



RESOLUTION PROGRAMMING \$4,055,000 OF THE TRANSPORTATION AUTHORITY'S SHARE OF SENATE BILL 1 LOCAL PARTNERSHIP PROGRAM FORMULA FUNDS FOR CONSTRUCTION OF THE YERBA BUENA ISLAND WEST SIDE BRIDGES SEISMIC RETROFIT PROJECT

WHEREAS, On April 28, 2017, the Governor of California signed the Road Repair and Accountability Act of 2017, also known as Senate Bill 1 (SB1); and

WHEREAS, Among other things, SB1 created the Local Partnership Program (LPP) and appropriates \$200 million annually to be allocated by the California Transportation Commission (CTC) to local or regional agencies that have sought and received voter approval of, or imposed fees solely dedicated to transportation; and

WHEREAS, On March 25, 2020, the CTC adopted LPP program guidelines that, after taking \$20 million off the top for incentive funding for newly passed tax measures, allocate 60% of the program through a Formulaic Program to local or regional transportation agencies that sought and received voter approval of transportation sales taxes, tolls, or fees; and

WHEREAS, the San Francisco County Transportation Authority (Transportation Authority) administers Proposition K, a half-cent local transportation sales tax program approved by San Francisco voters in November 2003, and Proposition AA, an additional \$10 vehicle registration fee approved by San Francisco voters in November 2010, both with revenues dedicated to fund transportation investments as outlined in the corresponding voter approved Expenditure Plan; and

WHEREAS, On March 25, 2020, the CTC approved the LPP formulaic distribution for Prop K at \$1,805,000 per year and Prop AA at \$200,000 per year, covering Fiscal Years (FY) 2020/21 through FY 2022/23; and

WHEREAS, On August 19, 2021, the CTC approved the redistribution of the FY 2020/21 unused Incentive Funding, adding \$90,000 to the Transportation Authority's share of LPP formula funds; and

WHEREAS, LPP Formulaic Program funds are available for any phase of a capital project and require a dollar-for-dollar match and full funding plan; and



WHEREAS, On June 22, 2021, the Board approved programming \$1,050,000 to the I-280 Southbound Ocean Avenue Off-Ramp Realignment Project design phase and \$1,000,000 to the Yerba Buena Island (YBI) Multi-Use Pathway environmental phase to advance project development and competitiveness for future grants; and

WHEREAS, Transportation Authority staff recommend programming the remaining \$4,055,000 in LPP formula funds to the YBI West Side Bridges Seismic Retrofit Project (Project), as shown in Attachment 1, for the local contribution needed to close the project's remaining funding gap and leverage federal and state funds; and

WHEREAS, Scope, schedule, cost, funding and other details on the Project are contained in the attached Project Information Form (Attachment 2); and

WHEREAS, Transportation Authority staff have determined the project meets the requirements of the LPP Formulaic Program and advances a project priority included in the Transportation Authority's adopted work program that is otherwise difficult to fund with funds the Transportation Authority typically administers; now, therefore, be it

RESOLVED, That the Transportation Authority hereby programs \$4,055,000 of its share of LPP Formulaic Program funds in FY 2020/21 – 2022/23 for construction of the Yerba Buena Island West Side Bridges Seismic Retrofit Project; and be it further

RESOLVED, That the Executive Director is hereby authorized to communicate this information to the CTC and all other relevant agencies and interested parties.

Attachments (2):

1. Proposed LPP Formulaic Program Priorities
2. Project Information Form (1)

Attachment 1.
Proposed and Approved Local Partnership Program (LPP) Formulaic Program Priorities

Fiscal Year	Sponsor ¹	Project Name	Project Description	Phase(s)	District(s)	Cost of Requested Phase	LPP Funds Requested	LPP Funds Programmed
Proposed								
21/22 (anticipated)	SFCTA	Yerba Buena Island West Side Bridges Seismic Retrofit Project	The Project will seismically retrofit eight existing bridge structures along Treasure Island Road to meet current seismic safety standards. One of the structures will be seismically retrofitted, while the remaining bridges will be demolished and replaced. These bridge structures are a critical connection between Yerba Buena Island, Treasure Island, and the Bay Bridge. This project is part of the I-80 Interchange Improvement Project, an effort to replace and retrofit key roads and on- and off-ramps that connect the I-80 and Yerba Buena Island. The project also includes new bicycle linkages with improved safety for thousands of expected new residents and visitors. Pending funding availability, we anticipate construction to begin summer 2022 and the project to be open for use by December 2025.	Construction	6	\$ 111,700,000	\$ 4,055,000	
Approved (Res 21-55, 06/22/2021)								
21/22	SFCTA	I-280 Southbound Ocean Avenue Off-Ramp Realignment Project	This project will improve safety and circulation by realigning the existing southbound Ocean Avenue off-ramp from a free flow right turn to a signalized T intersection. Work will be coordinated with SFMTA's planning for bike lanes on Ocean Avenue. We expect that design will be complete by Fall 2023, with construction to start in 2024, subject to funding availability.	Design	7	\$ 2,100,000		\$ 1,050,000
21/22	SFCTA	Yerba Buena Island Multi-Use Pathway Project	This project will provide new pedestrian and bicycle facilities that extend from the existing San Francisco-Oakland Bay Bridge (SFOBB) East Span Bicycle and Pedestrian Path's Yerba Buena Island terminus to the new Treasure Island Ferry Terminal. This path would also tie into the planned SFOBB West Span bicycle and pedestrian facility currently being developed by the Bay Area Toll Authority and Metropolitan Transportation Commission.	Environmental	6	\$ 3,000,000		\$ 1,000,000
						Total	\$ 117,050,000	\$ 4,055,000
							\$ 2,050,000	

Total LPP Formulaic Funds Available \$ 6,105,000

LPP Formulaic Funds Remaining to Program \$ -

¹ Sponsor abbreviations include: the San Francisco County Transportation Authority (SFCTA).



**San Francisco
County Transportation
Authority**

**SB1 Local Partnership Program - Formula
Project Information Form**

Project Name:	Yerba Buena Island West Side Bridges Retrofit Project
Implementing Agency:	SFCTA
Project Location:	Yerba Buena Island, San Francisco, CA
Supervisory District(s):	District 6
Project Manager and Contact Information (phone and email):	Mike Tan, (415) 522-4826, mike.tan@sfcta.org
Brief Project Description (50 words max):	The YBI West Side Bridges Retrofit will seismically retrofit eight existing bridge structures along Treasure Island Road to meet current seismic safety standards. One of the structures will be seismically retrofitted, while the remaining bridges will be demolished and replaced. These bridge structures are a critical connection between Yerba Buena Island, Treasure Island, and the Bay Bridge. This project is part of the I-80 Interchange Improvement Project, an effort to replace and retrofit key roads and on- and off-ramps that connect the I-80 and Yerba Buena Island. The project also includes new bicycle linkages with improved safety for thousands of expected new residents and visitors.
Detailed Scope (may attach Word document): Describe the project scope, benefits, coordination with other projects in the area (e.g. paving, MuniForward), and how the project would meet the Local Partnership Program screening and prioritization criteria (e.g., quantifiable air quality improvements, VMT reduction, increase safety, improve current system conditions, and advance transportation, land use, and housing goals). Please describe how this project was prioritized.	<p>The Project encompasses eight (8) existing bridge structures on the west side of Yerba Buena Island. These structures generally comprise a viaduct along Treasure Island Road, just north of the San Francisco-Oakland Bay Bridge (SFOBB). The Project limits along Treasure Island Road are from the SFOBB to approximately 2000-feet northward. This stretch of Treasure Island Road includes the bridge structures and portions of "at-grade" roadway. These bridges were constructed between 1937 and 1964 and have been determined to be seismically deficient. The San Francisco County Transportation Authority (Transportation Authority), in cooperation with the California Department of Transportation (Caltrans) and the Federal Highway Administration (FHWA), propose to bring the bridge structures up to current seismic safety standards. The Project consists of the following seismic retrofit strategy, which has been determined to be the most cost-effective approach:</p> <ul style="list-style-type: none"> - Demolish seven (7) bridge structures; - Realign roadway into the hillside; - Construct six (6) retaining walls; - Construct one undercrossing structure; and - Pave/stripe for new class II bicycle facility on widened roadway; and - Seismically retrofit one bridge structure.
Community Engagement/Support (may attach Word doc): Please reference any community outreach that has occurred and whether the project is included in any plans (e.g. neighborhood transportation plan, corridor improvement study, etc.).	<p>SFCTA has worked closely with the community and stakeholders. SFCTA worked with Assemblyman David Chiu to implement legislation (AB2374) for the SFCTA to utilize the Construction Manager/General Contractor (CMGC) project delivery method. It was approved by the Governor on September 28, 2016. SFCTA Board approved contract for Golden State Bridge/Obayashi JV to perform CMGC Services in December 2018.</p> <p>SFCTA sought feedback from the San Francisco Bicycle Coalition and Bike East Bay regarding the project and a potential bike path next to the West Side Bridges Project on September 18, 2020. They were both very supportive of the project and consider it a high priority project. The project team also presented the project to the SFCTA Citizens Advisory Committee on September 23, 2020 and to the SFCTA Board on October 20, 2020.</p>
Additional Materials: Please attach maps, drawings, photos of current conditions, etc. to support understanding of the project.	Area Map Attached
Partner Agencies: Please list partner agencies and identify a staff contact at each agency.	Treasure Island Development Authority (TIDA) - Liz Hirschhorn Caltrans - Jimmy Panmai Federal Highway Administration - Lanh Phan



San Francisco SB1 Local Partnership Program - Formula County Transportation Project Information Form

Type of Environmental Clearance Required/Date Received:	Categorically Exempt
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Project Delivery Milestones	Status	Work	Start Date		End Date	
Phase*	% Complete	In-house, Contracted, or Both	Month	Calendar Year	Month	Calendar Year
Planning/Conceptual Engineering	100%	Contracted	Apr-Jun	2013	Jan-Mar	2015
Environmental Studies (PA&ED)	100%	Contracted	Oct-Dec	2014	Oct-Dec	2017
Design Engineering (PS&E)	100%	Contracted	Apr-Jun	2018	Oct-Dec	2020
Right-of-way	100%	Contracted	Apr-Jun	2018	Oct-Dec	2020
Advertise Construction	0%	N/A	Jan-Mar	2022	N/A	N/A
Start Construction (e.g. Award Contract)	0%	Contracted	Apr-Jun	2022	N/A	N/A
Open for Use	N/A	N/A	N/A	N/A	Oct-Dec	2025

*LPP Formulaic funds may be used for any capital project component (PA&ED, PS&E, ROW, and Construction).

Comments

This project will be coordinated with several projects, including: Southgate Road, Hillcrest Road Widening, YBI Multi-use Pathway, and BATA's West Span Skyway. The project is utilizing the CMGC delivery method in which a contractor is brought onboard during design phase and may result in accelerated bid and award phase. Construction schedule is contingent on securing full funding for this phase.

**SB1 Local Partnership Program - Formula
Project Information Form**

Project Name:	Yerba Buena Island West Side Bridges Retrofit Project
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COST ESTIMATE AND FUNDING PLAN		Funding Source by Phase			
Phase	Cost	LPP	Prop K	Other	Source of Cost Estimate
Planning/Conceptual Engineering	\$1,600,000			\$1,600,000	Actual cost
Environmental Studies (PA&ED)	\$3,900,000			\$3,900,000	Actual cost
Design Engineering (PS&E)	\$14,600,000			\$14,600,000	Actual cost
Right-of-way	\$800,000			\$800,000	Actual cost
Construction	\$111,700,000	\$4,055,000		\$107,645,000	SFCTA Construction Management General Contractor (CMGC) Team
TOTAL PROJECT COST	\$132,600,000	\$4,055,000	\$0	\$128,545,000	
Percent of Total		3%	0%	97%	

FUNDING PLAN FOR REQUESTED PHASE - ALL SOURCES

Funding Source	Planned	Programmed	Allocated	TOTAL	Desired FY of Programming for LPP
LPP Formula	\$4,055,000	N/A	N/A	\$4,055,000	21/22
<i>Federal HBP</i>		\$54,840,000		\$54,840,000	
<i>RAISE</i>		\$18,000,000		\$18,000,000	
<i>State Prop 1B</i>		\$7,100,000		\$7,100,000	
<i>MTC / BATA</i>	\$5,300,000	\$2,700,000		\$8,000,000	
<i>TIDA</i>	\$890,000	\$3,480,000		\$4,370,000	
<i>State</i>	\$10,000,000			\$10,000,000	
<i>CCSF General Fund</i>	\$3,000,000			\$3,000,000	
<i>TBD (e.g. additional State funds)</i>	\$2,335,000			\$2,335,000	
TOTAL	\$25,580,000	\$86,120,000	\$0	\$111,700,000	


Comments/Concerns

Transportation Authority staff are actively working with Caltrans, MTC, TIDA and other key stakeholders to secure full funding for this critical safety project. CTC will only program LPP funds to projects with a fully funded useable segment/phase. We may request to program funds in FY 2022/23 if needed.



- LEGEND**
- EB I-80 OFF-RAMP
 - ONE WAY BIKE LANE
 - MIXED FLOW TRAFFIC
 - WB I-80 TRANSIT ON-RAMP
 - BRIDGE



	WEST-SIDE BRIDGES	SCALE
	BUILD ALTERNATIVE W/ 10' BIKE LANE	1" = 100'
		Dec. 2019



Memorandum

AGENDA ITEM 8

DATE: January 4, 2022
TO: Transportation Authority Board
FROM: Anna LaForte - Deputy Director for Policy and Programming
SUBJECT: 01/11/22 Board Meeting: Approve Programming of \$4,055,000 in Senate Bill 1 Local Partnership Program Formula Funds for Construction of the Yerba Buena Island West Side Bridges Seismic Retrofit Project

RECOMMENDATION ☐ Information ☒ Action

Program \$4,055,000 of the Transportation Authority's share of Senate Bill (SB) 1 Local Partnership Program (LPP) formula funds for construction of the Yerba Buena Island (YBI) West Side Bridges Seismic Retrofit Project

SUMMARY

In March 2020, the California Transportation Commission (CTC) adopted the LPP Formulaic Program funding distribution for Fiscal Years (FYs) 2020/21 - 2022/23. The LPP rewards jurisdictions that have voter-approved measures or imposed fees solely dedicated to transportation. As the taxing authority for Prop K and Prop AA, the Transportation Authority will receive \$6,105,000 in formula funds this cycle. On June 22, 2021, the Board programmed \$2.05 million of these funds to the YBI Multi-Use Pathway environmental phase and the I-280 Southbound Ocean Avenue Off-Ramp Realignment Project design phase to advance project development and competitiveness for future grants. We recommend programming the remaining \$4,055,000 to the YBI West Side Bridges Seismic Retrofit construction phase which is estimated to cost \$111.7 million. The LPP funds are needed for the local contribution to help close the project's \$25.6 million funding gap and leverage federal and state funds including a recently awarded \$18 million federal Rebuilding American Infrastructure with Sustainability and Equity (RAISE) grant. The Project is at 95% design and ready to start construction once full funding is secured. It is part of the agency's adopted work program and is difficult to fund with any of the other fund programs that we administer.

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



BACKGROUND

The Road Repair and Accountability Act of 2017, also known as SB 1, is a transportation funding package that provides funding for local streets and roads, multi-modal improvements, and transit operations. Among other things, SB 1 created the LPP and appropriates \$200 million annually to be allocated by the CTC to local or regional agencies that have sought and received voter approval of or imposed fees solely dedicated to transportation. The CTC adopted program guidelines on March 25, 2020 that allocate 60% of the program funds through a Formulaic Program and 40% through a Competitive Program, after \$20 million of incentive funding is taken off the top of the entire program to reward jurisdictions with newly passed measures.

The LPP Formulaic Program has broad project eligibility criteria which include capital projects that improve the state highway system, transit facilities, or expand transit services, local roads, bicycle and pedestrian safety, among others. Funds can be used for any project phase (i.e., planning, environmental, right-of-way, design, construction) and require a dollar-for-dollar local match. The LPP Formulaic Program will only fund projects, or segments of projects, that are fully funded and have independent utility.

For this funding cycle covering FYs 2020/21 - 2022/23, we will receive \$6.105 million based on Prop K and Prop AA revenues. These funds require a 1:1 local match. LPP Formulaic Program projects are identified at the local level, but the CTC ultimately allocates the funds, which are subject to strict timely use of funds requirements.

DISCUSSION

Recommended LPP Formulaic Program Project Priorities. On June 22, 2021, the Board programmed \$2.05 million of the \$6.105 million in LPP Formulaic funds to the YBI Multi-Use Pathway environmental phase (\$1 million) and the I-280 Southbound Ocean Avenue Off-Ramp Realignment Project design phase (\$1.05 million) to advance project development and competitiveness for future grants. After considering LPP guidelines and assessing project status, we recommend programming the remaining \$4.055 million of the \$6.105 million in LPP Formulaic funds to the YBI West Side Bridges Seismic Retrofit Project (Project) as shown in Attachment 1. We believe this Project can meet the requirements of the LPP formula program, including 1:1 local match and strict timely use of funds requirements. The project is construction ready, pending securing the remaining \$25.6 million to close the funding gap. The Project is one of the final components of the Treasure Island and YBI Circulation Plan that will support a new sustainable neighborhood with significant amounts of housing, including affordable housing, and jobs. Details on the proposed project follow in the sections below.

The YBI West Side Bridges Seismic Retrofit Project will demolish eight bridge structures and reconstruct a realigned roadway, six retaining walls, and a new undercrossing structure. Additionally, one structure will be seismically retrofitted and requires a column relocation.



The scope also includes paving/stripping for a new class II bicycle facility on the widened roadway.

The Project is one of several roadway construction projects on YBI. The other major roadway construction projects include the Macalla Road Reconstruction Project, the Forest Road Detour Project and the I-80/YBI Ramps Improvement Project, Phase 1 (Westbound Ramps Project - Completed in October 2016 and opened to traffic) and Phase 2 (Southgate Road Realignment Project - Under Construction). Treasure Island Community Development is the lead for the Macalla Road Reconstruction Project and the Forest Road Detour Project, while the Transportation Authority is the lead for the Westbound Ramps Project and the Southgate Road Realignment Project. All four of these projects need to be essentially completed before construction of the Project can start.

When complete, the YBI and Treasure Island roadway network will be equipped for more frequent and new transit services. The future growth and development of the Treasure Island/Yerba Buena Development is anchored by transit and infrastructure investments to facilitate dense, walkable, mixed-use development. The entire redevelopment is framed around economic development, with the initial conversion from a prior Naval Station to a new sustainable neighborhood, complete with both market-rate and affordable housing, infrastructure improvements, and an array of new public benefits including parks and open space, neighborhood-serving retail, office space, a new school, and community facilities.

Construction is estimated to cost \$111.7 million and the project is at 95% design complete making it ready to start construction as soon as the project is fully funded. Assuming the project breaks ground by summer 2022, substantial completion is expected by December 2025. The Project's construction phase cost estimate and funding plan are shown in Tables 1 and 2, respectively.

We are working closely with the California Department of Transportation, the Metropolitan Transportation Commission, and many other key stakeholders to secure the remaining funds for construction. We cannot seek allocation of the LPP funds until all the funds have been committed to the project. Additional details on the Project are provided in Attachment 2.



Table 1. YBI West Side Bridges Seismic Retrofit Project Construction Cost Estimate

Construction Phase Item	Cost Estimate
Construction Line Items	\$85.1M
Agency Furnished Materials	\$2.3M
Contingency (7.7%)	\$6.6M
Construction Engineering	\$13.1M
Finance Cost	\$4.6M
Total Construction Phase	\$111.7M

Table 2. YBI West Side Bridges Seismic Retrofit Project Construction Funding Plan

<i>Committed Funding</i>	
Federal Highway Bridge Program	\$54.84M
State Proposition 1B Local Bridge Seismic Retrofit Account	\$7.1M
Treasure Island Development Authority (TIDA)	\$3.48M
Bay Area Toll Authority (BATA)	\$2.7M
Federal RAISE Grant	\$18M
Total Committed Funding	\$86.12M
<i>Planned Funding</i>	
SB1 LPP Formula Funds (subject of this memo)	\$4.055M
MTC / BATA	\$5.3M
TIDA	\$0.89M
State	\$10M
City and County of San Francisco General Fund	\$3M
TBD (e.g. additional State funds)	\$2.335M
Total Planned Funding	\$25.58M
Total Funding	\$111.7M



Next Steps. Following Board approval, we will submit the LPP project nomination to the CTC to be programmed by the CTC by the end of this fiscal year or once the project has secured a full funding plan. The CTC action is considered administrative provided that the project nominations comply with the LPP program guidelines, which include a fully funded scope of work.

FINANCIAL IMPACT

Construction activities for this Project are incorporated into the FY 2021/22 Annual Budget and Work Program. Additional grant funding for construction activities awarded through the LPP Formulaic Program will be incorporated into the mid-year budget amendment. We will bring a recommendation to award a construction contract to the Board for approval as part of a future agenda item.

CAC POSITION

None. The request has not been reviewed by the CAC since no CAC meeting is held at the end of December due to year-end holidays.

SUPPLEMENTAL MATERIALS

- Attachment 1 – Proposed LPP Formulaic Program Priorities
- Attachment 2 – Project Information Form