



Memorandum

AGENDA ITEM 12

DATE: February 16, 2023
TO: Transportation Authority Board
FROM: Carl Holmes – Deputy Director for Capital Projects
SUBJECT: 02/22/2023 Community Advisory Committee Meeting: Update on the Yerba Buena Island Multi-use Pathway Project

<p>RECOMMENDATION <input checked="" type="checkbox"/> Information <input type="checkbox"/> Action</p> <p>None. This is an information item.</p> <p>SUMMARY</p> <p>The Yerba Buena Island (YBI) Multi-use Pathway Project (Project) will provide new pedestrian and bicycle facilities that extend from the existing San Francisco-Oakland Bay Bridge (SFOBB) East Span Bicycle and Pedestrian Landing on the east side of YBI to the Treasure Island (TI) Ferry Terminal on the west side of TI. The Transportation Authority is leading the project on behalf of the Treasure Island Development Authority (TIDA). The team completed a feasibility study in June 2020. The Project is currently in the conceptual engineering and environmental approval phase. We are pursuing an initial phase, Bay Skyway Phase 1, that includes restriping the existing and planned traffic lanes along Treasure Island and Hillcrest Roads to include the multi-use path. We are also coordinating closely with the West Side Bridges Seismic Retrofit and Hillcrest Road Widening projects to implement changes within those projects as well. We anticipate getting California Environmental Quality Act (CEQA) environmental approval by Spring 2023 and National Environmental Policy Act (NEPA) approval by Summer 2023. Following these approvals, we anticipate that design will take 2 years to complete and construction will start in 2025, pending funding availability. The preliminary Project cost estimate is \$78.8 million.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Fund Allocation <input type="checkbox"/> Fund Programming <input type="checkbox"/> Policy/Legislation <input type="checkbox"/> Plan/Study <input checked="" type="checkbox"/> Capital Project Oversight/Delivery <input type="checkbox"/> Budget/Finance <input type="checkbox"/> Contract/Agreement <input type="checkbox"/> Other:
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BACKGROUND



The 2.2-mile multi-use path along the eastern span of the SFOBB allows bicyclists and pedestrians to access the YBI Vista Point from the cities of Oakland and Emeryville. The developer, Treasure Island Community Development (TICD), is rebuilding the Treasure Island Causeway, Macalla Road, and Avenue of the Palms, and has constructed a ferry terminal across from the Administration Building. However, the current roadway alignments along Treasure Island Road and Hillcrest Road on YBI that connect Vista Point with the Causeway and the rest of Treasure Island do not meet modern safety standards and lack separate and protected pathways for pedestrians and bicyclists. They do not contribute toward meeting the vision and goals for sustainable transportation choices with the residential and commercial development under construction. The YBI Multi-Use Pathway Project seeks to develop a safe and accessible bicycle and pedestrian connection where none exists now along Treasure Island Road and Hillcrest Road.

The project team completed a feasibility study in June 2020 and has been coordinating extensively with agency stakeholders to prepare a comprehensive bicycle and pedestrian circulation plan for Yerba Buena and Treasure Islands. These stakeholders include the TIDA, Treasure Island Mobility Management Agency (TIMMA), San Francisco Municipal Transportation Agency, San Francisco Public Works, Bay Area Toll Authority (BATA), Metropolitan Transportation Commission (MTC), TICD, Caltrans and the U.S. Coast Guard. BATA has developed conceptual plans for the Bay Skyway Project which ultimately include a pathway on the West Span of the Bay Bridge to downtown San Francisco, connecting the two spans of the Bay Bridge, Oakland to San Francisco. Pending that ultimate project, using the existing funding that is expected and available, the Project stakeholders are pursuing a Phase 1 project that will provide high quality access from the East Span to Treasure Island and the Ferry Terminal.

DISCUSSION

The Project is in the conceptual engineering and environmental approval stage. The project team has developed preliminary scope, schedule, and costs. However, we anticipate changes as we continue to refine the design, conduct outreach, and seek construction funding. The project team is working on Phase 1 which will pursue an at-grade alignment along Hillcrest Road and Treasure Island Road that will require no right-of-way acquisitions and is adjacent to other YBI projects such as the West Side Bridges and Hillcrest Road Widening projects. The at-grade alignment will restripe portions of Treasure Island Road and Hillcrest Road where applicable and minimize the build out of multi-use pathway facilities where possible. This alignment is further separated into four segments to align with YBI projects (see Attachment 1):

- Segment 1 begins at the YBI Vista Point and will include a spiral loop and a series of smaller bike landings to reduce the slope from a maximum of 17.6% to a range of 4% - 7.5%. The exact number of landings will be determined during final design.
- Segment 2 is adjacent to the Hillcrest Road Widening Project and will restripe a lane of traffic for the multi-use pathway.



- Segment 3 is part of the West Side Bridges project and will restripe the shoulder to include the multi-use pathway.
- Segment 4 will take the multi-use pathway along Treasure Island Road to the Macalla Road intersection. The segment project area will also seek to restripe the existing roadway and coordinate with TIDA and TICD on roadway improvements south of Macalla Road planned as part of the Treasure Island Environmental Impact Report.

Project Delivery Approach. Each of the segments may be delivered with a different approach to capture efficiencies in other projects. Segment 2 will be constructed as part of Hillcrest Project. Segment 3 will be a minor traffic striping change to the West Side Bridges project. The Transportation Authority is leading both the Hillcrest Road Project and West Side Bridges Seismic Retrofit Project. Segment 1 may be a separate project. Segment 4 includes TIDA/TICD responsibilities and may also become its own project. Any stand-alone construction projects will be competitively bid.

The selection of the at-grade alignment will enable the Project to reach construction earlier at the same time that Treasure Island Road and Hillcrest Road are closed for construction of the West Side Bridges Seismic Retrofit project. A detour will be in place over Forest Road, allowing full access on and off YBI and TI. The road closures are expected to last from June 2023 through 2026. After construction of the West Side Bridges Project, the traffic on the island will switch to a counterclockwise single direction traffic.

The project team will endeavor to complete design of the YBI Multi-use Pathway project in time for construction of the project during the Treasure Island and Hillcrest road closures. Construction of the YBI Multi-use Pathway project is also dependent upon securing the remaining design and construction funding. Project delays due to lack of funding will require the reclosure of Treasure Island and Hillcrest roads after the completion of the West Side Bridges Project. These delays will increase construction costs. It will also be difficult to redirect traffic after the switch to a single direction. It remains a goal of the project team to do all necessary construction of the pathway while both Hillcrest and Treasure Island roads are closed to accommodate the related roadway projects.

Schedule. The schedule reflects the need to construct most of the YBI Multi-Use Pathway while the West Side Bridges Seismic Retrofit is underway. The project team is seeking a CEQA Statutory Exemption and NEPA Categorical Exclusion for the at-grade alignment. The team anticipates CEQA approval by Spring 2023 and NEPA approval by Summer 2023. We anticipate the final design phase taking place in mid-2023 through 2025, and pending funding availability, completing construction by 2027.

Cost and Funding. The preliminary project estimate of the YBI Multiuse Path Project is \$78.8 million. The funding plan is shown in the table below:

Funding Source	Amount (\$M)	Type	Phase ¹	Status
MTC - Priority Conservation Area	\$1.00	Local	PA/ED	Committed
Local Partnership Program (LPP) - Formulaic (SFCTA)	\$1.00	State	PA/ED	Committed



Active Transportation Program (ATP)(MTC)	\$3.80	State	PS&E	Committed
One Bay Area Grant Cycle 3 (OBAG3) - SFCTA County Share	\$3.00	Federal	PS&E	On Tier 1 wait list
OBAG3 - MTC Share (fund exchange)	\$4.10	Federal	CON	Committed by MTC
BATA Rehab	\$5.80	Local	CON	Committed by MTC
Solutions for Congested Corridors Program (SCCP)	\$42.00	State	CON	Application Submitted
LPP-Competitive (BATA application)	\$14.00	State	CON	Application Submitted
RAISE	\$4.10	Federal	CON	Planned
TOTAL	\$78.80			

¹PA/ED – Project Approval/Environmental Document; PS&E – Plans, Specifications and Estimate; CON - Construction

We are funding the conceptual engineering and environmental clearance phase with a \$1 million MTC Priority Conservation Area grant and a \$1 million in Local Partnership Program (LPP) Formulaic funds programmed by the Transportation Authority. The \$6.8 million final design phase is partially funded with a \$3.8 million Active Transportation Program (ATP) grant awarded by MTC in June 2021. The Transportation Authority Board nominated the Project for \$3 million in One Bay Area Grant Cycle 3 (OBAG3) for final design. In January, MTC approved placing the Project as the top project on the Tier 1 wait list for OBAG3. We are hopeful that MTC will be able to recommend award of OBAG3 funds to the project this year, which would fully fund the design phase.

Working with BATA, MTC and Caltrans, in December 2022 the project team submitted applications for Solutions for the Senate Bill 1 (SB1) Congested Corridors Program (SCCP) and LPP-Competitive funding, for a total of \$56 million in SB1 funding for construction. The California Transportation Commission will announce program awards in June 2023.

The project team will apply for additional Federal and State grants to fully fund construction, including possibly a federal RAISE or Safe Street and Road grant and a state ATP grant.

Public Outreach. Treasure Island residents have participated in community meetings to discuss bicycle network projects and mobility improvements more generally, dating back to 2006. In coordination with multiple stakeholders including the San Francisco Bicycle Coalition and Bike East Bay, SFCTA completed the YBI Multi-use Path Feasibility Study in 2020. During outreach for the feasibility study, stakeholders expressed a desire to connect the proposed network with a future transit hub and ferry terminal to be located on Treasure Island. Regarding the proposed project, the safety and viability of constructing a Class I facility was compared with installation of Class II facility along both Treasure Island Road and Hillcrest Road. A Class I facility was preferred due to existing roadway geometry and potential safety



complications produced by foggy (or stormy) weather. The currently proposed project incorporates these stakeholder concerns and the final draft of the report was completed on June 2020.

In 2022, One Treasure Island — a community-based group working to create a vibrant, inclusive community on Treasure Island — invited Treasure Island’s growing population to participate in a conversation about new ways to travel to downtown San Francisco and the East Bay presented in the context of the Transbay Comprehensive Multimodal Corridor Plan (CMCP) Supplement, which reflected great interest in a pathway linking the island to the existing Bay Bridge East Span path and a future path on the West Span. This project was also discussed at a community meeting hosted by the East Cut in San Francisco. Once we finalize the Transbay CMCP Supplement this spring, it will be available on the Transportation Authority website.

FINANCIAL IMPACT

None. This is an information item.

SUPPLEMENTAL MATERIALS

- Attachment 1 – YBI Multi-use Pathway Map and Segments

Attachment 1

Yerba Buena Island Multiuse Path Project

Bay Bridge YBI Bike Landing
to Macalla Road

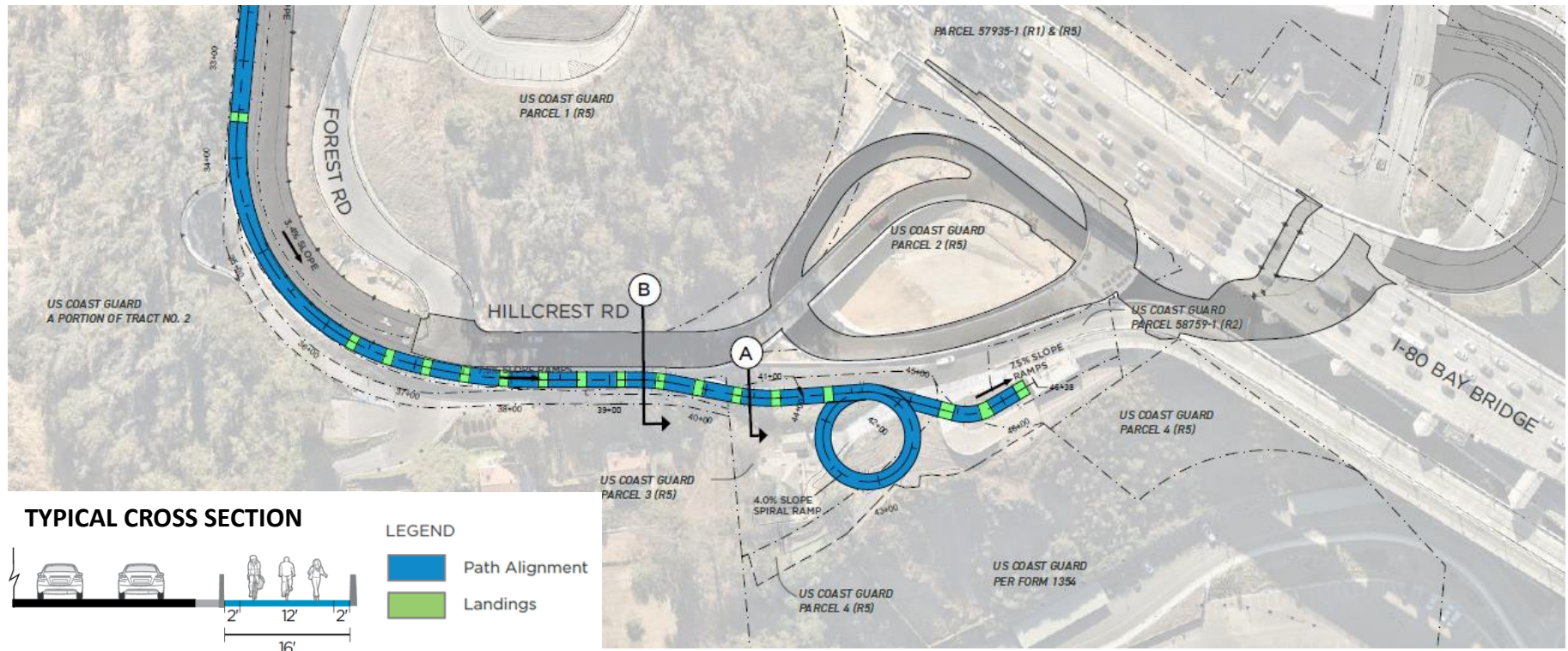
Enable connection to
Treasure Island ferry
terminal

Part of Bay Skyway Project

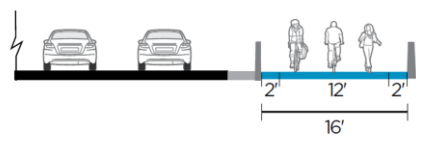
Preliminary – Subject to Change



YBI Multiuse Path – Segment 1



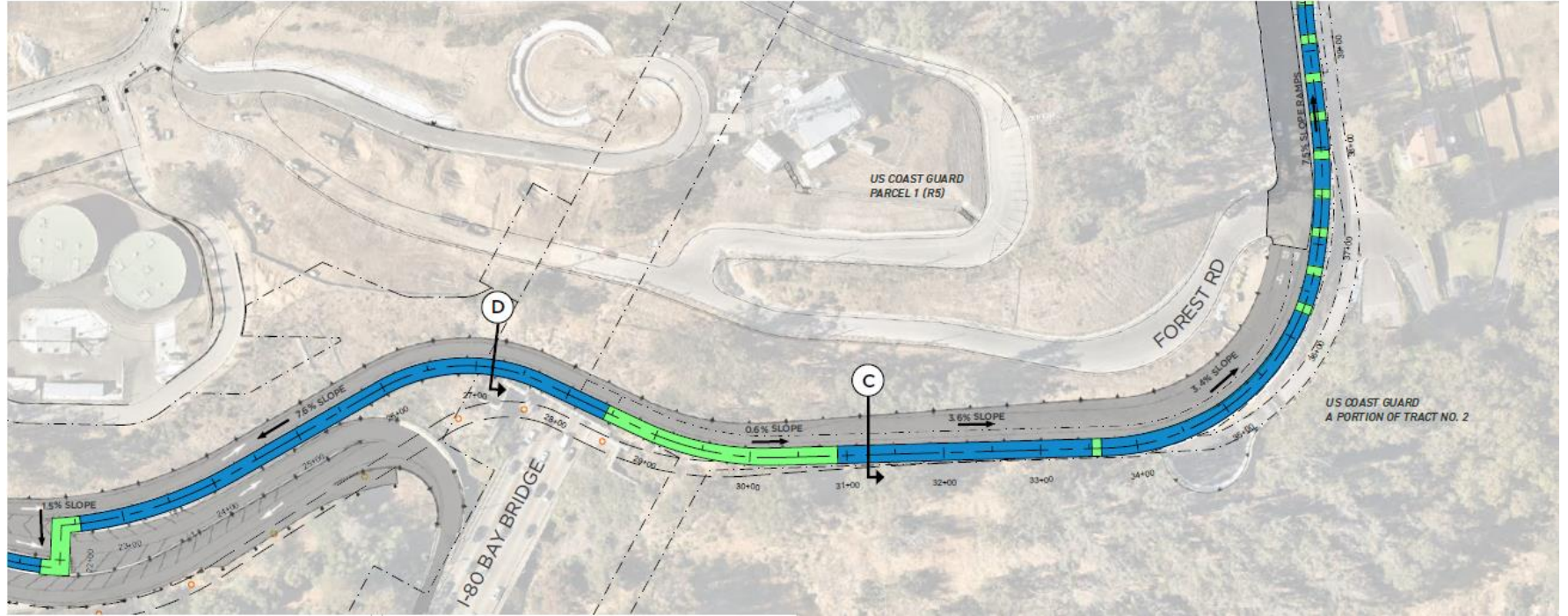
TYPICAL CROSS SECTION



LEGEND

- Path Alignment
- Landings

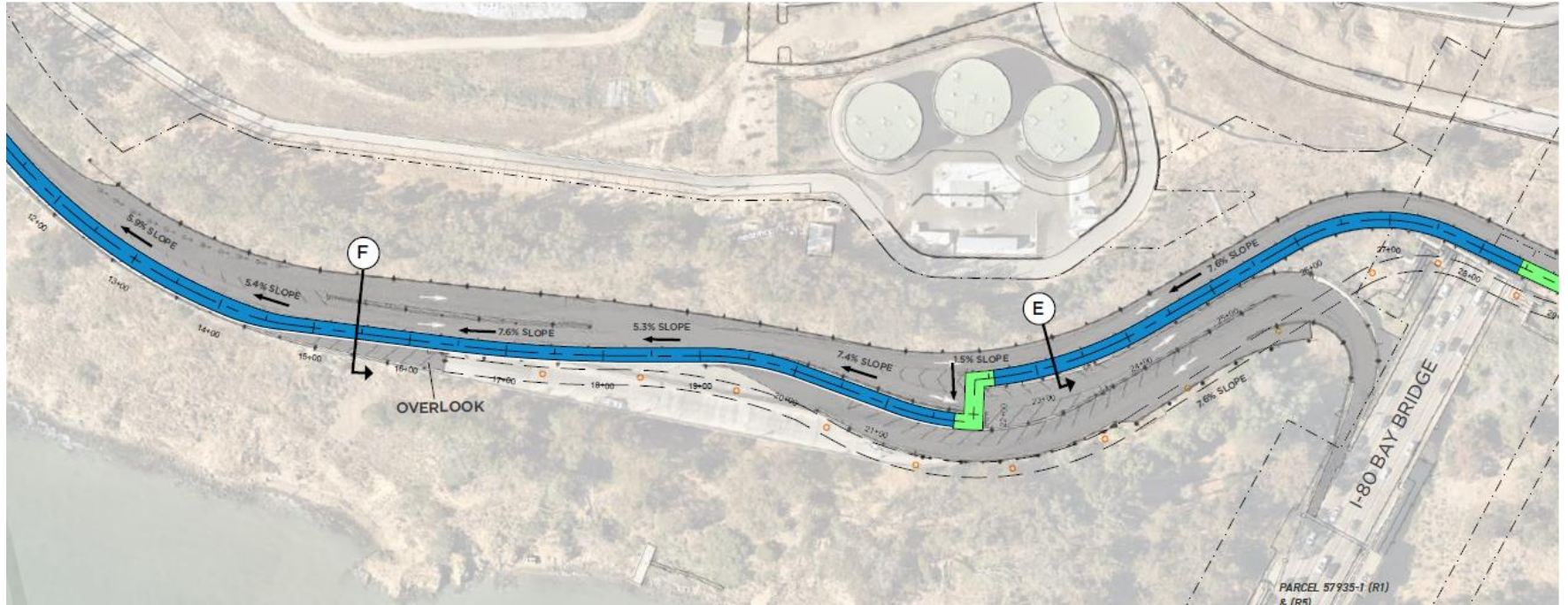
YBI Multiuse Path – Segment 2



YBI Multiuse Path – Segment 3



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YBI Multiuse Path – Segment 4



YBI Construction Projects

Macalla Road Reconstruction (TICD)
(2019 - 2022)

YBI Multi-use Path (SFCTA)
(2025 - 2027)

Forest Road Detour (TICD)
(2022 - 2023)

YBI WB Ramps
Opened October 2016

YBI Vista Point
Opened May 2017

I-80 EB Off-Ramp/Southgate Road Realignment (SFCTA)
(2020 - 2023)

West Side Bridges Project (SFCTA)
(2023 - 2026)

Hillcrest Road Widening Project (SFCTA)
(2024 - 2025)



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