TREASURE ISLAND
MOBILITY MANAGEMENT AGENCY

1455 Market Street, 22ND Floor, San Francisco, CA 94103 415-522-4800 info@timma.org www.timma.org

AGENDA

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY
Meeting Notice

Date: Tuesday, April 27, 2021; 9:30 a.m.

Location: Watch SF Cable Channel 26

Watch www.sfgovtv.org

Watch https://bit.ly/2Po0ELn

PUBLIC COMMENT CALL-IN: 415-655-0001; Access Code: 187 875 4349 # #

To make public comment on an item, when the item is called, dial '*3' to be added to the queue to speak. Do not press *3 again or you will be removed from the queue. When the system says your line is unmuted, the live operator will advise that you will be allowed 2 minutes to speak. When your 2 minutes are up, we will move on to the next caller. Calls will be taken in the order in which they are received.

Commissioners: Haney (Chair), Mandelman (Vice Chair), Chan, Mar, Melgar, Peskin, Preston, Ronen, Safai, Stefani, and Walton

Clerk: Britney Milton

Remote Access to Information and Participation:

In accordance with Governor Gavin Newsom's statewide order for all residents to "Stay at Home" – and the numerous local and state proclamations, orders and supplemental directions – aggressive directives have been issued to slow down and reduce the spread of the COVID-19 disease. Pursuant to the lifted restrictions on video conferencing and teleconferencing, the Treasure Island Mobility Management Agency (TIMMA) Board and Committee meetings will be convened remotely and allow for remote public comment. Members of the public are encouraged to watch SF Cable Channel 26 or visit the SFGovTV website (www.sfgovtv.org) to stream the live meetings or watch them on demand. Written public comment may be submitted prior to the meeting by emailing the Clerk of the Transportation Authority at clerk@sfcta.org or sending written comments to Clerk of the Transportation Authority, 1455 Market Street, 22nd Floor, San Francisco, CA 94103. Written comments received by 8 a.m. on the day of the meeting will be distributed to Board members before the meeting begins.

Page

1. Roll Call
2. Chair's Report – **INFORMATION**
3. Executive Director's Report – **INFORMATION**

4. Approve the Minutes of the January 12, 2021 Meeting – **ACTION*** **5**

Items Recommended from the TIMMA Committee

5. **[FINAL APPROVAL]** Accept the Audit Report for the Fiscal Year Ended June 30, 2020 – **ACTION*** **7**

6. **[FINAL APPROVAL]** Authorize the Executive Director to Execute a Master Agreement for the Receipt of Federal-Aid Funds from the California Department of Transportation (Caltrans) and to Execute Program Supplemental Agreements, Cooperative Agreements, Fund Transfer Agreements and Any Amendments Thereto with Caltrans for Receipt of $3 Million in Federal Funds for the Construction of the Treasure Island Ferry Terminal Project – **ACTION*** **37**

7. **[FINAL APPROVAL]** Approve the Treasure Island Multi-Operator Transit Pass Study Final Report and Adopt of a Design Framework for the Treasure Island Multi-Operator Transit Pass – **ACTION*** **43**

Other Items

8. Introduction of New Items – **INFORMATION**

   During this segment of the meeting, Board members may make comments on items not specifically listed above or introduce or request items for future consideration.

9. Public Comment

10. Adjournment

*Additional Materials

The meeting proceedings can be viewed live or on demand after the meeting at www.sfgovtv.org. To know the exact cablecast times for weekend viewing, please call SFGovTV at (415) 554-4188 on Friday when the cablecast times have been determined.

The Legislative Chamber (Room 250) and the Committee Room (Room 263) in City Hall are wheelchair accessible. Meetings are real-time captioned and are cablecast open-captioned on SFGovTV, the Government Channel 26. Assistive listening devices for the Legislative Chamber and the Committee Room are available upon request at the Clerk of the Board's Office, Room 244. To request sign language interpreters, readers, large print agendas or other accommodations, please contact the Clerk of the Board at (415) 522-4800. Requests made at least 48 hours in advance of the meeting will help to ensure availability. Attendees at all public meetings are reminded that other attendees may be sensitive to various chemical-based products.

The nearest accessible BART station is Civic Center (Market/Grove/Hyde Streets). Accessible MUNI Metro lines are the F, J, K, L, M, N, T (exit at Civic Center or Van Ness Stations). MUNI bus lines also serving the area are the 5, 6, 7, 9, 19, 21, 47, and 49. For more information about MUNI accessible services, call (415) 701-4485. There is accessible parking in the vicinity of City Hall at Civic Center Plaza and adjacent to Davies Hall and the War Memorial Complex. Accessible curbside parking is available on Dr. Carlton B. Goodlett Place and Grove Street.

If any materials related to an item on this agenda have been distributed to the TIMMA Board after distribution of the meeting packet, those materials will be available for public inspection at the Transportation Authority at 1455 Market Street, Floor 22, San Francisco, CA 94103, during normal office hours.

Written public comment may be submitted prior to the meeting by emailing the Clerk of the Transportation Authority at clerk@sfcta.org or sending written comments to Clerk of the Transportation Authority, 1455 Market Street, 22nd Floor, San Francisco, CA 94103. Written comments received by 8 a.m. on the day of the meeting will be distributed to Board members before the meeting begins.

Individuals and entities that influence or attempt to influence local legislative or administrative action may be required by the San Francisco Lobbyist Ordinance [SF Campaign & Governmental Conduct Code Sec. 2.100] to

register and report lobbying activity. For more information about the Lobbyist Ordinance, please contact the San Francisco Ethics Commission at 25 Van Ness Avenue, Suite 220, San Francisco, CA 94102; (415) 252-3100; website www.sfethics.org.

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TREASURE ISLAND
MOBILITY MANAGEMENT AGENCY

1455 Market Street, 22ND Floor, San Francisco, CA 94103 415-522-4800 info@timma.org www.timma.org

DRAFT MINUTES

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY

Tuesday, January 12, 2021

1. Roll Call

Chair Haney called the meeting to order at 11:04 a.m.

Present at Roll Call: Commissioners Chan, Haney, Mandelman, Mar, Melgar, Peskin, Preston, Ronen, Stefani, and Walton (10)

Absent at Roll Call: Commissioner Safai (1)

2. Chair's Report – INFORMATION

Chair Haney acknowledged and thanked the Commissioners Walton and Mandelman for serving with him on the TIMMA committee. He highlighted last year's major milestone – the groundbreaking of South Gate Interchange at the top of the island in June, a $64 million project that will increase safety for all road uses, especially bicycles and pedestrians going to/from the east span of the Bay Bridge and connecting with local roads. Chair Haney further discussed a related highlight on the funding side of the project was the receipt of $34 million from two different State of California grants for the development of the bicycle path on Hillcrest Road, and he was hoping the agency could expand the path down to the new ferry terminal at Treasure Island and connect people to an all-electric ferry to downtown San Francisco in the very near future. He also reported the agency obtained Federal Highway Administration approval for the testing of an autonomous on-island shuttle, funded by a federal technology grant, to be procured later this year. Chair Haney said he hoped to showcase island businesses to local San Francisco and Bay Area visitors. In addition, he said the federal grant will fund the tolling system in 2023 together with the on-island shuttle and East Bay transit service.

Chair Haney also recounted that in December 2020, the TIMMA heard options for implementing the Board-adopted toll exemption for current residents, along with affordability programs to support the Treasure Island workers and employers. He reported that outreach would commence in February on those proposals, with consideration of final toll policies in the spring and summer, and expectation of arrival of the first new residents to Yerba Buena Island in the fall. Chair Haney further commented that TIMMA will need to be more focused on delivering infrastructure safety and transit benefits early to support a growing community. He said there will be many critical decisions over the next few months – how the future low-income residents will be considered in tolling policy and new infrastructure; and how the workers, businesses, and restaurants fit into the new transit systems. Chair Haney concluded that he looked forward to working with the rest of the TIMMA Board, TIDA, residents, and businesses in grappling these decisions, as well as noting the upcoming hearing at the Land Use Committee on some of the ongoing cleanup and environmental questions and concerns on the island.

There was no public comment.

3. Executive Director's Report – INFORMATION

Tilly Chang, Executive Director, presented the item.

There was no public comment.

4. Approve the Minutes of the September 22, 2020 Meetings – ACTION

There was no public comment.

Commissioner Walton moved to approve the minutes, seconded by Commissioner Melgar.

The minutes were approved without objection by the following vote:

Ayes: Commissioners Chan, Haney, Mandelman, Mar, Melgar, Peskin, Preston, Ronen, Stefani, and Walton (10)

Absent: Commissioner Safai (1)

5. Election of Chair and Vice Chair for 2021 – ACTION

Chair Haney called for nominations for the Chair and Vice Chair for 2021.

Commissioner Walton nominated Commissioner Haney for Chair, seconded by Commissioner Preston.

There was no public comment.

The nomination was approved without objection by the following vote:

Ayes: Commissioners Chan, Haney, Mandelman, Mar, Melgar, Peskin, Preston, Ronen, Stefani, and Walton (10)

Absent: Commissioner Safai (1)

Chair Haney nominated Commissioner Mandelman for Vice Chair, seconded by Commissioner Melgar.

There was no public comment.

The nomination was approved without objection by the following vote:

Ayes: Commissioners Chan, Haney, Mandelman, Mar, Melgar, Peskin, Preston, Ronen, Stefani, and Walton (10)

Absent: Commissioner Safai (1)

Other Items

6. Introduction of New Items – INFORMATION

There were no new items introduced.

7. Public Comment

There was no general public comment.

8. Adjournment

The meeting was adjourned at 11:18 a.m.

TREASURE ISLAND
MOBILITY MANAGEMENT AGENCY

TC031621 MOTION NO. 21-01

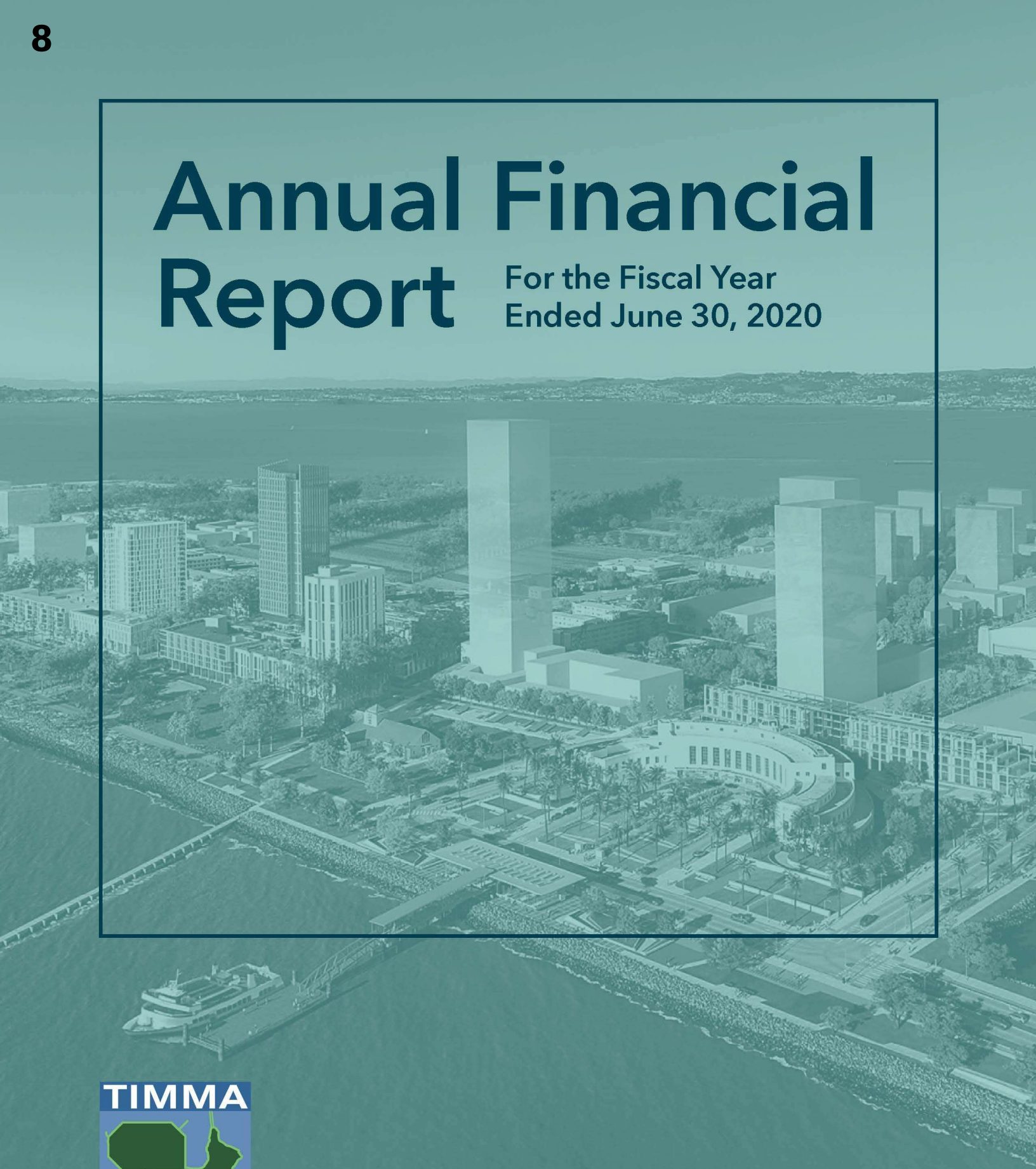
MOTION ACCEPTING THE TREASURE ISLAND MOBILITY MANAGEMENT AGENCY'S AUDIT REPORT FOR THE FISCAL YEAR ENDED JUNE 30, 2020

Pursuant to the annual audit requirements in its Fiscal Policy, the Treasure Island Mobility Management Agency hereby accepts the audit report for the fiscal year ended June 30, 2020.

Enclosure:
1. Audit Report for the Fiscal Year Ended June 30, 2020

Annual Financial Report

For the Fiscal Year Ended June 30, 2020



TIMMA
TREASURE ISLAND MOBILITY MANAGEMENT AGENCY

a component unit of the San Francisco County Transportation Authority

Annual Financial Report

For the Fiscal Year Ended June 30, 2020

Prepared by the Finance and Administration Division

a component unit of the San Francisco County Transportation Authority

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FRONT COVER: Treasure Island Community Development
BACK COVER: MNS Engineers

Treasure Island Mobility Management Agency
A Component Unit of the
San Francisco County Transportation Authority

Annual Financial Report

June 30, 2020

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY
(A Component Unit of the San Francisco County Transportation Authority)

Table of Contents

For the Year Ended June 30, 2020

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CPAs & BUSINESS ADVISORS

INDEPENDENT AUDITORS' REPORT

Board of Commissioners
Treasure Island Mobility Management Agency
San Francisco, California

We have audited the accompanying financial statements of the governmental activities and the general fund of the Treasure Island Mobility Management Agency (Agency), a component unit of the San Francisco County Transportation Authority (Transportation Authority), as of and for the year ended June 30, 2020, and the related notes to the financial statements, as listed in the table of contents.

Management's Responsibility for the Financial Statements

Management is responsible for the preparation and fair presentation of these financial statements in accordance with accounting principles generally accepted in the United States of America; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

Auditors' Responsibility

Our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

Opinions

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities and the general fund of the Agency as of June 30, 2020, and the changes in financial position for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Other Matters

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the management discussion and analysis and the budgetary comparison schedule be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Eide Bailly LLP

Menlo Park, California
March 11, 2021

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY
(A Component Unit of the San Francisco County Transportation Authority)
Management Discussion and Analysis
For the Year Ended June 30, 2020

As management of the Treasure Island Mobility Management Agency (Agency), we offer readers of the financial statements this narrative overview and analysis of the financial activities of the Agency for the fiscal year (FY) ended June 30, 2020.

FINANCIAL HIGHLIGHTS

- Net Position – The assets exceeded its liabilities by $1.2 million (net position) at FY ended June 30, 2020. All of which is considered unrestricted net position and may be used to meet the Agency's ongoing obligations.

- Changes in Net Position – Total net position decreased by $119 thousand in FY2019/20, which is mainly due to the increase in payable liabilities at year end.

- Operating Grants and Contributions – Total operating grants and contributions decreased by $538 thousand. This is mainly due to prior year revenues collected and reported in FY2018/19 which caused operating grants and contributions in FY2018/19 to be higher than FY2019/20.

- Fund Balance – The Agency's sole governmental fund, the general fund, reported no fund balances which is consistent with the prior year.

OVERVIEW OF THE FINANCIAL STATEMENTS

The discussion and analysis provided here are intended to serve as an introduction to the Agency's basic financial statements. The Agency's basic financial statements consist of three components: 1) government-wide financial statements, 2) fund financial statements, and 3) the notes to financial statements. This report also includes supplementary information intended to furnish additional detail to support the basic financial statements themselves.

Government-wide Financial Statements.

The government-wide financial statements are designed to provide readers with a broad overview of the Agency's finances, in a manner similar to a private-sector business.

The **statement of net position** presents financial information on all of the Agency's assets, liabilities with the difference reported as net position. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial position of the Agency is improving or deteriorating.

The **statement of activities** presents information showing how the Agency's net position changed during the most recent fiscal year. All changes in net position are reported as soon as the underlying event giving rise to the change occurs, regardless of the timing of related cash flows. Thus, revenues and expenses are reported for some items that will only result in cash flows in future fiscal periods.

The governmental activities of the Agency includes transportation improvement as the only activity.

The government-wide financial statements can be found on pages 10-11 of this report.

Fund Financial Statements

A fund is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives. The Agency, like other state and local governments, uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements.

Governmental Funds

Governmental funds are used to account for essentially the same functions reported as governmental activities in the government-wide financial statements. However, unlike the government-wide financial statements, governmental fund financial statements focus on near-term inflows and outflows of spendable resources, as well as on balances of spendable resources available at the end of the fiscal year. Such information may be useful in assessing a government's near-term financing requirements. Because the focus of governmental funds is narrower than that of the government-wide financial statements, it is useful to compare the information presented for governmental funds with similar information presented for governmental activities in the government-wide financial statements. By doing so, readers may better understand the long-term impact of the government's near-term financing decisions. Both the governmental fund balance sheet and the governmental fund statement of revenues, expenditures, and changes in fund balances provide a reconciliation to facilitate this comparison between governmental funds and governmental activities.

The Agency maintains one governmental fund which is the general fund and adopts an annual appropriated budget for its general fund. A budgetary comparison statement has been provided for the general fund to demonstrate compliance with this budget.

The basic governmental fund financial statements can be found on pages 12-13 of this report.

Notes to the Financial Statements

The notes provide additional information that is necessary to acquire a full understanding of the data provided in the government-wide and fund financial statements. The notes to the financial statements can be found on pages 14-17 of this report.

Other Information

In addition to the basic financial statements and accompanying notes, this report also presents required supplementary information concerning the Agency's general fund budget.

Required supplementary information can be found on pages 20-21 of this report.

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY
(A Component Unit of the San Francisco County Transportation Authority)
Management Discussion and Analysis
For the Year Ended June 30, 2020

GOVERNMENT-WIDE OVERALL FINANCIAL ANALYSIS

As noted earlier, net position over time may serve as a useful indicator of a government's financial position. The Agency's statement of net position shows assets exceeded its liabilities by $1.2 million at year ended June 30, 2020.

	For the Year Ended			
	June 30, 2020	June 30, 2019	$ Change	% Change
ASSETS				
Program receivables	$ 431,417	$ 2,814	$ 428,603	15231.1%
Receivable from the City and County of San Francisco	1,225,227	1,318,021	(92,794)	-7.0%
Receivable from San Francisco County Transportation Authority	-	165,823	(165,823)	-100.0%
Total Assets	1,656,644	1,486,658	169,986	11.4%
LIABILITIES				
Accounts payable	304,806	172,894	131,912	76.3%
Payable to San Francisco County Transportation Authority	156,794	-	156,794	100.0%
Total Liabilities	461,600	172,894	288,706	167.0%
NET POSITION				
Unrestricted net position	1,195,044	1,313,764	(118,720)	-9.0%
Total Net Position	$ 1,195,044	$ 1,313,764	$ (118,720)	-9.0%

The Agency reported an unrestricted net position of $1.2 million, a decrease of $119 thousand due to increased liabilities as compared to prior year. Total assets increased by $170 thousand which consists of program receivables from the Federal Advanced Transportation and Congestion Management Technologies Deployment grant and program receivables from the City and County of San Francisco. The increases in program receivables is related to the timing of invoices submitted to funding agencies and whose payments were not collected as of June 30, 2020. Total liabilities increased by $289 thousand which consists of accounts payable and payable to the San Francisco County Transportation Authority (Transportation Authority). Payable of $157 thousand to the Transportation Authority was for costs incurred and paid for by the Agency. The Agency will reimburse the Transportation Authority with grant payments received.

Governmental Activities

The Agency's net position for governmental activities decreased $119 thousand for the ended June 30, 2020, for an ending balance of $1.2 million.

	For the Year Ended			
	June 30, 2020	June 30, 2019	$ Change	% Change
Revenues:				
Operating grants and contributions	$ 1,198,712	$ 1,736,791	$ (538,079)	-31.0%
Total revenues	1,198,712	1,736,791	(538,079)	-31.0%
Expenses:				
Transportation improvement	1,317,432	1,294,278	23,154	1.8%
Total expenses	1,317,432	1,294,278	23,154	1.8%
Change in net position	(118,720)	442,513	(561,233)	-126.8%
Net position, beginning of year	1,313,764	871,251	442,513	50.8%
Net position, end of year	$ 1,195,044	$ 1,313,764	$ (118,720)	-9.0%

Financial Analysis of Governmental Funds

As noted earlier, the Agency uses fund accounting to report its governmental transactions. The focus of the agency's governmental fund is to provide information on near-term inflows, outflows, and balances of spendable resources. Such information is useful in assessing the Agency's financing requirements. Operating grants and contributions decreased by $538 thousand. This is mainly due to federal revenue contributions from the Advanced Transportation and Congestion Management Technologies Deployment program and regional revenue contributions from the Treasure Island Development Authority for FY2017/18 activities but collected in FY2018/19. Transportation improvement expenses increased by $23 thousand as compared to the prior year.

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY
(A Component Unit of the San Francisco County Transportation Authority)
Management Discussion and Analysis
For the Year Ended June 30, 2020

BUDGETARY ANALYSIS AND HIGHLIGHTS AND ECONOMIC FACTORS

The most significant differences between budgeted revenues and expenditures and actual revenues and expenditures were as follows:

	Budgeted Amounts			Positive (Negative) Variance Final to Actual
	Original	Final	Actual	
Revenues				
Program revenues				
Federal	$ 704,690	$ 489,565	$ 11,434	$ (478,131)
Regional and other	2,041,023	2,192,689	1,305,998	(886,691)
Total Revenues	2,745,713	2,682,254	1,317,432	(1,364,822)
Expenditures				
Administrative operating costs	702,808	513,942	427,158	86,784
Transportation improvement	2,042,905	1,444,492	858,492	586,000
Tranfer out to Transportation Authority	-	723,820	31,782	692,038
Total Expenditures	2,745,713	2,682,254	1,317,432	1,364,822
Change in Fund Balance	-	-	-	-
Fund Balance - Beginning	-	-	-	-
Fund Balance - Ending	$ -	$ -	$ -	$ -

Total revenues were less than the final budgetary estimates by $1.4 million. Similarly, total expenditures were less than budgetary estimates by $1.4 million. Work across all subprojects of the Agency program proceeded more slowly than anticipated. The slowdown was due to the Shelter-in-Place Order introduced by Mayor London Breed in mid-March as a result of COVID-19 and its related events. We plan to delay the approval of additional toll policies to better align with the Transportation Authority's Downtown Congestion Pricing Study and the current infrastructure construction schedule on Treasure Island and Yerba Buena Island. System integration work will proceed when toll policies are adopted.

REQUESTS FOR INFORMATION

This financial report is designed to provide a general overview of the Agency's finances for all those with an interest in the government's finances. Questions concerning any of the information provided in this report, or requests for additional financial information, should be addressed to:

Treasure Island Mobility Management Agency
Attention: Deputy Director for Finance and Administration
San Francisco County Transportation Authority
1455 Market Street, 22nd Floor
San Francisco, California, 94103

20

BASIC FINANCIAL STATEMENTS

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY
(A Component Unit of the San Francisco County Transportation Authority)
Statement of Net Position
Governmental Activities
June 30, 2020

ASSETS		
Program receivables	$	431,417
Receivable from the City and County of San Francisco		1,225,227
Total Assets		1,656,644
LIABILITIES		
Accounts payable		304,806
Payable to San Francisco County Transportation Authority		156,794
Total Liabilities		461,600
NET POSITION		
Unrestricted net position		1,195,044
Total Net Position	$	1,195,044

The accompanying notes are an integral part of these financial statements.

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY
(A Component Unit of the San Francisco County Transportation Authority)
Statement of Activities
Governmental Activities
For the Year Ended June 30, 2020

EXPENSES		
Transportation Improvement	$	1,317,432
PROGRAM REVENUES		
Operating grants and contributions		1,198,712
Net program revenue (expense)		(118,720)
CHANGE IN NET POSITION		(118,720)
Net position, beginning of year		1,313,764
Net position, end of year	$	1,195,044

The accompanying notes are an integral part of these financial statements.

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY
(A Component Unit of the San Francisco County Transportation Authority)
Governmental Fund
Balance Sheet
June 30, 2020

	General Fund
ASSETS	
Program receivables	
Regional and other	$ 431,417
Receivables from the City & County of San Francisco	1,225,227
Total Assets	$ 1,656,644
LIABILITIES, DEFERRED INFLOWS OF RESOURCES, AND FUND BALANCES	
Liabilities	
Accounts payable	$ 304,806
Payable to San Francisco County Transportation Authority	156,794
Total liabilities	461,600
Deferred Inflows of Resources	
Unavailable revenues	1,195,044
Total deferred inflows of resources	1,195,044
Fund Balances	
Unassigned	-
Total Fund Balances	-
Total Liabilities, Deferred Inflows of Resources, and Fund Balances	$ 1,656,644

Reconciliation of the Governmental Fund Balance Sheet to the Statement of Net Position	
Long-term receivables are not available to pay for current period expenditures and therefore are deferred in the governmental fund	$ 1,195,044
Net position of governmental activities	$ 1,195,044

The accompanying notes are an integral part of these financial statements.

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY
(A Component Unit of the San Francisco County Transportation Authority)
Governmental Fund
Statement of Revenues, Expenditures, and
Change in Fund Balances
For the Year Ended June 30, 2020

		General Fund
REVENUES		
Program revenues		
Federal	$	11,434
Regional and other		1,305,998
Total Revenues		1,317,432
EXPENDITURES		
Current - transportation improvement		
Personnel expenditures		398,488
Non-personnel expenditures		28,670
Capital project costs		858,492
Total Expenditures		1,285,650
Excess (Deficiency) of Revenues Over (Under) Expenditures		31,782
OTHER FINANCING SOURCES (USES)		
Transfers out		(31,782)
Total Other Financing Sources (Uses)		(31,782)
Net Change in Fund Balance		-
Fund Balances - Beginning		-
Fund Balances - Ending	$	-

Reconciliation of the Governmental Fund Statement of Revenues, Expenditures and Change in Fund Balance to the Statement of Activities

Long-term receivables are not available to pay for current period expenditures and therefore are deferred in the governmental fund	$	(118,720)
Net position of governmental activities	$	(118,720)

The accompanying notes are an integral part of these financial statements.

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY
(A Component Unit of the San Francisco County Transportation Authority)
Notes to the Financial Statements
For the Year Ended June 30, 2020

NOTE 1 - REPORTING ENTITY AND BACKGROUND

The Treasure Island Transportation Management Act of 2008 (Assembly Bill 981) authorizes the creation or designation of a Treasure Island-specific transportation management agency. On April 1, 2014, the City and County of San Francisco (City) Board of Supervisors approved a resolution designating the San Francisco County Transportation Authority (Transportation Authority) as the Treasure Island Mobility Management Agency (Agency) to implement the Treasure Island Transportation Implementation Plan in support of the Treasure Island/Yerba Buena Island Development Project. In September 2014, Governor Brown signed Assembly Bill 141, establishing the Agency as a legal entity, distinct from the Transportation Authority, to help firewall the Transportation Authority's other functions. The eleven members of the Transportation Authority Board act as the Agency's Board of Commissioners. The Transportation Authority financial statements include the Agency as a blended special revenue fund component unit.

The TITIP, adopted in 2011, calls for a comprehensive, integrated program to manage travel demand on Treasure Island as it develops. This innovative approach to mobility includes a complementary package of strategies and services including required purchase of transit passes by residents, parking fees, and a multimodal congestion pricing program that applies motorist user fees to support enhanced and new bus, ferry, and shuttle transit, as well as bicycle sharing, to reduce the traffic impacts of the project. AB 981-Leno (2009) authorizes San Francisco to implement congestion pricing (tolling) on Treasure Island.

Pursuant to Governmental Accounting Standards Board (GASB) standards, the financial statements of the Agency are included in the Transportation Authority's basic financial statements. Nonetheless, the Agency is governed by an administrative code separate from that of the Transportation Authority's, and the agency operates as a special-purpose government agency under State law, separate and distinct from the Transportation Authority. The ordinance that created the Agency empowers it to independently issue debt in order to finance transportation projects for the Agency. The Agency's borrowing capacity is separate and distinct from that of the Transportation Authority.

Component units are legally separate organizations for which the Transportation Authority is financially accountable. Component units may include organizations that are fiscally dependent on the Transportation Authority in that the Transportation Authority approves their budget, the issuance of their debt, or the levying of their taxes. In addition, component units also describe other legally separate organizations for which the Transportation Authority is not financially accountable, but the nature and significance of the organization's relationship with the Transportation Authority is such that exclusion would cause the Transportation Authority's financial statements to be misleading or incomplete. For financial reporting purposes, the Agency has a financial and operational relationship, which meets the criteria set forth in accounting principles generally accepted in the United States of America for inclusion in the Transportation Authority's financial statements, as a component unit, using the blended presentation method, as if it were part of the Transportation Authority's operations, because the governing board of the component unit is the same as the governing board of the Transportation Authority, and management has operational responsibility for the entity.

NOTE 1 - REPORTING ENTITY AND BACKGROUND, (Continued)

The Agency's goals for Treasure Island Transportation Implementation Plan include the following:

Promote walking and biking: Bike lanes, pedestrian paths, and Bay Wheels stations are to be set up to make walking and biking around the island safe and enjoyable.

Provide high-quality transit: This includes providing more San Francisco Municipal Transportation Agency services, new AC Transit services, ferry services, and on-island shuttles, to ensure that at least fifty percent of trips to and from the island are made using sustainable methods.

Reduce the need for car-ownership and use: This will be done by implementing a toll to enter and exit the island, not including parking with housing, and implementing a car sharing service.

Promote affordability: Subsidize transit passes, provide discounts to services like car and bike share for longtime residents and below market rate housing residents.

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

Basis of Presentation

Government-wide Financial Statements – The statement of net position and statement of activities display information about the Agency. These statements include the financial activities of the overall government. Eliminations have been made to minimize the double counting of internal activities. Governmental activities are normally supported by taxes, grants, and other revenues.

The statement of activities presents a comparison between direct expenses and program revenues. Direct expenses are those that are specifically associated with a program or function and, therefore, are clearly identifiable to a particular function. Program revenues include: 1) charges paid by the recipients of goods or services offered by the programs and 2) grants and contributions that are restricted to meeting the operational or capital requirements of a particular program. Revenues that are not classified as program revenues, including all taxes, are presented instead as general revenues.

Fund Financial Statements – The fund financial statements provide information about the Agency's funds. The Agency reports activities for only the General Fund.

General Fund – The General Fund accounts for the Proposition K funding and other project related funding from the City and County of San Francisco, San Francisco County Transportation Authority or other governments.

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES, (Continued)

Measurement Focus and Basis of Accounting

The accounting and financial reporting treatment is determined by the applicable measurement focus and basis of accounting. Measurement focus indicates the type of resources being measured, such as current financial resources or economic resources. The basis of accounting indicates the timing of transactions or events for recognition in the financial statements. The government-wide financial statements are reported using the economic resources measurement focus and the accrual basis of accounting. Revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider have been met.

The governmental fund financial statements are reported using the current financial resources measurement focus and the modified accrual basis of accounting. Revenues are recognized as soon as they are both measurable and available. Revenues are considered to be available when they are collectible, within the current period or soon enough thereafter to pay liabilities of the current period. For this purpose, the government considers revenues to be available if they are collected within 60 days of the end of the current fiscal period. Expenditures generally are recorded when a liability is incurred, as under accrual accounting. Entitlements are recorded as revenues when all eligibility requirements are met, including any time requirements, and the amount is received during the period or within the availability period for this revenue source (within 60 days of year end). Expenditure-driven grants are recognized as revenue when the qualifying expenditures have been incurred and all other eligibility requirements have been met, and the amount is received during the period or within the availability period for this revenue source (within 60 days of year end). All other revenue items are considered to be measurable and available only when cash is received by the Agency.

Fund Balance / Net Position

The Agency's fund balance is unassigned and the net position reported on the statement of net position is unrestricted. When an expenditure / expense is incurred for purposes for which both restricted and unrestricted net position / unassigned fund balance is available, the Agency considers restricted funds to have been spent first.

Use of Estimates

The preparation of basic financial statements, in conformity with generally accepted accounting principles (GAAP), requires management to make certain estimates and assumptions that affect certain reported amounts and disclosures. Accordingly, actual results may differ from those estimates.

NOTE 3 - CASH AND INVESTMENTS

Cash and investments represent the Agency's share of the Transportation Authority's Treasury pool. All of the Agency's cash and investments are deposited in the Transportation Authority's Treasury pool as described in the Transportation Authority's Comprehensive Annual Financial Report, which can be obtained from the Transportation Authority's finance department. The pool is unrated. Investments in the pool are made in accordance with the Transportation Authority's investment policy as approved by the Transportation Authority's governing board. Investments are stated at fair value in accordance with GASB Statement No. 72, Fair Value Measurement and Application. However, the value of the pool shares in the Transportation Authority's treasury pool that may be withdrawn is determined on an amortized cost basis, which is different from the fair value of the Agency's position in the pool. Interest earned from time deposits and investments is allocated annually to the Agency based on average monthly cash balance. The Agency did not report any cash or investments of June 30, 2020.

NOTE 4 - TRANSACTIONS WITH THE CITY AND COUNTY OF SAN FRANCISCO

Receivables from the City and the Transportation Authority are comprised of $1,225,227. These amounts are due to the Agency for project billings related to implementing the Treasure Island Transportation Implementation Plan (TITIP).

NOTE 5 - COMMITMENTS

The Agency's outstanding commitments totaled $1,064,115 at June 30, 2020. This amount represents outstanding encumbrances on various Agency contracts held with private consulting companies.

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30

REQUIRED SUPPLEMENTARY INFORMATION

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY
(A Component Unit of the San Francisco County Transportation Authority)
Schedule of Revenues, Expenditures, and Changes in Fund Balance – Budget and Actual
For the Year Ended June 30, 2020

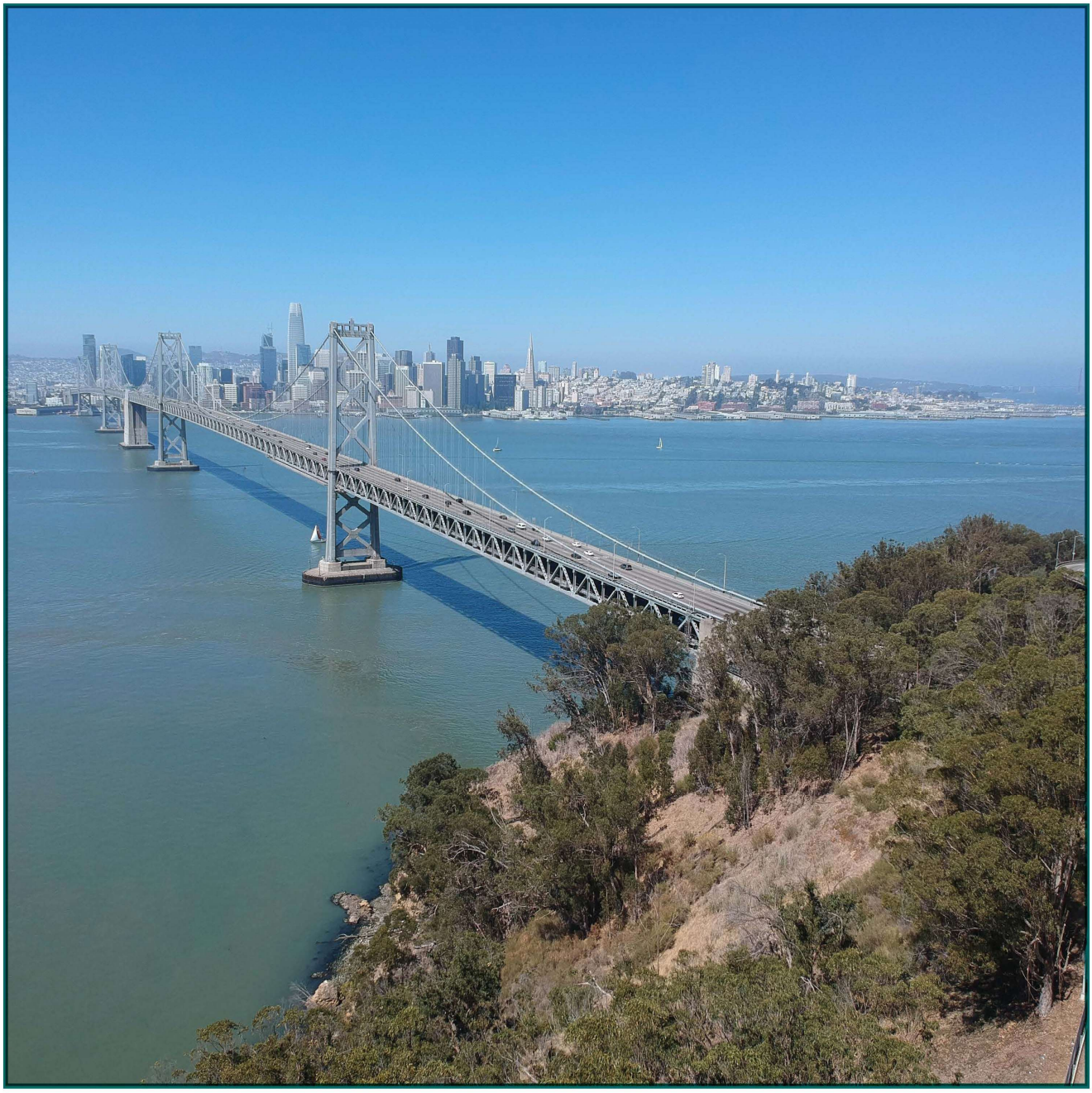
	Budgeted Amounts			Positive (Negative) Variance Final to Actual
	Original	Final	Actual	
Revenues				
Program revenues				
Federal	$ 704,690	$ 489,565	$ 11,434	$ (478,131)
Regional and other	2,041,023	2,192,689	1,305,998	(886,691)
Total Revenues	2,745,713	2,682,254	1,317,432	(1,364,822)
Expenditures				
Administrative operating costs	702,808	513,942	427,158	86,784
Transportation improvement	2,042,905	1,444,492	858,492	586,000
Tranfer out to Transportation Authority	-	723,820	31,782	692,038
Total Expenditures	2,745,713	2,682,254	1,317,432	1,364,822
Change in Fund Balance	-	-	-	-
Fund Balance - Beginning	-	-	-	-
Fund Balance - Ending	$ -	$ -	$ -	$ -

See note to required supplementary information

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY
(A Component Unit of the San Francisco County Transportation Authority)
Note to Required Supplementary Information
For the Year Ended June 30, 2020

NOTE 1 – BUDGETS AND BUDGETARY DATA

Comparisons with financial results for the current fiscal period for the fund are presented as required supplementary information and include, in addition to actual expenditures, amounts that have been appropriated for projects and programs. Unexpended capital budget appropriations are carried forward to subsequent years. The budget represents a process through which policy decisions are made, implemented and controlled. Appropriations may be adjusted during the year with the approval of the governing board. Accordingly, the legal level of budgetary control by the Agency is the program (fund) level. Budgets are adopted on a basis consistent with generally accepted accounting principles.



TIMMA
TREASURE ISLAND
MOBILITY MANAGEMENT AGENCY

1455 Market Street, 22nd Floor
San Francisco, CA 94103
415-522-4800
www.timma.org

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MOBILITY MANAGEMENT AGENCY

1455 Market Street, 22ND Floor, San Francisco, CA 94103 415-522-4800 info@timma.org www.timma.org

Memorandum

AGENDA ITEM 5

DATE: March 12, 2021

TO: Treasure Island Mobility Management Agency Board

From: Cynthia Fong – Deputy Director for Finance and Administration

Subject: 03/23/2021 Board Meeting: Accept the Audit Report for the Fiscal Year Ended June 30, 2020

RECOMMENDATION ☒ Information ☒ Action

Accept the audit report for the fiscal year ended June 30, 2020

SUMMARY

The Treasure Island Mobility Management Agency's (TIMMA's) financial records are required to be audited annually by an independent, certified public accountant. The Annual Financial Reporting (Audit Report) for the year ended June 30, 2020, was conducted in accordance with generally accepted auditing standards by the independent, certified public accounting firm of Eide Bailly LLP (formally Vavrinek, Trine, Day & Co., LLP). The TIMMA received all unmodified (also known as a clean opinion/unqualified opinion) audit opinions from Eide Bailly, with no findings or recommendations for improvements.

☐ Fund Allocation
☒ Fund Programming
☐ Policy/Legislation
☐ Plan/Study
☐ Capital Project Oversight/Delivery
☒ Budget/Finance
☐ Contract/Agreement
☐ Other: _____

BACKGROUND

Under its Fiscal Policy (Resolution 21-01) , the TIMMA's financial records are to be audited annually by an independent, certified public accounting firm. The audits for the fiscal year (FY) ended June 30, 2020, were conducted in accordance with generally accepted auditing standards, the standards applicable to financial audits contained in the Government Auditing Standards, issued by the Comptroller General of the United States; and the audit requirements of Title 2 U.S. Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (Uniform Guidance). The Audit Report contains formal opinions, or disclaimers thereof, issued by an independent, certified public accounting firm as a result of an external audit performed on an agency. An unmodified opinion (also known as a clean opinion/unqualified opinion) is the best type of report an agency may receive from an external audit and represents that the

agency complied with direct and material regulatory requirements or that the agency's financial condition, position, and operations in all material respects were fairly presented.

DISCUSSION

The Audit Report includes an Independent Auditor's Report; a management discussion and analysis of the TIMMA financial performance during that fiscal year; the financial statements; and the required supplemental information.

We are pleased to note that Eide Bailly issued all unmodified opinions and had no findings or recommendations for improvements. The TIMMA recognized all significant transactions in the financial statements in the proper period and received no adjustments to any estimates made in the financial statements. For the annual fiscal audit, Eide Bailly has issued an opinion stating that the financial statements present fairly, in all material respects, the financial position of the TIMMA. The full audit report is enclosed.

FINANCIAL IMPACT

Expenditures did not exceed the amounts approved in the final amended FY2019/20 budget. Budgeted expenditures that were not expended in FY2019/20 will be included in the FY2020/21 mid-year amendment.

SUPPLEMENTAL MATERIALS

- Attachment 1 – Annual Financial Report for the Year Ended June 30, 2020

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TREASURE ISLAND
MOBILITY MANAGEMENT AGENCY

TC031621 RESOLUTION NO. 21-04

AUTHORIZE THE EXECUTIVE DIRECTOR TO EXECUTE A MASTER AGREEMENT FOR THE RECEIPT OF FEDERAL-AID FUNDS FROM THE CALIFORNIA DEPARTMENT OF TRANSPORTATION (CALTRANS) AND TO EXECUTE PROGRAM SUPPLEMENTAL AGREEMENTS, COOPERATIVE AGREEMENTS, FUND TRANSFER AGREEMENTS AND ANY AMENDMENTS THERETO WITH CALTRANS FOR RECEIPT OF $3 MILLION IN FEDERAL FUNDS FOR THE CONSTRUCTION OF THE TREASURE ISLAND FERRY TERMINAL PROJECT

WHEREAS, In 2012, the Federal Highway Administration awarded $3 million to the Treasure Island Development Authority (TIDA) in Ferry Boat Discretionary funds for the construction of the Treasure Island Ferry Terminal project; and

WHEREAS, At the request of TIDA, since they do not have a master agreement with Caltrans, the Treasure Island Mobility Management Agency (TIMMA) has agreed to accept the funds as the sponsor and implementing agency, on behalf of TIDA; and

WHEREAS, Caltrans requires a Board resolution identifying the person(s) authorized to execute these funding agreements and the title of the grant; and

WHEREAS, Over the last year, we have worked with the Metropolitan Transportation Commission to reprogram the Ferry Boat Discretionary funds from TIDA to TIMMA and on January 27, 2021, TIMMA received the federal-aid master agreement from Caltrans for execution; and

WHEREAS, Upon execution of the master agreement, TIMMA will be able to proceed with obligating the grant funds for the project; and

WHEREAS, The Treasure Island Ferry Terminal will be constructed through a public-private partnership led by the TIDA, in conjunction with its private master developer partner, Treasure Island Community Development (TICD); and

WHEREAS, The aforementioned $3 million in federal funds would fund construction of landside improvements for the Treasure Island Ferry Terminal, including shelters, queuing areas, and ticket vending; and

TREASURE ISLAND
MOBILITY MANAGEMENT AGENCY

TC031621 RESOLUTION NO. 21-04

WHEREAS, TICD is fully committed to fulfill the 20% local match requirement as part of the Disposition and Development Agreement between TIDA and TICD; and

WHEREAS, The construction of the Treasure Island Ferry Terminal work will take approximately 21 months to complete, currently anticipated to be done by December 2023; and

WHEREAS, Approval of procurements to be funded by these grants, where applicable, will be the subject of future TIMMA Board actions; and

WHEREAS, The recommended action would facilitate compliance with Caltrans' funding agreement and enable TIMMA to seek reimbursement of federal grant funds administered by Caltrans for the project; and

WHEREAS, Funding for the Treasure Island Ferry Terminal project will be included in TIMMA's Annual Budget and Work Program for Fiscal Year 2021/22, therefore, be it

RESOLVED, That TIMMA hereby authorizes the Executive Director to execute a master agreement for the receipt of federal-aid funds from Caltrans and to execute program supplemental agreements, cooperative agreements, fund transfer agreements and any amendments thereto with Caltrans for receipt of $3 million in federal funds for the construction of the Treasure Island Ferry Terminal project; and be it further

RESOLVED, That the Executive Director is directed to submit this resolution to Caltrans and other relevant parties.

TREASURE ISLAND
MOBILITY MANAGEMENT AGENCY

1455 Market Street, 22ND Floor, San Francisco, CA 94103 415-522-4800 info@timma.org www.timma.org

Memorandum

AGENDA ITEM 6

DATE: March 16, 2021

TO: Treasure Island Mobility Management Agency Committee

FROM: Cynthia Fong – Deputy Director for Finance and Administration

SUBJECT: 3/23/21 Board Meeting: Authorize the Executive Director to Execute a Master Agreement for the Receipt of Federal-Aid Funds from the California Department of Transportation (Caltrans) and to Execute Program Supplemental Agreements, Cooperative Agreements, Fund Transfer Agreements and Any Amendments Thereto with Caltrans for Receipt of $3 Million in Federal Funds for the Construction of the Treasure Island Ferry Terminal Project

RECOMMENDATION ☐ Information ☒ Action

Authorize the Executive Director to:

- execute a master agreement for receipt of federal-aid funds from Caltrans, and
- execute program supplemental agreements, cooperative agreements, fund transfer agreements and any amendments thereto with Caltrans for receipt of $3 million in federal funds for construction of the Treasure Island Ferry Terminal Project

SUMMARY

We are seeking authorization for the Executive Director to execute a master funding agreement between the Treasure Island Mobility Management Agency (TIMMA) and the California Department of Transportation (Caltrans) for receipt of federal aid funds for TIMMA. In 2012, the Federal Highway Administration awarded $3 million to the Treasure Island Development Authority (TIDA) in Ferry Boat Discretionary funds for the construction of the Treasure Island Ferry Terminal project. In order to receive the grant funds, TIDA must enter into a master agreement with Caltrans. At the request of TIDA, since they do not have a master agreement with Caltrans, TIMMA has agreed to accept the funds as the sponsor and implementing agency, on behalf of TIDA.

☐ Fund Allocation

☐ Fund Programming

☐ Policy/Legislation

☐ Plan/Study

☐ Capital Project Oversight/Delivery

☐ Budget/Finance

☒ Contract/Agreement

☐ Other: _____

BACKGROUND

In 2012, the Federal Highway Administration awarded $3 million in Ferry Boat Discretionary funds for the construction of the Treasure Island Ferry Terminal project. In order to receive the grant funds, TIDA must enter into a master agreement with Caltrans. At the request of TIDA, since they do not have a master agreement with Caltrans, TIMMA has agreed to accept the funds as the sponsor and implementing agency, on behalf of TIDA. Caltrans requires a Board resolution identifying the person(s) authorized to execute these funding agreements and the title of the grant.

Over the last year, we have worked with the Metropolitan Transportation Commission to reprogram the Ferry Boat Discretionary funds from TIDA to TIMMA. On January 27, we received the federal-aid master agreement from Caltrans for execution. Under the master agreement, we agree to comply with all federal laws, regulations, policies, and procedures relative to the design, right of way acquisition, environmental compliance, construction, and maintenance of the completed facility. Upon execution of the master agreement, we will be able to proceed with obligating the grant funds for the project.

DISCUSSION

A description of the Ferry Terminal Project is provided below along with information on the relevant federal grant. The project and associated funding will be included in TIMMA's annual budget and work program for Fiscal Year (FY) 2021/22.

Treasure Island Ferry Terminal Project (Construction). The Treasure Island Ferry Terminal will be constructed in conjunction with the redevelopment of former Naval Station Treasure Island (NSTI), a former military base selected by Congress for closure in 1993. The redevelopment of NSTI, including the Ferry Terminal Project, is being carried out through a public-private partnership led by the TIDA, in conjunction with its private master developer partner, Treasure Island Community Development (TICD). Through its partnership, NSTI will be transformed into a new, mixed use transit-oriented neighborhood and regional destination. The project has been recognized as an international model of new sustainable community development, due in part to the proposed transportation demand management programs and transit service.

The aforementioned $3 million in federal funds would fund construction of landside improvements for the Treasure Island Ferry Terminal, including shelters, queuing areas, and ticket vending . TICD has fully committed to fulfill the 20% local match requirement as part of the Disposition and Development Agreement between TIDA and TICD. The construction of the Treasure Island Ferry Terminal work will take approximately 21 months to complete, currently anticipated to be done by December 2023.

FINANCIAL IMPACT

Approval of the recommended action would facilitate compliance with Caltrans funding agreement requirements and enable TIMMA to seek reimbursement of federal grant funds

administered by Caltrans for the project. We will incorporate funding for this project into the FY 2021/22 Annual Budget scheduled for Board adoption in June. We will bring procurements to be funded by these grants, where applicable, to the Board for approval as part of future agenda items.

SUPPLEMENTAL MATERIALS

None.

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TREASURE ISLAND
MOBILITY MANAGEMENT AGENCY

TC031621 RESOLUTION NO. 21-05

RESOLUTION APPROVING THE TREASURE ISLAND MULTI-OPERATOR TRANSIT PASS STUDY FINAL REPORT AND ADOPTING THE TREASURE ISLAND MULTI-OPERATOR TRANSIT PASS DESIGN FRAMEWORK

WHEREAS, On June 7, 2011, the Board of Supervisors approved the Treasure Island/Yerba Buena Island Development Project, including a Development Agreement and a Disposition and Development Agreement with Treasure Island Community Development, as well as the Treasure Island Transportation Implementation Plan (TITIP); and

WHEREAS, The TITP calls for a comprehensive, integrated program to manage travel demand on Treasure Island as it develops, the Treasure Island Mobility Management Program (TIMM Program), which includes a complimentary package of strategies and services including required purchase of transit passes by residents, parking fees, and a multimodal congestion pricing program that applies motorist user fees to support enhanced and new bus, ferry, and shuttle transit, as well as bicycle sharing, to reduce the traffic impacts of the project; and

WHEREAS, The TITIP calls for a mandatory pre-paid transit pass to be included in the homeowner fees for all new market rate housing units on Treasure Island and Yerba Buena Island and requires hotel guests to purchase a voucher with a pre-loaded value that could be used towards transit fares; and

WHEREAS, Staff initiated the Treasure Island Multi-Operator Transit Pass Study (Study) to recommend the design, eligibility for different user groups, and affordability features of the pass; and

WHEREAS, The goals for the Study include: maximize transit ridership, provide affordable transit access, enhance customer experience, able to implement the transit pass with overall TIMM Program launch, and achieve financial sustainability; and

WHEREAS, The attached final report for the Study details the Study recommendations for (1) the multi-operator pass design, (2) eligibility for different user groups, (3) and

affordability features of the pass; which collectively comprise the design framework for the Treasure Island Multi-Operator Transit Pass; and

WHEREAS, The Study recommends an institutional pass on a Clipper account for residents and workers; and

WHEREAS, The Study recommends that the multi-operator pass include all three transit modes that will serve the Island: Muni (all routes), AC Transit (all local routes) and WETA ferry service to and from Treasure Island and the downtown San Francisco Ferry Terminal; and

WHEREAS, The Study recommends that the residents of new market rate units will receive one pass per household as part of their Home Owner Association dues; and

WHEREAS, The Study recommends that the pass be available at a discounted price for optional purchase by residents of below market-rate units and Treasure Island workers and;

WHEREAS, The Study recommends that the Treasure Island hotel visitors receive cash credit on a Clipper card or on the Clipper mobile application; and

WHEREAS, Approval of the Study's recommendation will the guide next steps in project development including transit fares for WETA and AC Transit for the new Treasure Island-serving routes and recommend the transit pass costs; and

WHEREAS, At its March 16 meeting, the TIMMA Committee was briefed on the Study and its recommendations and unanimously recommended approval of the Treasure Island Multi-Operator Pass Final Report and Adoption of the Treasure Island Multi-Operator Transit Pass Design Framework; now, therefore, be it

RESOLVED, That the TIMMA hereby approves the Treasure Island Multi-Operator Pass Final Report and adopts the Treasure Island Transit Pass Design Framework.

TREASURE ISLAND
MOBILITY MANAGEMENT AGENCY

Attachment:

1. Treasure Island Multi-Operator Transit Pass Study Final Report

Enclosure:

1. Appendices

TRANSIT PASS REPORT

Treasure Island Multi-Operator Transit Pass Study – Final Report

Prepared for

SFCTA

March 9, 2021

Final Version

ch2m

TIMMA
TREASURE ISLAND
MOBILITY MANAGEMENT AGENCY

Contents

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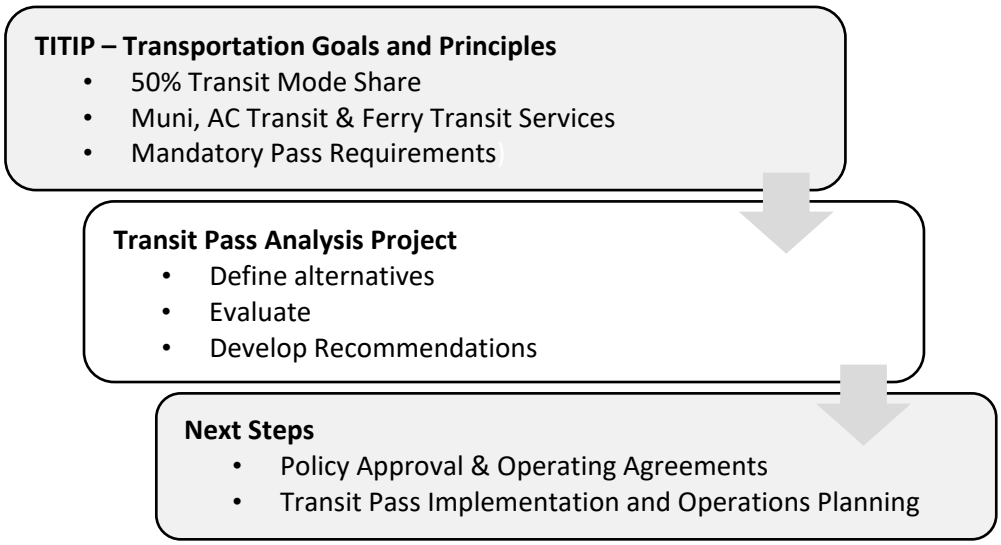
1. Executive Summary

Transportation management is a key component of the successful development of Treasure Island. The principles defined in the Transportation Implementation Plan, approved in 2011 by the Treasure Island Development Authority and the San Francisco Board of Supervisors, identify program objectives as the project moves from concept to planning and implementation.

These principles form the basis for multiple complementary programs defined in the TITIP that will provide vibrant, multi-modal travel options for all Treasure Island patrons, and support the overall program goal of achieving 50% transit mode share. The Transit Pass program defined in this document is an important part of the Treasure Island transportation program.

Transit Pass Development Process



The Transit Pass Analysis project has been conducted by the TIMMA Project Team (SFCTA staff and technical consultants) with the active participation of key stakeholders including transit agencies providing service to Treasure Island, MTC, the Treasure Island Development Authority (TIDA) and Treasure Island Community Development (TICD). TIMMA staff have presented Transit Pass alternatives to the public and obtained feedback at workshops, and staff have provided interim updates to the TIMMA and TIDA Boards.

The resulting Transit Pass recommendation is presented to the TIMMA Board for consideration. Upon approval TIMMA staff will move forward with implementation and the next steps defined in this report.

1.1. Background

The development of Treasure Island Transit Pass recommendation is based on the requirements defined in the Treasure Island Transportation Implementation Plan (TITIP), adopted by TIDA and the Board of Supervisors in 2011.

Transit Pass Requirements
➢ Valid on all transit services: Muni, AC Transit, Bay Ferry ➢ Supported via the Clipper program ➢ Market Rate Residents & Hotel Visitors – required to purchase 1 pass per-household/room

Working with a Technical Advisory Committee (TAC) comprised of the key stakeholders mentioned above, the Transit Pass Analysis Project has developed a detailed recommendation for meeting the Transit Pass requirements defined in the TITIP.

1.2. Transit Pass Recommendation

The TIMMA Project Team recommends the following to the TIMMA Board for consideration:

Treasure Island Access Pass – Recommendation for Treasure Island Residents and Workers

Access Pass Attributes
Transit Agencies ➢ Muni – all service ➢ AC Transit – Treasure Island & Local East Bay service ➢ WETA – Treasure Island-to-San Francisco ferry service (when available) **Trip Coverage** ➢ Unlimited trips on and off Treasure Island, and connecting Muni and Local AC Transit **Treasure Island Customer Groups** ➢ Residents, Workers **Pass Distribution** ➢ Residents – automatically via Clipper; enrollment managed by HOA (mandatory pass holders) or TIMMA (voluntary pass purchases) ➢ Workers – automatically via Clipper; managed through employers and TIMMA **Communities of concern** ➢ The TDM program will offer the Access Pass to communities of concern (residents of below market rate housing) at a discounted rate to be determined by TIMMA (established and managed by TIMMA)

Treasure Island Transit Cash – Recommendation for Treasure Island Visitors (hotel only)

Transit Cash – Full Buildout Pass Recommendation for Visitors (hotel)
Transit Agencies ➢ 23 - all Bay Area transit with Clipper (Muni, AC Transit, WETA, BART, etc.) **Trip Coverage** ➢ Limited to Clipper cash value limit ➢ Can be used for BART to SFO or OAK airports **Treasure Island Customer Groups** ➢ Visitors (hotel only) ➢ May be available via mobile device

The Project Team developed these recommendations based on active participation by TAC members and feedback from the public and TIMMA Board, as described in subsequent sections of the report.

1.3. Transit Pass Customers

The attributes and characteristics of these two alternatives best met the differing needs of Treasure Island customer groups. As discussed in the report the recommendations scored highest with the evaluation criteria for Treasure Island residents, workers and visitors, considering both those customers required to buy the pass and those that might wish to utilize the Transit Pass as a discretionary purchase.

Access Pass Customers

Residents – mandatory

- One-per market rate household

Residents – discretionary

- Additional market rate residents
- Below market rate residents
  A key attribute is the ability to provide **communities of concern with the option to purchase the Transit Pass at a discounted rate to be determined (funded by TIMMA)**

Workers – discretionary

- Optional employer-based program with TIMMA

Transit Cash Customers

Visitors – mandatory (1-per hotel room)

Visitors – discretionary (additional purchases for multi-occupant hotel rooms)

1.4. Technical Advisory Committee and Public Feedback

The Transit Pass recommendation is based on consensus from the TAC through all stages of the project and feedback from public workshops, each group bringing their unique perspective. Highlights of TAC member contributions and feedback are as follows:

AC Transit

Fare Policy and Financial Performance

It was noted during the project that **AC Transit would need to adopt fare policies to support implementation, notably fares and possible pass pricing for Treasure Island service**.

SFMTA / Muni

Financial Performance

As TIMMA will be collecting Transit Pass revenue on behalf of SFMTA, Muni noted the importance of developing equitable revenue allocation methodology.

As TIMMA and SFMTA staffs develop details regarding Transit Pass revenue allocation for usage on Muni bus service, as outlined in Section 4, there is agreement that **this effort will be based on the institutional pass principles approved by the SFMTA Board.** These policies have been used for the transportation program implemented with the SF State Gator Pass.

WETA

Forecast Transit Usage & Transportation Demand Model Limitations

WETA staff noted that the Transit Pass Study usage and revenue estimates relied on static outputs from TIMMA's transportation demand model, limiting the ability to test performance of different Transit Pass alternatives.

The Project Team noted this limitation. To help ameliorate potential impacts on long-term Transit Pass strategy **TIMMA will actively monitor Transit Pass performance after program launch, working with partner agencies to revise the approach as necessary**. This will take place prior to finalizing Transit Pass fare policy for WETA, scheduled to launch service at the same time as the hotel.

MTC / Clipper Program Management

Performance Monitoring & Evaluation

Echoing WETA, MTC representatives requested that TIMMA not limit their analysis to the planning phases of the Transit Pass project. MTC noted that analyzing Transit Pass usage after program launch could help identify strengths and weaknesses, enabling TIMMA to identify

adjustments that might better meet customer needs. The Project Team agreed with MTC and TIMMA is planning on an ongoing monitoring and evaluation program.

Clipper Program Functionality
As managers of the Clipper program MTC noted that they are in the midst of procuring the C2 Clipper Next Generation system. As implementation of the C2 system will not occur until after the opening of Treasure Island housing and launch of the Transit Pass program, MTC staff noted that it may be worthwhile to reevaluate the Transit Pass after launch, taking into consideration functional capabilities of the C2 system.

TIDA & TICD

Customer Ease of Use, Pass Pricing and Value
TIDA and TICD represented both the interests of future Treasure Island customers and a financial performance perspective. This included a focus on alternatives that would be easily understood by customers and a focus on pass pricing commensurate with the level of service provided.

Public Input

Access Pass Provides Unlimited Travel

Public input is a core principle underpinning development of the Transit Pass recommendation. To ensure that potential future customers had the opportunity to review alternatives and provide feedback TIMMA staff conducted several outreach events during the Transit Pass study.

Presented with the Access Pass and Transit Cash alternatives, input received at outreach events clearly pointed in favor of the Access Pass. The main aspect of this preference pointed to the **unlimited travel** provided by the Access Pass, as opposed to the fixed amount of Clipper cash value with Transit Cash.

1.5. Next Steps

Upcoming actions to support implementation of the Transit Pass involve several policy and technical steps.

Transit Pass Adoption and Implementation

As noted in Sections 4 and 5, both policy and technical actions are necessary to support implementation:

Policy Next Steps – described in detail in Section 2

- Transit Pass Price Setting – TIMMA Board
- AC Transit and WETA Operating Agreements – updates as necessary
- Treasure Island Fare Policy – AC Transit and WETA

Revenue Allocation Next Steps – described in detail in Section 4

- Finalize SFMTA/Muni Transit Pass revenue allocation – SFMTA and TIMMA

Transit Pass Implementation Next Steps – described in detail in Section 5

- Develop and Implement Transit Pass Management Plan – TIMMA and stakeholders
- CONCURRENT – Clipper fare payment implementation for Treasure Island

  While not in the scope of the Transit Pass Analysis project, functionality for new Treasure Island transit service for AC Transit and WETA will need to be included in the Clipper fare payment system. As a stakeholder, TIMMA should remain in contact with AC Transit, WETA and MTC regarding completion of these tasks.

Clipper implementation work will include:

- Adding Treasure Island routes and fares for AC Transit and WETA
- Installing Clipper fare collection equipment for AC Transit and WETA, as necessary

A Transit Pass implementation schedule is available in Appendix 1 – Implementation Schedule & Milestones.

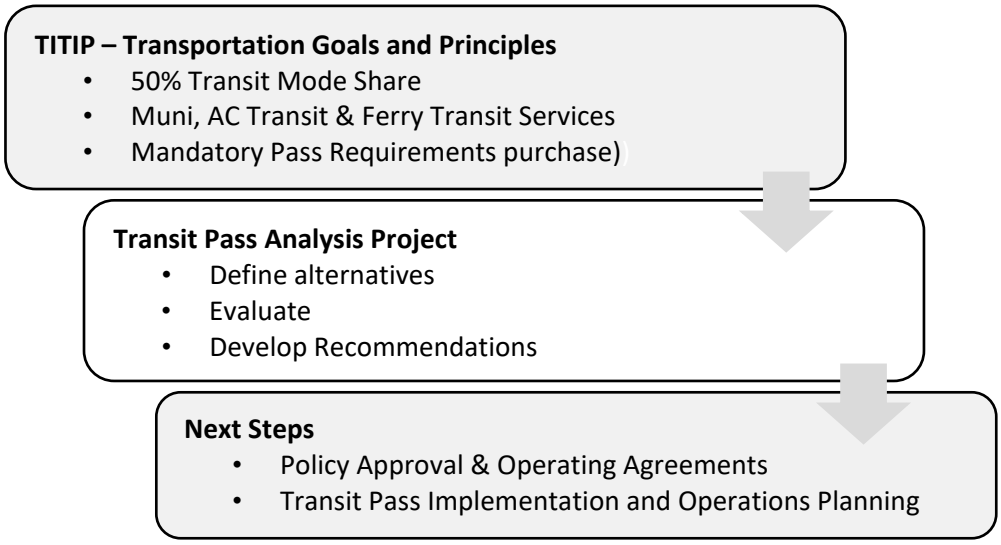
2. Transit Pass Policy, Goals & Objectives

Transportation management is a key component of the successful development of Treasure Island. The principles defined in the Transportation Implementation Plan approved in 2011 by the Treasure Island Development Authority and the San Francisco Board of Supervisors, identify program objectives as the project moves from concept to planning and implementation. **Treasure Island Transportation Implementation Plan (TITIP) Principles**

- *Transportation infrastructure on the Island will be designed around opportunities to safely and comfortably walk and bike as primary modes;*
- *Per TITIP, Treasure Island will have multiple transit services including SF Muni, AC Transit and Ferry Service.*
- *Automobile use will be discouraged via parking policies, congestion pricing, and other policies such as ramp metering;*
- *The plan will be financially viable; and*
- *Transportation services and pricing will be managed over time to meet the real-time needs of residents and visitors to Treasure Island.*[1]

These principles form the basis for multiple complementary programs defined in the TITIP that will provide vibrant, multi-modal travel options for all Treasure Island patrons, and support the overall program goal of achieving 50% transit mode share. The Transit Pass program defined in this document is an important part of the Treasure Island transportation program.

Transit Pass Development Process



2.1. Overview

The **Treasure Island Transit Pass** defined in the TITIP is targeted at residents and hotel visitors and will be valid for all public transit trips on and off the island. For market rate residents and Treasure Island hotel visitors, the Transit Pass price will be incorporated into HOA monthly fees paid by market-rate residents and hotel room fees paid by overnight visitors.

[1] *Treasure Island Transportation Implementation Plan*, Treasure Island Community Development, June 28, 2011. Section 2.1.

> *Those **residents and hotel visitors required to purchase the Transit Pass will experience "free" transit**, as the price will be pre-paid monthly via rent or homeowners association dues (for residents), or hotel fees (for overnight visitors).*[2]

The Transit Pass Analysis project also considered **below market rate (BMR) residents** and other groups not required to purchase the pass (e.g., additional residents in multi-occupancy households and workers). These discretionary customers would pay TIMMA for the transit pass through a voluntary purchase (residents) or an employer-based program (workers). Developing viable Transit Pass alternatives for all customers will help in meeting Treasure Island transportation goals.

The Transit Pass will be valid for **Muni bus service and Bay Ferry service to San Francisco, and AC Transit bus service to the East Bay**.

The pass price will be set by TIMMA and will increase over time, similarly to transit agency fares. The pass prices and assumptions used for the purposes of the Transit Pass analysis can be found in Section 3.4.

With numerous transit agencies serving the nine-county Bay Area the **Transit Pass will be delivered via the Clipper program,** supporting over twenty of the largest operators. Purchasing Clipper Cash Value in addition to the Transit Pass will provide access to all participating agencies as customers travel to and from work, home and leisure activities.

Transit Pass Requirements

- Valid on all transit services: Muni, AC Transit, Bay Ferry
- Supported via the Clipper program
- Market Rate Residents & Hotel Visitors – required to purchase 1 pass per-household/room

The Transit Pass is also designed to be flexible, taking advantage of innovations in transportation technology with minimal expenditure. Ongoing program evaluation and stakeholder coordination, particularly with the Clipper program management team, will facilitate this process.

2.2. Transit Pass Customers

The development of Treasure Island will increase travel by **residents**, **workers** and **visitors**, to and from both San Francisco and the East Bay.

To help meet the needs of these groups the TITIP defines both who is required to purchase the Transit Pass and the transit services it covers.

This analysis also considers adoption by discretionary groups as many customers will not be required to purchase the Transit Pass.

Transit Pass required and discretionary customer groups are:

- Market rate residents – 1 pass per household through HOA; residents will be able to buy additional passes from TIMMA if they choose.
- Below market rate residents – Transit Pass purchase is optional at a discounted rate (to be determined)
- Workers – Employers will receive at a discounted rate (to be determined) if they buy the passes in bulk (i.e., employers may obtain the pass at a discount when purchased on behalf of all employees, regardless of transit usage; discount amount to be evaluated and updated in accordance with SFMTA institutional pass program policies)

[2] *Treasure Island Transportation Implementation Plan*, Treasure Island Community Development, June 28, 2011. Section 7.3.

- Visitors – the price of one pass will be included in the hotel rate for Treasure Island Hotel visitors; additional hotel room occupants will be able to by the pass if they choose.

2.2.1. Treasure Island Customer Groups

The Transit Pass Analysis project relies on population and transportation forecasts developed by TIMMA. These projections enable identification of target customer groups and the evaluation of Transit Pass alternatives to meet these groups' transportation needs.

Table 2.1 displays major customer groups used for the evaluation. These figures represent estimated group sizes in 2025, when the hotel is present.

Table 2.1 2025 Projected Treasure Island Customer Group Breakdown

2025 Treasure Island Customer Groups	Households	Cust. by Group	All Customers
Total	**100%**	**100%**	**100%**
Residents	100%	100%	
Market Rate – **Required** Pass Purchase	**71%***	**25%***	24%
Market Rate – **Discretionary** (multi-occupant)		50%	
Below Market Rate / Legacy – **Discretionary**	29%	25%	
Workers – **Institutional Employer Program**		100%	1%
Visitors		100%	
Hotel – **Required** Pass Purchase		**38%***	75%
Hotel – **Discretionary** (multi-occupant hotel)		2%	
Day / Casual – Transit Pass **Not Applicable**		60%	

* Required Transit Pass purchases by households, residents or hotel visitors

The groups required to purchase the Transit Pass are noted in bold in Table 2.1. Both the required and discretionary customers are described in greater detail, below.

2.2.2. Transit Pass Customer Assessment

The TITIP defines required transit pass holders as market rate residents and hotel visitors. In addition to these groups, the Transit Pass Analysis project included additional residents, workers and day visitors to develop a full assessment of transit.

Required pass purchases – market rate residents will be required to purchase **one (1) pass per-household**, with payments to TIMMA via either monthly rent or homeowners' association dues; and, hotel customers will be required to purchase **one (1) pass per hotel room per night**, purchased via fees assessed with the hotel reservation.

Discretionary pass purchases – the Transit Pass will be made available for discretionary purchase to additional residents in market rate housing, and TIMMA will subsidize the pass for below market rate residents at a discounted rate (to be determined). Additional hotel visitors and workers will have the opportunity to purchase a pass as described below.

Residents – required and discretionary

Required *– Market Rate (1-per unit)*

Initial estimates would result in mandated Transit Pass purchases (1-per market rate household) by approximately **25% of all residents**. The remaining 75% of Treasure Island residents are in below market rate housing, are legacy residents, or are additional occupants of market rate units, and are not required to purchase the Transit Pass. The alternatives for both required and discretionary residents would be administered through an institutional pass program, not available to the general public, as discussed in Section 3.

Discretionary

Additional residents in **Market Rate** households can make a discretionary pass purchase if desired. Market rate residents comprise approximately 75% of all residents at buildout.

Below market rate and legacy residents – residents can make a discretionary purchase of a discounted transit pass if desired. Below market rate and legacy residents comprise approximately 25% of all residents at buildout. The analysis assumes that a **50% pass price discount**, provided by TIMMA, will be offered to below market rate and legacy residents.

Workers – discretionary

The ability of transit to serve transportation needs of those commuting to jobs on Treasure Island is an important part of the transportation landscape.

The Transit Pass could be offered to workers through an institutional employer pass program, as authorized through SFMTA's Institutional Pass and Class Pass programs.

Visitors – required and discretionary

Required *– Hotel (1-per room)*

Hotel visitor estimates indicate that Transit Pass purchases (1-per hotel room) would be required by approximately **35%-40% of all visitors**. Other visitors are making day trips or are additional hotel room occupants and do not fall under the Transit Pass purchase requirement. Note that the Transit Pass is a required purchase for hotel residents, regardless of the form (e.g., the Transit Cash or Access Pass alternatives).

Discretionary

Additional **hotel room** occupants will have the option to purchase Transit Passes on a discretionary basis, in addition to the required 1 pass-per-room.

Day/casual visitors do not fall under the Transit Pass umbrella. Applicable fare policies for this group will be set by Muni, AC Transit and San Francisco Bay Ferry. Day and casual visitors are estimated to represent 60% of total visitors.

2.3. Transit Services

Transit service to Treasure Island will be comprised of existing Muni bus service to San Francisco along with new AC Transit bus service to the Easy Bay and new San Francisco Bay Ferry service to San Francisco. The Transit Pass will be valid for travel on all Treasure Island transit services, and existing agency fare policies will apply to those customers using transit with the pass.

This section contains an overview of the transit service requirements defined in the TITIP.

2.3.1. San Francisco MTA/Muni – San Francisco Bus Service

The San Francisco Muni / SFMTA serves Treasure Island as part of their regular service. As currently scheduled in 2018, Muni route 25 operates 24-hours per day, with increased service frequency during the weekday morning commute (10-minute frequencies before 10 a.m.), and 20-minute frequencies during evening and weekend service.

The route serves the Salesforce Transit Center (STC) in San Francisco, providing direct access to other services at STC as well as easy access to BART and downtown San Francisco. Muni will continue to provide service as the development of Treasure Island progresses.

2.3.2. AC Transit – East Bay Bus Service

While not currently serving Treasure Island an important transportation link will be the addition of AC Transit bus service to the East Bay, serving residents when the first housing units open. TIMMA and AC Transit have developed the terms of providing this service independently from the Transit Pass Analysis project.

AC Transit service will provide connections between Treasure Island and Oakland, including downtown where passengers can transfer to BART and/or other AC Transit lines for destinations throughout the East Bay.

2.3.3. WETA/San Francisco Bay Ferry – San Francisco Ferry Service

As with the addition of AC Transit bus service, the new Water Transit will provide travel from Treasure Island to San Francisco. Ferry or water taxi operators include Water Emergency Transportation Authority (WETA), Tideline, PropSF and other private operators, and will provide new ferry service to Treasure Island. More detailed information will be available as the ferry / water taxi service is defined in upcoming years.

2.4. Transit Pass Analysis Program Goals and Objectives

The TITIP defines the Transit Pass as an important tool in achieving a 50% transit mode share for Treasure Island. In this context, the Transit Pass Analysis seeks to define a set of pass alternatives, evaluate these alternatives with TIMMA and program stakeholders, and develop a detailed Transit Pass recommendation that will support the mode share goal.

Grounded in TITIP principles, the Transit Pass Analysis Goals and Objectives served as the basis for defining and evaluating pass alternatives.

2.4.1. Transit Pass Analysis Goals

The goal of the Transit Pass Analysis is to define the fare policies and implementation details of the Transit Pass fare instrument, achieved through a consensus-based process involving key project stakeholders, particularly AC Transit, SFMTA and WETA.

Transit Pass Analysis Goals

- Definition of the Transit Pass instrument
- Transit pass implementation plan
- Support opening of the Treasure Island Mobility Management Program (TIMMP)

Delivering Treasure Island's transportation goals requires successful coordination with multiple partners. Operations of the Transit Pass requires working with AC Transit, SFMTA and WETA, as well as MTC as the Clipper program manager. The customer and financial impacts of the Transit Pass are also important to the Treasure Island Development Authority (TIDA) and Treasure Island Community Development (TICD).

Defining a set of Transit Pass Analysis goals set all program partners on a common path.

2.4.2. Transit Pass Objectives

Further clarifying project goals, the Transit Pass objectives identify discrete criteria used for alternative development and evaluation.

The project objectives in Table 2.2 are instrumental in developing the Transit Pass policy recommendations.

Table 2.2 Transit Pass Objectives

Transit Pass Objective	Evaluation Criteria
Support Treasure Island development schedule	• Serve AC Transit, SF Muni & WETA • Implementation plan for the transit pass recommendations
Financial impact assessment	• Cost estimates – capital and operating • Revenue – allocation framework and estimate
Maximize Transit Usage	• Residents • Workers • Visitors
Provide Equitable Transit	• Access for all constituents, including BMR
Optimize the Customer Experience	• Ease of use and access
Financial Sustainability	• Maximize farebox recovery

The Transit Pass Analysis findings and the recommendation contained in this report are based on these common goals and objectives.

3. Transit Pass Recommendation

To arrive at the Transit Pass recommendation TIMMA undertook a structured process to identify case studies, develop alternatives, define evaluation criteria, and perform a joint evaluation with project stakeholders.

TIMMA led the Transit Pass Analysis project with a Project Team comprised of SFCTA staff and technical consultants, and key stakeholders formed the Technical Advisory Committee which was involved in every step of the project.

Transit Pass Technical Advisory Committee (TAC) Members

AC Transit	MTC
SFMTA	Treasure Island Development Authority (TIDA)
WETA	Treasure Island Community Development (TICD)

Comprised of transit agencies serving Treasure Island (AC Transit, SFMTA, WETA), the Clipper program manager (MTC) and key stakeholders managing and developing Treasure Island (TIDA, TICD), the TAC provided valuable input and helped ensure the Transit Pass meets the needs of those providing services on Treasure Island.

Equally important are the needs of Treasure Island customers. To ensure that constituents were represented in the process TIMMA undertook several public outreach events during the project, presenting alternatives and obtaining feedback.

Input from these three groups, **TIMMA**, the **Transit Pass TAC** and the **public**, has been incorporated into the project and form the foundation of the Transit Pass recommendation. This section outlines the alternatives, evaluation criteria, and the recommendation resulting from this process.

The section closes with a discussion of Transit Pass enhancements that may be possible in the future with new technologies and changes in transit agency fare policies, including fare accumulators and mobile applications.

3.1. Case Studies

As the first task in the project, the case studies provided relevant information on existing and planned transit benefit programs to inform the development of alternatives and policy recommendations. To maximize relevance for Treasure Island the case studies analyzed four different programs in the San Francisco Bay Area.

- AC Transit Easy Pass
- Pre-tax Transit Benefit Providers (Clipper Direct, Wage Works, Commuter Check)
- San Francisco State University Student Transit Program
- Parkmerced Housing Development Transit Program

The programs listed above are included in the study to obtain broad, relevant feedback; a full description and discussion can be found in Appendix 2. Lessons Learned from the case studies are as follows.

Implementation cost

The institutional program model is low-/no-cost to implement; developing new fare payment functionality is costly in comparison to existing transit pass models.

Operational cost/impact

Outsourcing operational support to a third-party can be costly (e.g., Wageworks, Clipper Direct); these costs can be reduced/eliminated by managing operations internally, e.g. through a Transportation Demand Management program.

Transit subsidies

Administrative effort is necessary to manage enrollment and ongoing operations; this can be handled through a TDM program.

Cash value

Clipper cash value provides the greatest flexibility (inter-operable for all operators); but cash value doesn't provide unlimited service on/off the island and may be used on systems that don't serve Treasure Island (e.g., BART, Caltrain, etc.).

3.2. Alternatives

The Project Team developed a long list of Transit Pass alternatives that comply with the TITIP requirements concurrently with development of the evaluation criteria, see Appendix 3.

The scope of the pass options encompassed existing fare payment alternatives along with emerging technologies and developments in fare calculation and payment. Alternatives were evaluated for their ability to service all Treasure Island user groups: residents, workers and visitors.

3.2.1. Preliminary Feasibility Assessment

The Project Team and the TAC conducted a preliminary feasibility assessment of the long list of Transit Pass alternatives in Spring 2017, identifying the highest-ranking alternatives for full analysis.

Challenges that prevented alternatives on the long list from moving forward with the study included:

- Unlimited customer scope
  This issue arose with multi-agency pass alternatives available to both Treasure Island customers and the public – that is, a multi-agency retail pass, as opposed to a multi-agency institutional pass product with distribution managed by TIMMA. While AC Transit, SFMTA and WETA may choose to develop and approve a three-operator *retail* transit pass instrument in the future, available to all, the TAC identified significant obstacles to achieving this in the timeframe necessary for Treasure Island development. There were additional challenges assessing the utilization of a multi-directional pass, as we do not have data on general public demand and Treasure Island customer demand for a pass to both San Francisco and the East Bay.

  Some of the tasks necessary to support such an effort would include estimating customer demand for such a transit pass, developing business rules, identifying proposed pricing, negotiating multi-agency revenue sharing agreements, and conducting public hearings.

- Compatibility with Bay Area transit fare policy
  Some of the pass alternatives were based on fare policies that are not supported by Bay Area transit agencies, e.g. a multi-operator distance-based fare pass or a multi-operator fare accumulator.

  Multi-operator transit passes generally work best with agencies having similar fare structures. The agencies serving Treasure Island offer different types of services (local bus, inter-city bus, inter-city ferry) and their fare structures differ accordingly. This results in reduced feasibility for multi-operator distance-based passes or fare accumulators.

Should transit fare policies migrate to this type of fare structure then Transit Pass alternatives based on this scenario could be possible.

As transit operator fare policies evolve to meet changing policy goals and take advantage of new technologies, the Treasure Island Transit Pass may change accordingly.

Section 3.8 Future Transit Pass Alternatives addresses how TIMMA can position themselves to take advantage of such developments, should they occur.

Fare Accumulators – Future Policy and Technology Alternative

There is great interest in **fare accumulators** due to the increased access they provide for discounted travel. Customers "earn a pass", paying a per-trip fare until they reach a pre-determined amount, after which all additional trips in that month are free, eliminating the need for an up-front purchase of a monthly pass.

If Bay Area transit agencies change fare policy to offer accumulators in place of monthly passes with the Clipper – C2 program, then a Treasure Island accumulator may be considered.

TIMMA encourages Bay Area transit agencies and the C2 program to consider adoption of accumulators, easing access to discounted fare payment.

3.2.2. Selected Alternatives

Three alternatives emerged from the preliminary review for full analysis. All options both meet the baseline requirements defined in the TITIP and can be made available to some of the discretionary Treasure Island customer groups.

The selected alternatives would be delivered as an **institutional pass; i.e., it is not available to the public**. Accordingly, TIMMA would manage Transit Pass enrollment as part of the Treasure Island Transportation Demand Management program.

Pass Scenario #1 – Treasure Island Access Pass

The Access Pass is a **multi-agency transit pass** valid for all travel on and off the island.

Access Pass

Transit Agencies
- Muni – all service
- AC Transit – Treasure Island & Local East Bay service
- San Francisco Bay Ferry – Treasure Island service

Trip Coverage
- Unlimited trips

Treasure Island Customer Groups
- Residents, Workers and Visitors (hotel only)

Pass Scenario #2 – Transit Cash

The second alternative, Transit Cash, is comprised of **Clipper cash value loaded directly to participant Clipper cards/accounts**, which is then used to pay for transit on a per-trip basis.

Transit Cash
Transit Agencies ➢ 23 - all Bay Area transit with Clipper (Muni, AC Transit, WETA, BART, etc.) **Trip Coverage** ➢ Limited to Clipper cash value limit Additional per-trip cost if all Transit Cash is used before the end of the month **Treasure Island Customer Groups** ➢ Residents and Visitors (hotel only)

This alternative is available to **residents and visitors** (hotel only, full-buildout timeframe). Transit Cash isn't considered for workers as Clipper cash value is publicly available and Transit Cash offers no additional benefit for this group.

Pass Scenario #3 – Flex Cash

The third alternative, Flex Cash, provides participants with the option to **select the publicly available fare product of their choice, including passes and Clipper cash value**.

Flex Cash
Transit Agencies ➢ Single/dual-agency (pass option) – *or* – 23 agencies (Clipper cash value option) **Trip Coverage** ➢ Unlimited single/dual-agency (pass) – *or* – limited to Clipper cash value **Treasure Island Customer Groups** ➢ Residents and Visitors (hotel only)

The Flex Cash scenario assumes that a new, publicly available pass, the **Ferry-Fastpass** (Muni M-Pass functionality plus Bay Ferry routes to/from San Francisco) will be available to the public.

While the Ferry-Fastpass is included at the request of WETA, it is not an existing fare product. For such a pass to exist both Muni and WETA would need to develop applicable fare policies and pricing that require Board approval.

As with Transit Cash, the Flex Cash alternative is available to **residents and visitors** (hotel only, full-buildout timeframe). Flex Cash isn't considered for workers as Clipper cash value and agency-specific passes are publicly available, and Flex Cash offers no additional benefit for this group.

Flex Cash would be managed and delivered to participating residents and visitors through the Treasure Island Transportation Demand Management program.

NOTE: With the next generation Clipper program customers will likely be able to utilize Clipper cash value to purchase a transit agency pass, e.g. the Muni-only M Pass. If this is the case, then the Transit Cash and Flex Cash scenarios become identical.

3.2.3. Transit Pass Subsidy – Communities of Concern

As providing equitable transit is one of the core objectives of the Transit Pass program, the Project Team made sure to include provisions for a subsidized Transit Pass for communities of concern.

For the purposes of Treasure Island, communities of concern are defined as follows:

Residents – Transit Pass price subsidy – at a discounted rate to be determined by TIMMA (provided by TIMMA)
Those residents in Below Market Rate (BMR) housing units, and/or legacy residents

Workers – Transit Pass price subsidy – at a discounted rate to be determined by TIMMA (provided by TIMMA)
The Access Pass is the only alternative under consideration for workers. This would be offered through employers as an institutional pass. In this scenario, employers purchase passes in bulk for all of their employees at a discounted rate (on the assumption that approximately 50% of workers will utilize the pass).
As workers would not be purchasing the pass, additional subsidy is not necessary. TIMMA will also have the opportunity to manage pass pricing for individual employers on a case-by-case basis through the Transportation Demand Management program, if desired.

Visitors – Transit Pass price subsidy – Not Applicable
As the only Transit Pass requirement applies to visitors spending the night at the hotel, the Project Team proceeded with the assumption that hotel guests do not qualify for Transit Pass price subsidies.

Casual/day visitors will not have access to the Transit Pass. MTC, SFMTA and other major transit agencies are exploring opportunities for reduced fares for low-income customers via the Means-Based Fare Study.

Management of the Transit Pass program will fall under the TIMMA umbrella. Accordingly, TIMMA will have the opportunity to offer subsidized pricing to Transit Pass customers under their purview, as outlined above.

3.3. Alternative Assessment Criteria

The Transit Pass assessment criteria are based on the goals and objectives defined in Section 2.4. To accomplish this the Project Team first developed a proposed evaluation framework, presented to the TAC for review and comment in early 2017.

Evaluation Framework
The framework is a multi-factor assessment of policy alternatives considered against the fare study goals for Treasure Island demographic groups.

Quantitative

- Transit trip coverage
- Implementation cost estimate
- Operational cost estimate ($ and/or FTE)
- Revenue generation assessment

Qualitative

- Operational feasibility (as appropriate)
- Fare instrument access and distribution feasibility
- Policy implications (policy adoption & public outreach, Title VI analyses)

3.3.1. Transit Pass Evaluation Criteria

Utilizing this framework and feedback from the TAC, the Project Team developed detailed evaluation criteria. Table 3.1 maps the Transit Pass Objectives to specific evaluation categories and methodologies.

Table 3.1 Evaluation Criteria

Transit Pass Objective	Evaluation Category	Criteria Types	Evaluation Type
Maximize Transit Usage	Transit Trip Coverage	Projected usage; pricing flexibility	Qualitative & Quantitative
	Policy & Technical Feasibility	Fare policy; implementation complexity	Qualitative
Provide Equitable Transit	Policy & Technical Feasibility	Fare policy; implementation complexity	Qualitative
	Meets Needs of Communities of Interest	Projected usage; ease of use	Quantitative & Qualitative
Optimize the Customer Experience	[same as Objective]	Ease of access; familiarity	Qualitative
Financial Sustainability	Minimize Capital and Operating Costs	Cost; process & complexity	Quantitative & Qualitative

A detailed list of the criteria and corresponding evaluation of the selected alternatives can be found in Appendix 4. The Project Team and TAC jointly reviewed the detailed evaluation criteria in Spring 2017.

3.4. Scenario Evaluation & Price Assumptions

Evaluation of the Flex Pass, Transit Cash and Flex Cash scenarios involved developing quantitative estimates of pass usage and revenue, and qualitative assessment of the alternatives against the evaluation criteria.

- Quantitative Assessment and Pass Price Assumptions
    - **Estimated pass usage** utilizing the Treasure Island transportation demand model.

      Pass usage includes purchase by the mandated customer groups (market rate residents and hotel visitors), as well as estimated purchase rates by discretionary customers (additional residents in multi-occupancy households, below market rate, and legacy households.

      Discretionary customer group usage estimates are based on assumptions regarding usage and price, such that individuals would purchase the Transit Pass if it provided the best economic value. E.g., if the Transit Pass alternative is priced lower than a corresponding agency-specific pass, it's assumed that regular transit customers would purchase the Transit Pass.

    - **Price assumptions and estimated revenue generation**[3] based on assumptions regarding pass price and transit agency fares for travel to/from Treasure Island.

      Pricing assumptions are grounded in the TITIP and existing transit agency fare policies. For example, the analysis assumes a $3.40 Treasure Island bus fare for AC Transit, at the mid-point between the $2.25/$2.35 Clipper/cash Local fare and the $4.50 Transbay fare into San Francisco.

      For WETA ferry service, the analysis assumes a $3.80 Clipper fare and $5.10 cash fare. The project team selected a $3.80 WETA fare as the fare differential with Muni bus

[3] Note that all prices are current as of 2018 and do not express anticipated cost escalation or future fare policies that will likely be implemented. Transit Pass prices will be re-assessed in light of transit agency fare policies as implementation approaches.

service mimics the differential for WETA and AC Transit service between San Francisco and Oakland.

The Transit Pass revenue generation estimates use an assumed $125/month full price for travel using Muni, AC Transit or ferry (WETA) services, and a $63/month subsidized price for BMR and legacy residents (representing a 50% TIMMA price subsidy).

Updated revenue estimates will be generated after approval Treasure Island fares for AC Transit, WETA and the Transit Pass.

- Qualitative Assessment
  - **Policy and technical feasibility**

    The Project Team and TAC conducted qualitative assessments of the policy implications and technical viability of pass options. The breadth and depth of the TAC members and project team, including transit agency staff and Clipper program management staff and technical support, provided informed input for Transit Pass option review.

  - **Customer impact and ease of use**

    The Treasure Island-focused TAC expertise provided by TIDA and TICD representatives augmented the qualitative Transit Pass alternative assessment of the customer impact and ease of use criteria. In addition, public input provided to TIMMA staff through outreach events informed review of the usability of Transit Pass options.

Detailed evaluation methodology, assumptions and methodology are contained in Appendix 5 Technical Memorandum #1. Highlights of the evaluation of Transit Pass options are found in Table 3.2. The table indicates positive, no-difference and negative assessment in relation to the other two alternatives.

Table 3.2 Transit Pass Alternative Evaluation Highlights

	Trip Coverage	Policy and technical feasibility	Meets the needs of communities of interest	Customer experience / ease of use	Minimize capital cost	Minimize operating cost
Access Pass	↑ Provides unlimited trips on/off Treasure Island	↔ Fits in existing transit agency and Clipper context	↑ Valid for unlimited trips; price can be subsidized	↔ All options are based on existing transit fare payment media and use cases	↔ Minimal capital cost would be required for all alternatives	↑ Lowest cost for pass operations and admin.
Transit Cash	↓ Does not provide unlimited travel	↑ Based on existing fare policies and systems	↓ Does not provide unlimited or subsidized travel			↓ Requires active management for Clipper cash value and/or transit pass selection and distribution
Flex Cash	↔ Provides unlimited travel to either San Francisco or the East Bay	↓ Requires new fare policies and functionality	↔ Provides unlimited travel to either San Francisco or the East Bay			

3.4.1. Customer Group Differentiation

As the characteristics of the Resident, Worker and Visitor customer groups differ markedly, the Project Team and TAC performed independent evaluations of the Transit Pass alternatives for their ability to serve each constituency. Differentiating characteristics are noted in this section.

Resident Characteristics

As primary transit users on Treasure Island, relevant attributes of the Resident user group for the Transit Pass evaluation are as follows:

- Consistent Treasure Island customer group
  Residents will have regular needs to travel to and from Treasure Island, creating an ideal group for the monthly Transit Pass.
- Direct relationship with TIMMA
  TIMMA will have a direct, ongoing relationship with Treasure Island residents, facilitating deployment and management of the Transit Pass program.

Worker Characteristics

While TIMMA will not have a direct relationship with Treasure Island workers, they will interact with employers.

- Consistent Treasure Island customer group
  Like residents, workers will have an ongoing travel pattern to Treasure Island. This increases their viability for a monthly Transit Pass alternative.
- Secondary relationship with TIMMA (through employer)
  TIMMA will have relationships with Treasure Island employers and can offer a Transit Pass alternative to employers in bulk for all their employees (similar to AC Transit Easy Pass and SFMTA SF State and USF programs).
- Existing employer benefit programs and transit options
  Transit benefit programs offered by WageWorks, CommuterCheck and Clipper Direct are also available and support subsidized or pre-tax transit benefit programs.

As employer-based transit pass and pre-tax benefit alternatives exist for existing, publicly available transit passes, the Transit Pass alternatives that would be offered by TIMMA are limited to Treasure Island-specific options (e.g., the Access Pass).

Visitor Characteristics

The scope of the Transit Pass analysis is limited to hotel visitors as this is the only group with which TIMMA will have a relationship. For **casual visitors**, TIMMA will work with partner transit agencies (AC Transit and WETA) on the development of Treasure Island fares.

Hotel visitors are a unique group in that they are not anticipated to benefit from a monthly Transit Pass. This group will not be staying on Treasure Island long enough to benefit from a month of unlimited travel. Major group characteristics are as follows:

- Short-term Treasure Island customer group
  Hotel visitors are not anticipated to have lengthy stays on Treasure Island.
- Secondary relationship with TIMMA (through hotel)
  TIMMA will have relationships with the Treasure Island hotel. A visitor Transit Pass will be included in hotel fees.
- Far-flung origins/destinations
  The Project Team and TAC anticipate that hotel visitors wishing to use transit for their arrival and departure will most likely utilize additional transit agencies in addition to AC Transit, Muni and WETA.

  Accordingly, the Project Team and TAC weighted Transit Pass flexibility, the ability of the Pass to pay for additional transit services, higher for this group.

Differentiating the Transit Pass evaluation by user group, relying on the characteristics noted here, will help to ensure that the recommendations best meet the needs of all Treasure Island customers.

3.4.2. Transit Pass Alternatives by Group

Given the Treasure Island user groups, pass alternatives and evaluation criteria the Project Team and TAC considered the following Transit Pass scenarios.

Table 3.3 Transit Pass Alternatives by Group

Group (contact point)	**Residents** (TIMMA)	**Workers** (employers)	**Visitors** (hotel)
Access Pass	✓ Provides unlimited trips on/off Treasure Island	✓ Unlimited travel, offers a unique pass for Treasure Island	✘ Monthly pass not applicable for visitors
Transit Cash	✓ Increased flexibility; does not provide unlimited travel	✘ Identical options offered by Clipper Direct, WageWorks, etc.	✓ Increased flexibility; does not provide unlimited travel
Flex Cash	✓ Provides unlimited travel to either San Francisco or the East Bay	✘ Identical options offered by Clipper Direct, WageWorks, etc.	✘ Identical to Transit Cash for visitors

For **Workers**, the Transit Cash and Flex Cash scenarios were not considered as these fare products are available through existing transit benefit programs such as Clipper Direct, WageWorks and CommuterCheck. Employers maintain the ability to subsidize transit passes with these programs, and no additional benefits are available to employees.

For **Visitors,** the Access Pass scenario was not considered as a monthly pass is not applicable for a short-term hotel stay, and as a customer-specific pass for individuals traveling to Treasure Island it isn't available to the public for purchase. Additionally, Flex Cash was not considered separately for Visitors as it provides identical fare payment options to the Transit Cash scenario.

3.5. TAC Feedback and Public Input

The Project Team and TAC evaluated the three options over a series of meetings, obtaining input and revising assumptions throughout the process. In addition, TIMMA staff presented the pass alternatives to the public as a part of outreach events to solicit their feedback and identify preferences.

Highlights of the TAC review and customer outreach events are contained in this section.

3.5.1. Technical Advisory Committee Feedback and Next Steps

The Project Team and TAC shared universal priorities for the Transit Pass Analysis, seeking to maximize customer convenience and usage while minimizing costs. With unique perspectives and responsibilities for delivering services for Treasure Island, however, TAC members provided constructive input at various points throughout the project.

3.5.1.1. AC Transit

AC Transit's roles and responsibilities for delivery Treasure Island bus service to the East Bay are defined in the Operating Agreement with TIMMA. In addition to providing input into Transit Pass development and evaluation AC Transit providing the following key feedback:

Financial performance
AC Transit noted the importance of cost recovery of for Treasure Island transit service. AC Transit's roles and responsibilities are defined in the MOU with TIMMA.

Treasure Island fare and pass pricing

While not specifically in the scope of the Transit Pass Analysis, the project involved assumptions regarding transit fares and pass prices for AC Transit service to Treasure Island. It was noted during the project that AC Transit would need to adopt fare policies to support implementation, as noted in Section 4 – Implementation and Operations.

3.5.1.2. SFMTA / Muni

SFMTA / Muni is the only transit agency currently providing service to Treasure Island. Accordingly, Muni provided valuable perspective into transit policy and operations.

Financial performance
The SFMTA has legislated institutional pass programs, which are similar to the Transit Pass (e.g., SF State Gator Pass, ParkMerced).and the SFMTA provided valuable input on financial performance of these types of programs.

As TIMMA will be collecting Transit Pass revenue on behalf of SFMTA, Muni noted the importance of developing equitable revenue allocation methodology, adhering to the institutional pass principles approved by the SFMTA Board. Revenue allocation is addressed in Section 4.

3.5.1.3. WETA

WETA is expanding ferry service operations, adding new service to Richmond in Fall 2018 and planning service to Hunters Point. Accordingly, WETA provides an important perspective on appealing to new potential customers and increasing overall transit usage. WETA's primary inputs involved this topic.

Forecast Transit Usage & Transportation Demand Model Limitations
WETA staff noted that the Transit Pass Study usage and revenue estimates relied on static outputs from TIMMA's transportation demand model. The analysis relied on the ability of the pass alternatives to support a defined set of predicted transit trips; there was not an iterative feedback loop that estimated the ability of different pass products to increase/decrease the overall transit mode share of Treasure Island customers. Additionally, there was no data on bidirectional travel demand – that is, transit riders who take transit trips to both the East Bay and San Francisco on different days.

The Project Team noted this limitation. To help ameliorate potential impacts on long-term Transit Pass strategy TIMMA will actively monitor Transit Pass performance after program launch, working with partner agencies to revise the approach as necessary.

Treasure Island Ferry Fare
WETA staff noted that the ferry fare for service between San Francisco and Treasure Island has not been set. The Project Team assumed that this fare would be similar to bus/ferry fare differentials such as the AC Transit/WETA fare discrepancy for service between the East-Bay and San Francisco. Fare assumptions for estimating transit pass revenue generation are contained in Section 3.4.

WETA fare policy for service from San Francisco to Treasure Island has not been set and is one of the next steps for project implementation, as noted in Section 4.

Innovative Fare Policies
At the request of WETA staff the Flex Cash alternative includes the assumption of a Ferry-Fastpass product, a monthly pass valid for unlimited travel on all Muni routes and ferry routes with origins and destinations in San Francisco (i.e., the pass would not be valid for trips the begin or end outside of San Francisco). While this pass does not currently exist and would require approval by both SFMTA and WETA Boards, the Flex Cash alternative assumes this approval has taken place.

The Project Team is open and supportive of innovative fare policies and pass products and will incorporate such items in periodic operational evaluations of the Transit Pass program.

3.5.1.4. MTC / Clipper Program Management

MTC manages the Clipper regional fare payment system program and accordingly is a key stakeholder for Transit Pass implementation. MTC staff participated in TAC meetings throughout the project, providing input during all stages of development.

Performance Monitoring & Evaluation
MTC representatives requested that TIMMA not limit their analysis to the planning phases of the Transit Pass project. MTC noted that analyzing Transit Pass usage after program launch could help identify strengths and weaknesses, enabling TIMMA to identify adjustments that might better meet customer needs.

The Project Team agreed with MTC and TIMMA is planning on an ongoing monitoring and evaluation program.

Clipper Program Functionality
As managers of the Clipper program MTC noted that in 2017-2018 they are in the midst of procuring the C2 Clipper Next Generation system. As implementation of the C2 system will not occur until after the opening of Treasure Island housing and launch of the Transit Pass program, MTC staff noted the presence of technical limitations in considering Transit Pass alternatives, particularly fare accumulators.

Project staff noted this concern and took this into consideration when evaluating the near-term Transit Pass alternatives. TIMMA will also reevaluate the Transit Pass after launch, taking into consideration functional capabilities of the C2 system. See Section 3.8 for further discussion of future Transit Pass capabilities.

3.5.1.5. TIDA & TICD

Customer Ease of Use, Pass Pricing and Value
Representing the interests of future Treasure Island customers as well as pricing the pass at a point that marks its value, TIDA and TICD brought non-transit perspectives to the analysis. Bringing the customer perspective helped keep the analysis focused on pass options that were easily understandable for the public. Setting the price commensurate with the level of service provided, potentially unlimited travel on up to three transit agencies, helped inform discussion about pass pricing.

The Project Team took these perspectives into account when developing and evaluating the alternatives. It is worth noting that establishing the Transit Pass price is a key policy decision that will need to be undertaken, as identified in Section 5 and Appendix 1.

3.5.2. Public Input

Public input is a core principle underpinning development of the Transit Pass recommendation. To ensure that potential future customers had the opportunity to review alternatives and provide feedback TIMMA staff conducted several outreach events during the Transit Pass study.

At Treasure Island community group and focus group meetings, the project team presented the Access Pass and Transit Cash alternatives, input received at outreach events pointed in favor of the Access Pass. Below are the key advantages of the Access Pass that Treasure Island residents and business owners specified:

Access Pass

- Preferred the **unlimited travel** of the Access Pass, as opposed to the fixed amount of Clipper cash value with Transit Cash
- Simplified transfers between Muni, AC Transit and Ferry
- Fixed monthly cash amount to use any of the transit services for unlimited amount of time.

While it's worth noting that Flex Cash was not included in the outreach events as it was a late addition to the analysis, it is functionally very similar to Transit Cash.

3.6. Transit Pass Recommendation

After development by TIMMA staff and the TAC, presentation to and feedback from the public, and incorporation of input from project stakeholders the Project Team arrived at Treasure Island Transit Pass recommendations for the interim timeframe (before the hotel opens) and full buildout.

*The Project Team and TAC recommend adoption of the **Acesss Pass** for residents and workers, and **Transit Cash** for visitors (hotel guests).*

Table 3.4 Transit Pass Recommendations

	Transit Pass
Residents	**Access Pass**
Workers	
Visitors (hotel)	**Transit Cash**

3.6.1. Transit Pass Recommendation – Access Pass & Transit Cash

The Transit Pass recommendation encompasses AC Transit, SFMTA/Muni and a water transit provider (WETA). The Project Team conducted an **assessment of the Transit Pass alternatives** for all services and customer groups.

Access Pass – Full Buildout Pass Recommendation for Residents and Workers
Transit Agencies ➢ Muni – all service ➢ AC Transit – Treasure Island & Local East Bay service ➢ WETA – Treasure Island-to-San Francisco service **Trip Coverage** ➢ Unlimited trips on and off Treasure Island, and connecting Muni, Local AC Transit and ferry service. **Treasure Island Customer Groups** ➢ Residents, Workers **Pass Distribution** ➢ Residents – TIMMA-managed Transportation Demand Management (TDM) program will handle distribution of passes to required, market rate customers and offer the pass to discretionary customers for purchase, if desired ➢ Workers – the TIMMA TDM program will offer bulk purchase of the Access Pass to employers **Communities of concern** ➢ The TDM program will offer the Access Pass to communities of concern (residents of below market rate housing) at a discount rate to be determined by TIMMA (established and managed by TIMMA)

As a result of this analysis the Project Team recommends approval of the **Access Pass** for **residents and workers**, and **Transit Cash** for the **visitor** customer group.

Transit Cash – Full Buildout Pass Recommendation for Visitors (hotel)
Transit Agencies ➢ 23 - all Bay Area transit with Clipper (Muni, AC Transit, WETA, BART, etc.) **Trip Coverage** ➢ Limited to Clipper cash value limit ➢ Can be used for BART to SFO or OAK airports **Treasure Island Customer Groups** ➢ Visitors (hotel only) ➢ Full buildout – may be available via mobile device

When considered against the alternative, project stakeholders and the public found that the Access Pass benefit of providing unlimited travel on and off the island coupled with Muni and Local AC Transit service outweighed the disadvantage of being limited to Muni, AC Transit and WETA (Treasure Island only). For the visitor user group, however, the ability to use Transit Cash on any participating Clipper transit agency (including BART to or from the airport) outweighed the disadvantage of limited travel.

As the C2 Next Generation Clipper program should be in place by the time the hotel opens, there may be the opportunity to provide Transit Cash to hotel visitors via a mobile app. This could enable visitors to use Transit Cash for a BART trip from the airport to San Francisco or Oakland, and transferring to AC Transit, Muni or WETA to complete the trip.

More information on the evaluation of the full build out Access Pass and Transit Cash options and comparison to other alternatives can be found in Appendix 6.

3.6.2. Fare Media

As defined in the TITIP, the Transit Pass will be delivered as part of the Clipper regional fare payment system. Managed by MTC, the program currently supports 23 transit agencies in the nine-county Bay Area.

As currently implemented, Clipper is based on a smart card that has stored value or passes that can be used to board buses, commuter trains, light rail, cable cars and ferries. The program supports unique fare systems for all participants as well as transfer discounts (for single-agency and multi-agency travel).

3.6.2.1. Near-Term Transit Pass & Clipper System

The Transit Pass implementation will be based on the existing Clipper system, given the current schedule for the Clipper C2 program deployment and the opening of Treasure Island. This relies on each customer having their own Clipper card which will hold the Treasure Island Transit Pass.

Key attributes of the Clipper program include:

- Automated Transit Pass Delivery
  All program participants will need to register a Clipper card to receive the Transit Pass. At the beginning of each month the Clipper system will automatically deliver the Transit Pass to a participant's registered Clipper card; participants will not need to visit a ticket window, retailer or vending machine to obtain the pass.
- Fraud Prevention
  As Transit Pass customers will need to be registered to receive the pass, each participant can only have a single pass. If a Clipper card is reported lost or stolen the pass will be blocked before a replacement is issued. Additionally, "anti-passback" functionality in the Clipper system prevents multiple individuals from using the same pass to board.
- Loss Protection
  As noted under Fraud Prevention, if a pass is lost or stolen a replacement Clipper card and pass can be issued.
- Bay Area transit inter-operability
  While the Access Pass will be valid for travel using AC Transit, Muni and WETA (Treasure Island only), participants can use the same Clipper card to add Clipper cash value or other transit operator-specific passes for travel with other systems.

The Transit Pass program aligns with the Clipper operational structure. See Section 5 for more information on implementation and operations.

3.6.2.2. Pass Evaluation & C2 / Next Generation Clipper

MTC recently selected a vendor to deliver the C2 Next Generation Clipper program, Cubic Transportation Systems. Contract award took place in October 2018.

As development of the C2 system will occur prior to full buildout of Treasure Island the Project Team is recommending a **Transit Pass Evaluation, after deployment** and during C2 program development.

The pass evaluation will identify areas of improvement and coordinating with MTC regarding C2 system functionality will enable the Transit Pass to take advantage of advances in fare payment technology outlined in the following section.

3.7. Preliminary Transit Pass Prices[4] – Evaluation and Analysis

For the purposes of conducting the Transit Pass analysis, the Project Team and TAC utilized a range of estimated pass prices. The preliminary pricing in Table 3.5 informed both estimates of Transit Pass revenue and projected purchase rates by discretionary customers (residents not required to purchase the pass, additional hotel visitors).

Table 3.5 Preliminary Transit Pass Prices – AC Transit, Muni & Water Transit Provider

Treasure Island Customer Groups	**Access Pass** (per month)	**Transit Cash** (per month)
Residents		
Market Rate – **Required** Pass Purchase	$125-150	
Market Rate – **Discretionary** (multi-occupant)		
Below Market Rate / Legacy – **Discretionary**	$63-$75	
Workers – **Institutional Employer Program***	$63-$75	
Visitors		
Hotel – **Required** Pass Purchase		$10-$15
Hotel – **Discretionary** (multi-occupant hotel)		
Day / Casual – Transit Pass **Not Applicable**		

Residential Access Pass Pricing

- Market Rate Residents - $125-$150
  The low estimate ($125) is similar to the two-agency Muni + BART "A" pass, currently $94, and correlates to a scenario with just Muni and AC Transit service. The Project Team used the high estimate ($150) in scenarios considering Muni, AC Transit and water transit (WETA) services.
- Below Market Rate & Legacy Residents - $63-$75
  TIMMA will provide a 50% Transit Pass price subsidy for the below market rate and legacy residents.

Worker Access Pass Pricing

- Institutional Employer Program - $63-$75
  Similar to the institutional program pricing utilized by SFMTA, the Access Pass will be offered to employers as an institutional pass with a 50% price reduction (to be evaluated and updated periodically, in accordance with SFMTA institutional pass policies). For institutional programs, employers purchase transit passes for all of their employees regardless of transit usage. In general, approximately 50% of institutional passes are used, which serves as the basis for the 50% reduction in pass price.

Visitor Transit Cash Pricing

[4] Note that all prices are current as of 2018 and do not express anticipated cost escalation or future fare policies that will likely be implemented. Transit Pass prices will be re-assessed in light of transit agency fare policies as implementation approaches.

- Hotel Visitors - $10-$15
  The range of Transit Cash values for hotel visitors captures several different hypothetical scenarios. The $10 value would be closet to a round-trip ferry from Treasure Island to San Francisco (assume a $3.80 fare each way), plus a trip on Muni in San Francisco (assume a $2.50 fare and free transfers within 90-minutes). The $15 value would pay for BART from SFO-to-Embarcadero ($9.15 fare one-way), plus a round-trip on Muni from Treasure Island to San Francisco ($2.50 fare each way).

These values informed the estimated Transit Pass sales, usage and revenue figures utilized for the analysis.

3.8. Future Transit Pass Alternatives Analysis

As advances in transportation and payment system technologies continue both the Transit Pass and Clipper programs may move beyond current concepts.

This section notes current advances in transit fare payment that TIMMA may have the opportunity to take advantage of in the future.

3.8.1. Fare System Technology

Next generation fare payment systems and new technologies support multiple fare payment options, no longer tied to a single smart card.

3.8.1.1. Open Payments

This fare payment model involves using industry standard bank cards or contactless payments. As fare collection systems rely on contactless payment, too much time would be required to insert a credit card into a chip reader, Open Payments in transit can be accomplished with **Apple Pay** and **Google Pay** – systems that use contactless payment technology in phones for a secure transaction. Contactless credit cards, more prevalent in Europe, can also be used.

Current transit systems that support open payments include **TriMet's Hop Fastpass program in Portland** and the **Oyster fare payment system in London**.

A major benefit of open payments is that customers don't need to purchase a smart card (e.g., a Clipper card) to enjoy the convenience of automatic payment.

3.8.1.2. Fare Accumulators

Fare accumulators represent an advance in fare policy enabled by new fare payment system back office technologies. With accumulators, transit agencies replace pre-paid passes and increase the availability of fare discounts for low-income and other communities of concern.

Customers "earn a pass", paying a per-trip fare until they reach a pre-determined amount, or fare cap. After a customer reaches the fare cap all additional trips in that month are free. Accumulators eliminate to need for an up-front purchase of an expensive monthly pass.

It is worth noting that the current Clipper system is not account based and cannot support fare accumulators beyond a day pass (as are currently in place with VTA and AC Transit). Retrofitting the current system to support monthly accumulators would be akin to installing a new back office system, which MTC is currently in process of doing with the C2 Next Generation Clipper procurement. When the technical ability to support monthly fare, accumulators is present then Bay Area transit agencies may take fare policy actions to adopt this fare structure. When the technical and policy actions to adopt fare accumulators have been taken, then a monthly accumulator for Treasure Island may be possible.

3.8.1.3. Mobile Fare Payment

Mobile phone, app-based fare payment has expanded significantly in recent years. Muni and Caltrain have recently deployed agency-specific mobile fare payment apps, for example.

Aspects of mobile fare payment include:

- Can support visual-only or barcode/QR code validation.
- Mobile fare payment solutions provide customer convenience for the payment of single fares or purchase of passes
- Mobile fare payment eliminates the need for fare media
- Scan or visual validation

While the current Clipper system does not support mobile app-based fare payment the C2 Next Generation Clipper program likely will.

It is worth noting that the existing Muni and Caltrain mobile app-based passes are not interoperable with Clipper or with other transit agencies. These products support agency-specific travel.

3.8.2. Opportunities and Constraints

While many opportunities are available with new fare payment technologies the challenges associated with achieving them can be significant. The following table provides an overview of the benefits and costs of these advances.

Table 3.5 Fare Technology Opportunities and Constraints

Advantages	Disadvantages
OPEN PAYMENTS	
No separate transit card needed	Requires credit card or debit card
Universal fare payment instrument for customers	High payment certification cost for devices
	May not support all fare policies (e.g., monthly accumulators)
	Low adoption rate (current US)
FARE ACCUMULATORS	
Fare accumulators replace pre-paid passes and increase the availability of fare discounts for low-income and other communities of interest	To realize full advantage all participating transit systems should migrate to fare accumulators
Multi-agency fare accumulators can be supported	Fare policy and revenue sharing agreements are required among participants
	System complexity and cost increases significantly with additional operators
	All participants must adopt similar policies
MOBILE	
No separate transit card needed	Requires credit card or debit card
No equipment required (visual validation)	Limited ridership data without validators

Advantages	Disadvantages
Multiple fares with one app (e.g., family) Instant purchase and load Enables new fare products/policies Reduces use of vending machines and fareboxes	Limited to smartphone users with mobile app; Title VI implications Transit agency interoperability may be limited (requires multi-agency policy adoption)

4. Revenue Allocation & Distribution

The Treasure Island Transit Pass Analysis project identifies several fare product alternatives for customers using Muni, AC Transit and WETA to travel to and from Treasure Island. As TIMMA will be the organization collecting revenue in some of the scenarios a revenue allocation and distribution framework is needed to accurately attribute revenue to the participating transit agencies.

This section outlines stakeholder roles with respect to Transit Pass revenue and a preliminary revenue distribution framework for SFMTA, based on initial discussions and review between TIMMA and SFMTA staffs.

4.1. Transit Pass Revenue Overview

When the Transit Pass is launched two transit agencies will provide service initially, AC Transit and Muni, and with the addition of WETA three transit agencies will serve the island when the hotel opens. While transit agencies generally collect farebox and pass sales revenue directly this will not be the case for the Transit Pass.

Roles differ among the transit agencies with respect to Treasure Island operating cost and fare revenue, as the new service provided by AC Transit and WETA will be supported by TIMMA. Accordingly, these roles impact handling of Transit Pass revenue.

AC Transit and WETA

In accordance with Operating Agreements with AC Transit and WETA, respectively, TIMMA will reimburse each agency for the operating cost of providing transit service to Treasure Island. Treasure Island transit revenue collected for travel with AC Transit and WETA is handled as follows:

- Cash fares, Clipper cash value, agency passes (as applicable) – Treasure Island operating cost reimbursement offset
- Transit Pass / TIMMA-collected revenue – operating cost reimbursement offset

AC Transit and WETA will need to report to TIMMA the value of agency-collected revenue for operating cost reimbursement offset. As TIMMA is reimbursing operating cost independently of the Transit Pass program, revenue allocation is not required.

Muni / SFMTA

Muni will continue to provide transit service to Treasure Island, directly collecting revenue for fare payment. As TIMMA will not be reimbursing SFMTA for Treasure Island transit service operating cost a revenue distribution agreement is necessary.

- Cash fares, Clipper cash value, agency passes – Muni directly collects fare revenue via existing channels (e.g., farebox, Clipper, Muni Mobile, etc.)
- Transit Pass / TIMMA-collected revenue – revenue distribution for Transit Passes used for Muni service

TIMMA and SFMTA will need to define a revenue distribution agreement for Transit Passes used on Muni bus service.

In communication to TIMMA in 2018, SFMTA staff requested that distribution of Transit Pass sales revenue for Muni be consistent with the fare policies and discounts available to all other customers. The preliminary revenue distribution framework contained in this section is based on that underlying principle.

4.2. AC Transit & WETA Operating Cost Reimbursement Offset

As TIMMA will be reimbursing the operating cost of Treasure Island transit service delivery for AC Transit and WETA the agencies will need to accurately account for all Treasure Island farebox revenue.

4.2.1. TIMMA Collected – Transit Pass Revenue

Transit Pass revenue collected by TIMMA will be utilized to offset the operating cost reimbursement for AC Transit and WETA. While TIMMA will monitor and track Transit Pass usage with each transit provider, operating cost reimbursement is addressed in respective Operating Agreements and will not be calculated based on Transit Pass usage.

4.2.2. Agency Collected – Cash, Clipper Cash Value & Agency Pass Revenue

As any operating cost shortfall for AC Transit and WETA transit service to Treasure Island will be reimbursed by TIMMA, the transit agencies will need to report to TIMMA the farebox revenue associated with their respective Treasure Island services.

Agency-collected farebox and ridership data will be necessary to complete this task. It is anticipated that transit usage will involve a mix of Clipper and cash fare payment. Development of the Transit Pass Management Plan, described in Section 5.3.1, will include further definition of this task.

4.2.2.1. AC Transit

AC Transit will need to identify the value of cash and Clipper cash value fares paid for travel to Treasure Island, as well as funds collected for the sale of Treasure Island-specific passes (if AC Transit creates a new, Treasure Island-specific pass). This will include payment of upgrade fares (e.g., reduced Treasure Island fare for a customer with an AC Transit Local pass) and transfers for Treasure Island routes.

AC Transit Fare Payment*	Agency collecting revenue	T.I. Operating Cost Offset	Report Usage and Revenue
T.I. cash fare	AC Transit	Yes	AC Transit → TIMMA
T.I. Clipper cash value fare			
T.I. Agency-specific pass			
T.I. Transit Pass	TIMMA	Yes	Yes

* Fare policies for Treasure Island, including cash, Clipper and monthly pass (if applicable) need to be established and adopted by AC Transit independently of the Transit Pass project.

4.2.2.2. WETA

WETA will need to identify the value of cash and Clipper cash value fares paid for travel to Treasure Island. This will include payment for transfers to Treasure Island routes.

WETA Fare Payment*	Agency collecting revenue	T.I. Operating Cost Offset	Report Usage and Revenue
T.I. cash fare	WETA	Yes	WETA → TIMMA
T.I. Clipper cash value fare			
T.I. Transit Pass	TIMMA	Yes	Yes

* Fare policies for Treasure Island, including cash and Clipper, need to be established and adopted by WETA independently of the Transit Pass project.

4.3. SFMTA Transit Pass Revenue Distribution

As SFMTA will continue to provide transit service to Treasure Island after launch of the Transit Pass, a revenue distribution agreement for use of the pass on Muni service is necessary.

While TIMMA and SFMTA staffs are currently developing this approach, there is agreement on the underlying principle for reimbursement.

SFMTA-TIMMA – Treasure Island Transit Pass Reimbursement Principle

Muni will be reimbursed (in advance) in accordance with existing SFMTA fare policies and institutional pass program rules

This principle is in accordance with the Institutional Pass policy approved by the SFMTA Board, whereby prices are set based on estimated transit revenue for the entire group, taking into consideration the demographics and specific characteristics of the group and/or institution in question.

The details of this arrangement will take into consideration how customers would be expected to pay for Muni service in the absence of the Treasure Island Transit Pass. The revenue distribution agreement will then define SFMTA reimbursement in accordance with those findings. TIMMA and SFMTA staffs have conducted preliminary discussions on defining the revenue distribution agreement for the Transit Pass and will seek to finalize these arrangements in the coming months.

The specific terms and language defining this approach will be subject to TIMMA and SFMTA approval before implementation. Usage and rates will be evaluated and updated periodically during the life of the program.

5. Implementation and Operations

Initial steps for implementing and operating the recommended Transit Pass policy will begin soon after TIMMA approval. As the Treasure Island Transit Pass program is finalized, the implementation approach and the accompanying planning and oversight need to be reviewed from a scope, scheduling and time management standpoint.

This section and the accompanying Appendix 1 Implementation Milestones and Preliminary Schedule outline the **planning, coordination and implementation needs and next steps** for the recommended Access Pass.

5.1.1. Transit Pass Implementation and Operations Planning

As outlined in Section 3.4 Scenario Evaluation, the Project Team and TAC considered capital and operating cost and feasibility in the alternatives analysis. The Access Pass met or exceeded the performance of the other options in terms of the cost and technical implications of both implementation and operations.

Primary activities needed to launch the Transit Pass program include the following.

Transit Pass Policy and Operating Agreements

AC Transit and WETA Operating Agreements and Fare Policies (including Title VI, as applicable)

Supplemental Review and Policy Actions (see Section 5.2.14) – SFMTA and MTC

Transit Pass Management Plan

Participant Enrollment and Fare Media Distribution

Communications Planning – partner agency and customer

Stakeholder Coordination

Communicating with Clipper to receive usage data and transit pass loaded cards

Reporting and Performance Monitoring

Financial Analysis and Revenue Allocation

Transit Pass Assessment for Full Implementation

Transit Pass Management Plan Implementation Milestones

Transit Pass Implementation Activities (see Section 5.4, for more details)

The activities associated with implementing and operating the Transit Pass involve coordination with multiple parties in the years and months prior to launch. Activities range from providing input into Clipper next-generation system planning to incorporation of the Transit Pass into the Treasure Island Transportation Demand Management (TDM) program.

5.2. Transit Pass and Treasure Island Fare Policy; Operating Agreements

Participating operators will need to formally adopt any fare policy changes needed to provide specified service/routes to Treasure Island and enter into operating agreements with TIMMA.

5.2.1. Policies and Agreements

5.2.1.1. Transit Pass Policy – TIMMA and Transit Pass TAC

Transit Pass approval is based on findings of the Transit Pass Analysis Project. Note that evolution of transit agency fare policies, new technologies and performance of the Transit Pass may result in future updates to the Transit Pass.

- Spring 2021
- Deliverables: Final Report; TIMMA approval

5.2.1.2. Operating Agreements

Updates to the operating agreements between TIMMA, AC Transit, SFMTA and WETA to accommodate the approved Transit Pass Policy may be required. Operating agreements will include allocation of revenue collected by TIMMA for Transit Passes used on Muni, and data requirements for Transit Pass usage analysis and revenue allocation, as included in the Transit Pass Analysis Final Report.

After approval of the Transit Pass Policy, transit agency operating agreements will be reviewed and updated by TIMMA and the appropriate transit agencies, if necessary.

- End-2021(estimate, undertaken separately from the Transit Pass Analysis Project)
- Deliverables: updated operating agreements; supporting deliverable – Transit Pass Final Report

5.2.1.3. Fare Policy Adoption – AC Transit and WETA

Transit agency approval of new fares and/or passes for service to Treasure Island will be required for some transit operators; and a Title VI assessment may necessary. For example, AC Transit and WETA will need to establish fares and passes (if applicable) for service to Treasure Island. As Muni currently operates service to Treasure Island this will be limited to any actions necessary to approve Transit Pass-specific policies.

- 20 months prior to launch for AC Transit
- 20 months (approximately) prior to launch for WETA (TBD)
- Deliverables: approved Treasure Island transit agency fare policy

Note: should a water transport provider other than WETA deliver service to Treasure Island then one of the alternatives outlined in Section 6 will need to be pursued for Transit Pass implementation. Due to the time and process required to update Clipper system functionality**, if a water service provider other than WETA will be utilized then a Transit Pass implementation approach should be defined and pursued with MTC as soon as possible.** See Section 6 for a discussion of alternatives.

5.2.1.4. Supplemental Review and Policy Actions – SFMTA, MTC

While SFMTA is not adopting a new fare policy for routes serving Treasure Island and MTC is not currently updating the Clipper system, these organizations are key stakeholders. Supplemental review for SFMTA and future Clipper contract actions on behalf of MTC will be necessary to support program implementation.

SFMTA

- Review by MTA staff concurrent with TIMMA consideration of Access Pass recommendation
- Operating Agreement (for data and revenue allocation)

- City Attorney assessment and possible MTA Board actions (Title VI assessment should not be required as the Transit Pass aligns with SFMTA's institutional pass policy)

MTC

- New Clipper fare policies for AC Transit and WETA, see Section 5.2.1.3
- Clipper implementation with bus fleet and ferry operations (see Section 5.4, for more details)

As SFMTA currently operates service to Treasure Island via Route 25, new fare policies are not needed. SFMTA will, however, review the recommended Access Pass policies and requirements to determine if additional action is required for finalizing revenue allocation, data sharing and/or other related items.

As the Clipper program manager MTC will continue to be a key stakeholder. New routes for AC Transit and WETA will need to be defined, along with corresponding fare policies and the procurement and installation of equipment. Ongoing coordination with MTC regarding development of the next generation C2 program is an important activity for TIMMA staff. Sections 5.3 and 5.4 provide detail on Transit Pass management and implementation actions, including a list of deliverables (end of Section 5/4).

5.3. Transit Pass Management

Operational planning for the program will need to take place through coordination with TIMMA and relevant stakeholders (the developer, employers, MTC/Clipper vendor, transit operators). Starting in 2019, planning, staffing and ongoing management will be decided on by these groups and maintained for the interim through the full launch and over the life of the program. Transit Pass management should be incorporated into TDM planning.

5.3.1. Transit Pass Management Plan

Pending approval of the Transit Pass, internal TIMMA coordination and communication with TIDA, TICD and Transit Pass stakeholders will be necessary to plan for program implementation and operations. Specific rolls and responsibilities follow.

Implementation planning and coordination should commence following Transit Pass approval and be incorporated into an overarching Transit Pass Management Plan that addresses program implementation and operations.

Deliverable 1: Transit Pass Management Plan

This document will detail the steps and actions associated with Transit Pass implementation and operations.

- **Timing – 12 months prior to implementation** – development of the **Transit Pass Management plan** with sufficient time for completion of launch activities.

The Management Plan should be developed after approval of the Transit Pass policy. An implementation schedule is contained in Appendix 1 and a full description of the scope and topics of the Management Plan are contained in Appendix 7.

5.4. Transit Pass Management Plan – Implementation Milestones

A number of activities will be necessary to implement the Transit Pass program. This section focuses on the transit policy and Clipper payment system actions that will be required; a list of deliverables can be found near the end of the section.

In addition to the fare policy and payment system implementation tasks identified in this section the detailed scope of the Management Plan contained in Appendix 7 describes operational activities that

will necessary, including TDM website development, enrollment and distribution planning, and planning for data analysis.

Initial activities will need to define what needs to be developed for Treasure Island transit service: AC Transit and the water transit provider will adopt new business rules and fare policies for planned Treasure Island routes. This will likely require finance and Board approval prior to any development work being done.

NOTE: Supplemental Ferry Provider

Transit Pass planning for supplemental ferry service that commences with the opening of Treasure Island should be pursued as soon as possible.

Augmenting functionality of the Clipper system can be expensive and time consuming, and is subject to approval and prioritization by the Clipper Executive Board.

Adding a new (i.e., non-Clipper) ferry provider to the Transit Pass program may be challenging and should begin as soon as possible. See Section 6 for implementation alternatives.

AC Transit Treasure Island Route/Fare

- AC Transit will seek finance and Board approval for new routes and fares. This task includes conducting a Title VI analysis and presenting those findings for approval in parallel with Board approval.
- Timing - at least 18 months prior to Transit Pass program launch

Water Transit Treasure Island Route/Fare (see Section 6 for more detail)

- Provider will seek approval for new routes and fares (e.g., finance/Board committees). This task includes conducting a Title VI analysis and presenting those findings for approval in parallel with Board approval.
- Timing - at least 18 months prior to Transit Pass program launch

Clipper Equipment Implementation

- Clipper equipment – new Treasure Island bus procurement – AC Transit to coordinate with MTC for installation of current Clipper equipment on new vehicles procured to provide Treasure Island transit service.

  Installation of Clipper equipment on new transit operator vehicles is an established process with transit agencies, MTC and the Clipper vendor. No design or scope documentation is required to complete this process.

- Clipper equipment – new water transit provider – several options exist for Clipper implementation with a new water transit provider, as outlined in Section 6.

  A **funding agreement** between MTC and AC Transit and/or SFCTA/TIMMA may be necessary to complete this work. A determination can be made pending finalization of AC Transit bus procurement schedule and associated sources of funding.

- Actors – this process occurs between AC Transit and MTC, in accordance with established procedures for Clipper installation with new vehicle procurements.
- Timing – 12-18 months prior to bus delivery, AC Transit to notify and coordinate with MTC (or as soon as new bus procurement is approved).

  24+ months prior to water service launch – determine Clipper approach and coordinate with MTC for implementation

Clipper Fare Policy Implementation (routes and fares)

- After fare policy approval, AC Transit to work with MTC to commence route and fare policy changes. After issuance of Deliverable 3, the Clipper AC Transit Change Notice (described below), and execution of the corresponding Change Order, 6-9 months is required for Clipper contractor to develop, test and implement the functionality.
- After the Clipper implementation approach is defined with the water transit provider, work with TIMMA, MTC and other agencies (as applicable) to define and implement Clipper requirements.
- Actors – AC Transit – fare policy approval; ferry provider – fare policy; TIMMA – revenue allocation agreement with ferry provider, funding agreement(s) with MTC and other transit provider (as necessary); sponsoring transit agency – may be required for ferry provider Clipper implementation; MTC – Clipper change order based on new Treasure Island route and fare policy.
- Timing – AC Transit policy approval at least 18 months prior to implementation; change order execution approximately 12-months prior to implementation. Determination of water provider Clipper implementation approach – early 2019/as soon as possible.

Treasure Island Institutional Pass

- Work with Clipper contractor to develop and implement an institutional product for resident and employee use, as necessary and as defined in the Transit Pass Final Report. Note that the institutional pass may leverage existing fare products, per specifications in the Transit Pass Final Report.

  See Appendix 8 for a sample **Deliverable 4 – Clipper Change Notice** scope of work for the interim Transit Pass. A funding agreement between SFCTA/TIMMA and MTC may also be required, pending confirmation of scope and funding requirements.
- Actors – TIMMA, MTC and Clipper vendor
- Timing – approximately 18 months prior to launch.

Final Deliverables

- Clipper equipment installed on any new AC Transit vehicles supporting Treasure Island
  - Managed between AC Transit / MTC, and WETA / MTC
  - **Deliverable 2** – possible **Funding Agreement** between MTC, and AC Transit, water service provider and TIMMA for the cost of Clipper equipment installation
- **Deliverable 3 – Clipper AC Transit Change Notice and Funding Agreement** between MTC and AC Transit and/or between MTC and SFCTA/TIMMA for new Clipper routes and product(s) developed, tested and ready for implementation (see Appendix 1)
  - Managed between AC Transit / MTC, and WETA / MTC
- **Deliverable 4 – Clipper water service provider Change Notice and Funding Agreement** between MTC, TIMMA, water service provider and possibly a sponsoring transit agency. Details depend on the Clipper implementation approach being pursued. See Section 6 for alternatives.
- **Deliverable 5 – Clipper Access Pass Change Notice and Funding Agreement** between MTC and SFCTA/TIMMA for new Clipper institutional product developed, tested and ready for implementation (see Appendix 1)

Depending on the implementation schedule and funding agency(ies), a **single Funding Agreement for Deliverables 2, 3, 4 and 5** may be feasible.

Note that Deliverables 3, 4 and 5 addresses updating the functionality of the Clipper system to incorporate new Treasure Island routes, fares and passes. The scope of **Deliverables 3, 4 and 5 may be combined into one Change Notice** to increase efficiency and reduce cost, pending confirmation of scope and schedule.

TREASURE ISLAND
MOBILITY MANAGEMENT AGENCY

1455 Market Street, 22ND Floor, San Francisco, CA 94103 415-522-4800 info@timma.org www.timma.org

Memorandum

AGENDA ITEM 7

DATE: March 12, 2021

TO: Treasure Island Mobility Management Agency Committee

FROM: Eric Cordoba – Deputy Director Capital Projects

SUBJECT: 03/23/21 Board Meeting: Approve the Treasure Island Multi-Operator Transit Pass Study Final Report and Adopt a Design Framework for the Treasure Island Multi-Operator Transit Pass

RECOMMENDATION ☐ Information ☒ Action

- Adopt the Treasure Island Multi-Operator Transit Pass Study Final Report
- Adopt a design framework for the Treasure Island Multi-Operator Transit Pass

SUMMARY

The 2011 Treasure Island Transportation Implementation Plan (TITIP) calls for a mandatory pre-paid transit pass to be included in the homeowner fees for all new market rate housing units on Treasure Island and Yerba Buena Island. In addition, the TITIP requires hotel guests to purchase a voucher with a pre-loaded value that could be used towards transit fares. The Treasure Island Multi-Operator Transit Pass Study recommends the design, eligibility for different user groups, and affordability features of the pass. The Study recommends an institutional pass on a Clipper account for residents and workers. The pass will include all three transit modes that will serve the Island: Muni (all routes), AC Transit (all local routes) and WETA ferry service to and from Treasure Island and the downtown San Francisco Ferry Terminal. Residents of new market rate units will receive one pass per household as part of their Home Owner Association (HOA) dues, and the Study recommends that this pass be available at a discounted price for optional purchase by residents of below market-rate units and Treasure Island workers. Lastly, the Study recommends that hotel visitors receive cash credit on a Clipper card or on the Clipper mobile application.

☐ Fund Allocation

☐ Fund Programming

☐ Policy/Legislation

☒ Plan/Study

☐ Capital Project Oversight/Delivery

☐ Budget/Finance

☐ Contract/Agreement

☐ Other: _____

BACKGROUND

The design of a Treasure Island Transit Pass (Pass) is based on the requirements defined in the TITIP, adopted by Treasure Island Development Authority (TIDA) and the Board of Supervisors in 2011. The Treasure Island Transit Pass defined in the TITIP is part of the comprehensive, multi-modal transportation program for the Island as it develops. The Pass was envisioned in the TITIP as an incentive for transit use and a demand management measure to increase transit ridership. The TITIP requires a mandatory Pass for residents of new market rate units and hotel visitors, and that it allow for all public transit trips on and off Treasure Island. The Transit Pass price will be incorporated into HOA monthly fees paid by market-rate residents and hotel room fees paid by overnight visitors.

DISCUSSION

Study Goals and Methodology. We developed five Study goals based on overall TIMMA program goals, Technical Advisory committee (TAC) feedback and public outreach. The goals for the Study include:

- Maximize transit ridership by providing an easy-to-use multi-operator Transit Pass.
- Provide affordable Transit Pass options for Treasure Island below market rate (BMR) residents and workers.
- Enhance customer experience through simplified fares, transfer policies and ease of acquisition.
- Ability to implement the Transit Pass with overall TIMMA program launch.
- Ensure the Pass program can cover its ongoing operational cost.

We gathered information about existing passes including the San Francisco Gator pass, AC Transit Easy Pass, Park Merced's "Car-Free" Living program, AC Transit Transbay Pass, and the San Francisco Municipal Transportation Agency's (SFMTA's) Muni A and M passes. Through these programs, we learned that the Transit Pass should be affordable and provide maximum transit coverage for users.

We then developed multiple alternatives, including monthly transit credit on Clipper and a multi-operator transit pass. The multi-operator pass would provide unlimited trips on Muni (all local modes), AC Transit (all local modes) and on the Ferry to/from Treasure Island and the downtown San Francisco Ferry Terminal. We evaluated the alternatives against study goals and presented the findings to the TAC, TIMMA Committee, Treasure Island Community Advisory Board and TIDA Board, and to the Treasure Island residents and workers. We received feedback that unlimited access on all modes serving Treasure Island would be most useful to the passholders and will result in maximum transit ridership.

Study Recommendations. The Study recommendations described below describe the proposed design framework for the Treasure Island Multi-Operator Transit Pass.

Pass structure. The Study recommends the multi-operator pass alternative, which provides unlimited trips on all transit modes accessing Treasure Island: Muni (all routes), AC Transit (all local routes) and the Treasure Island ferry (WETA). This pass design provides flexibility for passholders to take either the ferry or Muni 25 to go to mainland San Francisco and ensures that the passholders are able to transfer to other Muni or AC Transit routes to reach their destination. Also, this pass enhances the customer experience by simplifying fare and transfer policies.

User groups. The Transit Pass will be an institutional pass available to the residents, workers and hotel visitors of Treasure Island. Every market rate household will receive one transit pass through their HOA dues and additional transit passes may be purchased through TIMMA. This will be an optional pass for BMR residents and workers.

Affordability. The Pass will be offered to residents of BMR units and Treasure Island workers at a discount to ensure the pass is affordable for Treasure Island travelers. The amount of the discount is to be included in the upcoming affordability program policy recommendation.

Hotel visitors. Treasure Island's overnight hotel visitors will receive a certain amount of cash credit on their Clipper card or Clipper mobile application. The cash credit can be used on all Bay Area transit operators that accept Clipper. This design allows the hotel visitors to take BART and Muni to Treasure Island from the San Francisco Oakland International Airport or other Bay Area airports. Additional passes will be available as an optional purchase for hotel visitors.

Pass distribution. For the market rate and BMR residents, TIMMA will coordinate with the TIDA and Treasure Island Community Development to distribute the Transit Pass and update the recipients list on an ongoing basis. For workers, TIMMA will offer bulk purchase options to employers. For Treasure Island hotel visitors, TIMMA will coordinate with the hotel operator to provided transit credit to their visitors.

Fare Media. The Transit Pass will be available on Clipper for Treasure Island residents, workers and hotel visitors.

Public Outreach. We conducted two rounds of public outreach for this study. The first round of outreach included open houses and an in-language survey. During the outreach, we solicited information about desired pass features. The preferred features included ease of use, affordability, and ease of obtaining the transit pass. We incorporated this feedback and developed study alternatives. The second round of outreach included workshops with Treasure Island residents and workers. We presented the two alternatives described above – monthly transit credit on Clipper and the multi-operator pass. The feedback from the public identified the multi-operator pass as the preferred alternative because it provides unlimited access, the flexibility to use different transit modes, and simplifies transit costs.

Next Steps. We will execute agreements with SFMTA, AC Transit, WETA, and the Metropolitan Transportation Commission (MTC) to implement the Transit Pass. In upcoming months, we will work with AC Transit and WETA to recommend transit fares for the new

Treasure Island-serving routes. Based on the AC Transit and WETA transit fares, we will recommend the transit pass cost to the TIMMA Committee and Board. The study team will continue to work with MTC to make sure the Treasure Island transit routes and pass structure are part of the Clipper 2 update. The study team is also working with SFMTA to finalize a revenue sharing agreement.

FINANCIAL IMPACT

The recommended action does not have an impact on the proposed Fiscal Year 2020/21 budget.

SUPPLEMENTAL MATERIALS

- Attachment 1 – Treasure Island Multi-Operator Transit Pass Study Final Report