and the Department of Public Works have been developing the Southern Crossing project pursuant to directives of the Legislature and the Toll Bridge Authority since September 1966. This has involved detailed planning and design of the project with continuous updating of data.

Traffic and revenue studies were made during 1970 by Wilbur Smith and Associates, traffic consultants, and these data became available to the Toll Bridge Authority in December 1970.

2. Competent studies show that the Southern Crossing's effect on BART revenues will be minimal. (Diversion of less than 4% of BART's transbay patronage and less than 2% of overall BART revenues.) The impact of the fully operative BART system has been thoroughly considered in several studies, including the Wilbur Smith study of 1970.

3. Experts in the financial field report that the revenue bond issue necessary to finance the Southern Crossing will not adversely affect the bonding capacity of the San Francisco-Bay Area in general nor will it impair the marketability of any future bonds for the construction of the rapid transit system.

4. Competent architectural assistance has been obtained to ensure that the new crossing will be a worthy addition to the Bay Area's beautiful bridges.

5. In this review the Authority has requested the cooperation of the San Francisco Bay Conservation and Development Commission (BCDC).

On December 7, 1970, a letter was sent from the Chairman of the Authority to Melvin Lane, Chairman of BCDC requesting their review of previous findings and comments relative to the effect that the project has on the Bay. It also requested that BCDC review the progress that the Division of Bay Toll Crossings has made in complying with the conditions placed upon the BCDC permit.

The staffs of BCDC and the Division of Bay Toll Crossings have been in contact to exchange information concerning the development of the Southern Crossing.

On January 13, 1971, the Division of Bay Toll Crossings sent a progress report to BCDC to assist in their review procedure.

During the hearings no new significant information concerning the effect of the project on the Bay was presented to the Authority by BCDC or anyone else.

In addition, during staff level contacts, no new adverse environmental effects were uncovered which were not included in the findings and conditions made relative to the approval of the BCDC permit. Further remarks from BCDC are anticipated in the near future.

6. The Southern Crossing, together with the San Francisco-Oakland Bay Bridge and the BARTD system will provide the necessary balance of transportation facilities in the east-west transbay corridor. Working in concert, these three facilities will provide relief from present congestion and adequate capacity to carry people and goods far into the future.

VI. CONCLUSIONS BY AUTHORITY

1. Present congestion in the San Francisco-Oakland Bay Bridge corridor will continue to increase with deteriorating effect on the economy and livability of the area.
2. The Southern Crossing is a new element in the regional transportation network urgently needed along with the San Francisco-Oakland Bay Bridge and BARTD to relieve congestion and provide for unquestioned growth in transbay transportation needs. The BARTD System, even though very necessary, will not eliminate the need for the Southern Crossing.
3. BARTD will have significantly higher patronage than predicted by BARTD consultants in 1962 because of greater growth in transbay travel which has occurred since 1962.
4. Environmental effects of the Southern Crossing have been reviewed by local, state and federal agencies with responsibility for environmental matters. The overall evaluation is that there will be only minimal effect on the environment.
5. Any delay in the project will mean increased construction costs as well as continued transbay traffic congestion. Delay will also cause future problems in project financing and be disruptive to the many planning programs of other agencies now in progress.
6. Therefore, the Authority finds that it is in the public interest to begin construction on this needed facility as soon as possible.

APPENDIX

Assembly Concurrent Resolution No. 26

Adopted in Assembly June 18, 1970

Adopted in Senate August 19, 1970

RESOLUTION CHAPTER-----

*Assembly Concurrent Resolution No. 26—Relative to
the southern crossing.*

WHEREAS, Pursuant to statutory authorization, engineering, traffic, and financial studies have been conducted in connection with construction of the southern crossing; and

WHEREAS, The Division of Bay Toll Crossings of the Department of Public Works, in February 1966, issued the Southern Crossing of San Francisco Bay Report, recommending the construction of the bridge, which report has not been updated, even though construction will not commence until the latter part of 1971, a time lapse of almost six years, and will not be completed until 1975; and

WHEREAS, The San Francisco Bay Area Rapid Transit District (BART) will begin operations in 1972; and

WHEREAS, The revenues of BART could be adversely affected upon the opening of the southern crossing in 1975, since people served by both BART and the bridge may elect to cross the bay by using the bridge rather than the rapid transit system; and

WHEREAS, The bond issue necessary to finance the construction of the \$285,000,000 southern crossing will seriously affect the bonding capacity of public entities in the San Francisco Bay area in general, which together with the potential loss in revenue to BART, may seriously impair the marketability of any future bonds which might be necessary to finance the construction of the rapid transit system; and

WHEREAS, On the basis of aesthetics, a cable-stayed girder design was finally chosen for the 1,300-foot main span in lieu of the original choice of a tied arch; and

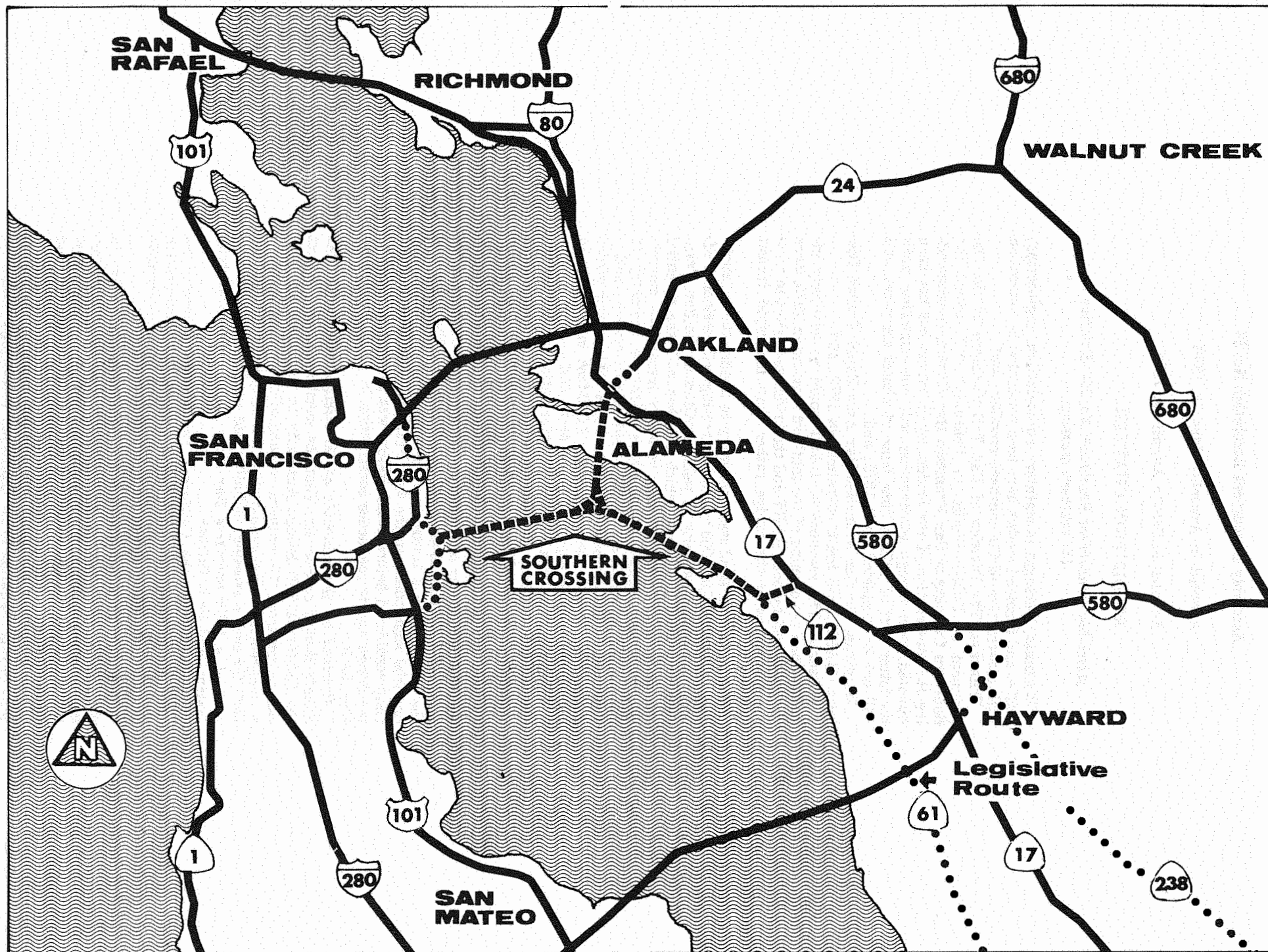
WHEREAS, The lack of current information regarding the role of the southern crossing in a balanced transportation system which is highly essential to the future economic growth of the San Francisco Bay area, the potential impairment in the marketability of any future BART bond issues, and the controversy over the type of structure to be used for the 1,300-foot main span, seem to indicate that the impact of the bridge, from a transportation, economical, ecological, and financial standpoint, on the San Francisco Bay area was not fully considered before authorization was granted to complete the design and to commence construction in 1971; now, therefore, be it

Resolved by the Assembly of the State of California, the Senate thereof concurring, That the members hereby request the California Toll Bridge Authority to reconsider its decision to construct the southern crossing after the completion of a comprehensive reexamination of all criteria relative to the need for such a crossing, including, but not limited to, the impact of a fully operative Bay Area Rapid Transit District system; and be it further

Resolved, That the California Toll Bridge Authority request the cooperation of the San Francisco Bay Conservation and Development Commission in conducting its comprehensive reexamination; and be it further

Resolved, That the California Toll Bridge Authority, in making its comprehensive reexamination, conduct public hearings in the San Francisco Bay area so that all interested parties may have the opportunity to present their viewpoint; and be it further

Resolved, That the Chief Clerk of the Assembly transmit a copy of this resolution to the California Toll Bridge Authority.



APPENDIX

PROJECT STATUS

The Division of Bay Toll Crossings is proceeding with the development of contract plans and specification for the major contracts of the project. Construction is scheduled to begin in 1971 with the new bridge opening in 1976. Agreements with the various public and private agencies are nearing completion. These interests include: the San Francisco and Oakland ports, major utilities, railroads, the cities and counties, the Navy, and private property owners.

The Southern Crossing is now in its fourth year of active planning and design work. The crossing from India Basin to Alameda and San Leandro was authorized by the Toll Bridge Authority in April of 1966 following a study of the need for additional traffic capacity in the East-West Corridor of San Francisco Bay south of the Bay Bridge. This study was made at the direction of the Authority and the Legislature at a cost of \$450,000. Public hearings were held on two bridge location alternatives, India Basin-Alameda and Sierra Point-Roberts Landing. The study included detailed traffic estimates by an independent consultant for each alternative, considering the effect of the BART system. The Authority adopted the India Basin-Alameda alignment primarily based on superior traffic service and greater relief of Bay Bridge traffic congestion. The Legislature then allocated \$10 million for the preparation of final contract plans and acquisition of right-of-way leading toward construction of the Bridge.

Throughout the planning and design work, the Division of Bay Toll Crossings has met with all of the Federal, State and local agencies concerned with this project. At the Federal level, project coordination was provided by the U. S. Department of Interior. At the State level, the State Resources Agency reviewed the project with all interested State agencies including:

- Department of Harbors and Watercraft
- Department of Parks and Recreation
- State Water Resources Control Board
- San Francisco Bay Regional Water Quality Control Board
- Department of Fish and Game
- Department of Water Resources
- Division of Highways
- State Lands Division
- San Francisco Bay Conservation and Development Commission

The required permits for the project have been obtained with the exception of the Coast Guard permit now pending. The San Francisco Bay Conservation and Development Commission (BCDC) was established by the State Legislature with the responsibility of preserving the environmental quality of San Francisco Bay. Guidelines for all future construction in the Bay are set forth in the San Francisco Bay Plan which was developed by the Commission. The Southern Crossing is included in the BCDC Bay Plan. After public hearings, BCDC permits were granted for the new Estuary Tube between Oakland and Alameda on April 4, 1968, and for the main channel and overwater sections of the Southern Crossing on November 6, 1969. The determination of the need for the new crossing as a transportation facility was previously made by the Legislature and the Toll Bridge Authority and did not come within the purview of BCDC; however, an extensive review was made by BCDC of the effect of the new crossing on the environment of the Bay. As a basis for granting the second permit, the following findings were adopted by the Commission:

"This Permit is issued on the grounds that the work would be consistent with the provisions of the McAteer-Petris Act and with the provisions of the San Francisco Bay Plan because (1) the Southern Crossing proposal as amended is consistent with the transportation policies of the San Francisco Bay Plan in that the entire crossing will be on bridge-like structures rather than on fill, (2) there would be adequate clearance for commercial and Navy ships in the main shipping channel and for pleasure boats where such clearance is required for them, (3) there is no feasible alternative to placing the toll plaza in the water on piles, (4) the structure need not contain provisions for adding mass transit facilities in the future since it is adequately paralleled by such facilities, (5) the design of the bridge would be consistent with the specific notes to Plan Maps 4 and 10 relating to the Southern Crossing, inasmuch as it would be designed so as to enable motorists to see the Bay and shoreline and would have a slim profile and a bridge-type structure, (6) the Divisions of Bay Toll Crossings and Highways will provide public access to the waterfront and beautification of the waterfront in the India Basin area as part of the crossing project and related freeway construction, (7) public access questions on the Bay Farm Island segment will be reviewed as part of design on a subsequent permit application, and (8) the project complies with the Bay Plan policies on water surface area and volume since the proposed piers will be "thoroughly evaluated to determine their effects upon water circulation and then modified as necessary to improve circulation or at least to minimize any harmful effects" and the Commission retains jurisdiction to insure that this is done."

On October 29, 1968, the Corps of Engineers approved a permit for the construction of the Estuary Tube. A public hearing was held by the Coast Guard in March, 1970, on navigation clearances and the State's application to construct a high-level bridge is now under consideration.

The Southern Crossing has also been the subject of repeated public hearings and reviews. Among these have included: the Senate Rapid Transit Subcommittee hearing in January, 1970, the Alameda County Board of Supervisors in January, 1970, the Oakland City Council in January, 1970, the ABAG meeting in March, 1970, and the San Francisco Board of Supervisor's hearing in June, 1970 and January 1971. Based upon resolutions and testimony, the following positions have been taken by the various cities and counties:

| <u>Favoring immediate construction</u> | <u>Favoring delay in construction</u> | <u>Opposed to construction</u> |
|---|---|---------------------------------------|
| CITIES: Oakland Walnut Creek San Pablo El Cerrito Pittsburg Union City | San Leandro Fremont Alameda Piedmont Berkeley Livermore Newark Hayward Redwood City | San Francisco San Jose Richmond |
| COUNTIES: Alameda Contra Costa | San Mateo | San Francisco |

APPENDIX

HEARING STATEMENTS

Based upon the testimony and statements at the recent hearings by the Authority, as well as previous hearings and comments on the Southern Crossing, the following topics are the main areas of contention between opponents and proponents of immediate bridge construction:

Effect of BART

Opponents say:

1. BART will relieve Bay Bridge traffic congestion to 1980 and Southern Crossing should be delayed to "give BART a chance".
2. Public transit patronage will be better than estimates. BART estimates are low. BART has high capacity.

Proponents say:

1. BART's relief of Bay Bridge traffic will be temporary. Present congested level to return in 3 to 5 years.
2. BART will serve downtown areas. Southern Crossing serves needs and areas not served by BART. The BART system, however successful, cannot provide an alternative to the Southern Crossing and related highway system.

Effect of Southern Crossing on Transportation

Opponents say:

1. Southern Crossing will perpetuate the current imbalance between the auto and mass transit by committing more auto facilities.
2. Southern Crossing will bring more autos to an already congested San Francisco.
3. Southern Crossing will compete with BART patronage with an annual loss of \$500,000 in BART revenue.
4. Southern Crossing will add to need for additional freeways on both sides of the Bay.
5. Southern Crossing will impair any future BART bond issues for transit extensions.

Proponents say:

1. Southern Crossing is needed along with the Bay Bridge and BART to meet transbay transportation demand.
2. Southern Crossing will provide a by-pass for 45,000 cars per day who presently use the congested Bay Bridge. (relief to Bay Bridge of 36% compared to 10% relief by BART). Only 9% of Southern Crossing traffic to downtown San Francisco.
3. Southern Crossing will divert only 4% of BART's transbay patronage, which is less than 2% of the total annual BART revenue (\$30 million). This insignificant amount will not be a factor in the financial success of BART. New BART revenue estimates, even with diversion, are much higher than BART's previous reports.
4. Southern Crossing will connect important Bay Area commercial and recreational traffic generators such as, Airports, India Basin Port Development, Hunters Point Naval Shipyard, Candlestick Park, Cow Palace, Oakland Coliseum, Alameda Naval Air Station, etc. It will make more efficient use of the existing freeways. It is not dependent upon or commit the Bay Area to any new shoreline freeways.
5. Toll revenue bonds for Southern Crossing will have no effect on future BART bonds.

Effect of Southern Crossing on Environment

Opponents say:

1. Southern Crossing will encourage auto growth which will add more smog to Bay Area.
2. Southern Crossing and approaches will take more land for freeways, streets and parking facilities with attendant noise pollution, street litter and accidents.
3. Southern Crossing will interfere with tidal currents, sedimentation and recreational uses of the Bay.
4. Southern Crossing Approach freeways will take R/W through residential areas.

Proponents say:

1. Southern Crossing will provide more direct route for many users with less congestion which tends to reduce exhaust pollution.
2. Southern Crossing will have little adverse affect on the natural environment of the Bay. Extensive studies and expert testimony have proven this. BCDC approved Southern Crossing with respect to the natural environment of the Bay.
3. Southern Crossing will not significantly increase auto growth which is mainly a function of population.
4. Southern Crossing will provide new jobs for 4500 men for 4 years during construction as well as providing access via autos and bus mass transit to future employment centers on both sides of the Bay.
5. Southern Crossing will provide an alternative transbay highway route in case the Bay Bridge is closed by an emergency.

PUBLIC REACTION

Opponents say:

1. Most local governments and almost all State Legislators from the Bay Area now oppose going ahead with the Southern Crossing at this time.
2. BART has public endorsement, the Southern Crossing does not. Most of the Bay Area opposes the project and favor diversion of highway funds to mass transit. (Backed by constituency polls of Legislators.)
3. Most Bay Area conservation groups, including the Sierra Club, are opposed to the Southern Crossing.

Proponents say:

1. At least seven cities, including Oakland, and two counties, Alameda and Contra Costa, are on record in support of immediate Southern Crossing construction.
2. Labor unions and business organizations, including the Bay Area Council, are in favor of immediate construction.
3. Southern Crossing design and construction is proceeding at the direction of the Legislature and the California Toll Bridge Authority.

REGIONAL TRANSPORTATION PLANNING

Opponents say:

1. Southern Crossing should be delayed until the new Metropolitan Transportation Commission (M.T.C.) can develop a regional transportation plan.
2. Bridge revenues should be used to extend mass transit rather than build new auto facilities. These funds can be used on a two for one matching basis in securing Federal funds.
3. Recent census figures indicate that Bay Area population growth will be much slower than has been previously estimated.

Proponents say:

1. The Southern Crossing is included in all Bay Area planning including BATS, ABAG and local master plans. Southern Crossing was specifically excluded from the authority of the new M.T.C. by the legislature.
2. Bridge revenue should be used to improve balanced transbay transportation. Currently \$200 million of bridge revenues are being used to provide construction funds for the BARTD Transbay Tube. This is a substantial support of mass transit. Bridge tolls will pay for the new Southern Crossing entirely with no tax burden on Bay Area residents.
3. Population estimates are the best available and include information from the 1970 census.
4. A delay in the Southern Crossing will mean escalated costs of construction and R/W of more than \$20 million per year. In addition \$6 million is the cost each year to Bay Bridge users resulting from congestion delays.

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BUSINESS AND TRANSPORTATION AGENCY
1120 N Street, P. O. Box 1139
Sacramento, 95805
December 7, 1970

Mr. Mel Lane, Chairman
San Francisco Bay Conservation and
Development Commission
507 Polk Street, Room 320
San Francisco, California 94102

Dear Mr. Lane:

On April 4, 1966, the California Toll Bridge Authority, after numerous public hearings, adopted the India Basin-Alameda route for the Southern Crossing of San Francisco Bay. A later action of the Authority on December 19, 1967, reaffirmed this decision. Subsequently, the State Department of Public Works has been carrying out the direction from the Legislature in preparing plans leading to the initiation of construction of this project.

As part of the preliminary work leading to the construction, the Division of Bay Toll Crossings of the Department of Public Works was granted approval by your Commission for permission to construct this bridge over San Francisco Bay. A review of this permit, indicates that your Commission made a number of findings relative to the effect that the project would have on San Francisco Bay, and that certain conditions were stipulated which must be complied with prior to initiating construction work. The action by your Commission took place on November 6, 1969.

During the 1970 Session of the State Legislature, Assembly Concurrent Resolution No. 26 was adopted by both houses of the Legislature. This resolution requests that the Authority restudy all data relative to the construction of the Southern Crossing. It states that because of the controversy that has arisen concerning this project, its impact on the Bay Area from a transportation, economical, ecological, and financial standpoint may not have been fully considered. Further, this resolution requests the Authority to solicit the cooperation of your Commission in any re-examination of the project.

It is the intention of this Authority to hold hearings and to obtain testimony from official agencies and the public concerning the impact of this project from transportation, economic, and environmental standpoints.

As part of this re-evaluation, this Authority requests the San Francisco Bay Conservation and Development Commission to review the proposed construction as to its impact on the ecology of the Bay. In particular, a review of the previous findings contained in the permit for the project, and an evaluation of the progress made by the Division of Bay Toll Crossings in complying with the conditions imposed upon its construction would be of assistance to this Authority. As an accommodation to you and your schedule, we would be happy to accept your comments in writing if you would prefer this to a personal appearance.

Sincerely,
/s/ Brian R. Van Camp
Assistant Secretary

January 13, 1971

900.62

San Francisco Bay Conservation
and Development Commission
507 Polk Street, Room 320
San Francisco, California 94102

Attention Mr. Joseph E. Bodovitz
Executive Director

Gentlemen:

Reference is made to BCDC Permit No. 21-69 granted on November 6, 1969, for the Southern Crossing of San Francisco Bay. This permit contains a number of conditions, some of which require additional investigation and studies prior to construction of the Crossing. This letter will serve as an interim report to indicate progress to date in satisfying the conditions of the permit. The following progress has been made:

Condition No. 1

An extensive mathematical model study has been undertaken to determine what effect, if any, the Southern Crossing structures will have on tidal currents and siltation in the Bay. A contract for the mathematical model study was approved in June 1970, with the firm of Water Resources Engineers, Inc. This firm has had extensive experience in this type of work and has previously developed mathematical models for the Bay in connection with the San Francisco Bay-Delta water quality control program.

In conjunction with the mathematical model studies by Water Resources Engineers, field measurements of tidal currents at the Southern Crossing site and the San Mateo-Hayward Bridge have been made by the State Department of Water Resources. Data gathered during this field program has been incorporated in the model studies.

Studies by Water Resources Engineers are now essentially complete. Preliminary model analysis indicated that the effect of the bridge would be minimal, so further model analysis was made using the most stringent criteria to insure the most conservative possible results. Conclusions developed from these studies indicate there will be no areal silting due to the construction, but there is a possibility that some shoaling could occur after a long period of time in one or two isolated areas near or at the Crossing site. Review of the design in these areas will continue as will plans for monitoring and maintenance with dredging if necessary.

It is anticipated that the final results of the model studies by Water Resources Engineers will be available in the near future and the studies will be discussed in detail with you at that time.

Condition No. 2

The Southern Crossing project will comply with the public access provisions of the plans made by the City and County of San Francisco for the India Basin area, including the four conditions suggested in the letter dated October 24, 1969, from Allan Jacobs to BCDC. A number of meetings have been held with the City Planning Department, the City Redevelopment Agency and other agencies concerned with future developments in India Basin. As a result of these meetings, work has been initiated to retain a planning consultant to develop a specific plan for a marine oriented recreational area at India Basin. Attached is a preliminary draft of a request for proposals for this planning study. It is anticipated that this request for proposals will be sent to prospective planning consultants during January 1971.

Condition No. 3

- A. Plans for public access to the Bay as part of the Crossing on Bay Farm Island will be prepared and submitted to the Commission at a future date.
- B. An investigation has been made to determine the possibility of highway noise problems adjacent to the Ballena Bay Development in Alameda. This study which involved field measurements of existing background noise levels at Ballena Bay, was recently completed by the Division of Highways Materials and Research Department. The study indicated that the present Southern Crossing alignment will be

far enough away from Ballena Bay to reduce traffic noise to levels that are similar to the present background noise levels and no useful purpose would be served by either shifting the alignment or adding noise reducing appurtenances to the trestle.

A complete report of this study will be forwarded to the Commission in the near future.

Condition No. 4

The channel opening proposed for the Bay Farm Island segment of the Crossing has been increased from 85 feet to 150 feet in width. Permit application drawings which were submitted to the U. S. Coast Guard showing channel clearances, have been revised accordingly and resubmitted.

Condition No. 5

No studies are required under this condition. However, it should be noted that the Bayfront Freeway in San Mateo County (Route 87) was deleted from the State Highway System during the 1970 legislative session.

Condition No. 6

No studies are required under this condition. All required permits will be secured prior to commencement of construction work on the Crossing.

Condition Nos. 7 through 12

These are standard conditions regarding time of completion and notice of completion, etc. and no special studies or investigations.

Studies which are now in progress to satisfy the conditions of the BCDC Permit will be completed and the results of these studies presented to the Commission prior to actual construction work on the related portions of the project. Other conditions of the BCDC Permit which require no further investigation or studies, will be closely followed and all work on the Southern Crossing will be completed in strict compliance with the conditions of the permit.

San Francisco Bay Conservation
and Development Commission

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January 13, 1971

If you have any questions regarding the Southern Crossing project or progress on studies that are being made to satisfy the conditions of our permit, please let us know and we would be happy to arrange a meeting to discuss these matters at your convenience.

Very truly yours,

Original Signed E. R. Foley

E. R. FOLEY
Chief Engineer

cc: Mr. E. R. Foley

RNM:al

Governor Ronald Reagan today vetoed the so-called "Southern Crossing" bill (AB-151, Crown) and sent the following veto message to the members of the legislature:

"I am returning without my signature Assembly Bill No. 151 entitled, 'An act to add Section 30661 to the Streets and Highways Code, relating to the southern crossing.'

"This bill prohibits construction of the southern crossing of San Francisco Bay prior to statutory authorization for such construction.

"During recent weeks, I have had the opportunity to discuss virtually every aspect of this important issue with individual citizens and civic leaders representing every major segment of the life of the communities which would be most directly affected by this legislation.

"What has impressed me most during the course of these discussions is the extremely wide disparity of view which has been expressed.

"By now, the arguments advocated on both sides of the issue are well known. They have been explored and discussed at length in the public press on numerous occasions and over a considerable period of time.

"The intensity of the arguments and the emotional atmosphere in which they have been debated point to how highly controversial the issue has become and, therefore, how critical and far-reaching any final decision will be. Because the divergence of opinion is so great and the matter so important, I am convinced that the citizens who live in the area must be given the opportunity to make the decision themselves---at the ballot box.

"The judgment of the people was sought directly at the polls in the creation of the Bay Area Rapid Transit (BART) system. Surely, their judgment can be no less vital in making a decision of this magnitude.

"Therefore, I feel I must veto this bill. However, to encourage the direct involvement of the people in any final decision on a Southern crossing I am today issuing an executive order prohibiting any further work on the development of the project, to be effective during the next six months, which will give the legislature sufficient time to work out a plan to bring the issue to a vote of the people in those counties which would be most directly affected.

"Therefore, I am returning the bill unsigned."

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EJG

Public Works

CALIFORNIA SUES FEDERAL GOVERNMENT
OVER IMPOUNDING OF HIGHWAY FUNDS

California
Department of
Transportation

1120 N Street
Sacramento 95814

Contact: Gene Berthelsen
(916) 445-3523

Sacramento, March 12 -- The California Department of Transportation (CALTRANS) today filed suit in Federal District Court for the release of Highway Trust Funds impounded by the federal government.

CALTRANS estimated that the amounts impounded by the Federal Highway Administration could be as much as \$75 million, based on comparisons between the money authorized by Congress and early reports of spending authority to be made available by the highway administration.

CALTRANS said that its suit was based on the language of Federal Aid to Highways Acts which directed the government to release the funds to the states six months before the start of the fiscal year for which they are designated in the federal budget.

(MORE)

CALIFORNIA SUES FEDERAL GOVERNMENT - REVEREND
This means that about \$390 million of spending authority should have been made available to California by January 1 of this year. So far, none of this money has been released, and recent practice by the federal government would be to make part of the money available to California about July 1.

Early reports on the President's budget, however, indicate that there will be a nationwide impoundment of about \$1.1 billion. That would provide about \$315 million to California after July 1, with \$75 million impounded.

If the suit is successful, it could mean the release of the \$75 million to the state's transportation department, which has announced that the energy crisis is crippling its ability to finance further highway building. It would also mean that CALTRANS will get the total of \$390 million as much as a year before it is expected with current federal practices.

The CALTRANS attorneys pointed to a similar case which was decided in favor of the state of Missouri about 11 months ago. After an unsuccessful appeal in the Federal Court of Appeals by the Federal Highway Administration to that decision, the federal government decided to make the money available to Missouri.

The attorneys said further that 37 other suits were now pending against the federal government on matters relating to impounding, and while only four of those actually challenged the impounding of highway funds, all of them involved a similar principle.

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