

# Treasure Island Mobility Management Program Implementation Report

2021 UPDATE





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# 1. Introduction

This 2021 Treasure Island Mobility Management Implementation Report (2021 Report) provides updates to the 2011 Treasure Island Transportation Implementation Plan (2011 TITIP).

The 2011 TITIP was prepared in conjunction with the Disposition and Development Agreement (DDA) between the Treasure Island Development Authority (TIDA) and the master developer, Treasure Island Community Development (TICD), and was adopted by TIDA at the time of project approval.

As a living document, this plan, like the 2011 original, lays out a transportation program with a series of measures and strategies that will meet the transportation goals of the Redevelopment of former Naval Station Treasure Island: “Grounded in the principles of transit-oriented, sustainable development, the Island’s residents, visitors, and employees will enjoy access to high quality travel opportunities that prioritize walking, bicycling, and transit; that incentivize travel by modes other than private automobiles; and that provide disincentives to those who choose to travel by single-occupancy private vehicles.”<sup>1</sup>

The measures and strategies will be implemented by pricing mechanisms and financial incentives to encourage transit use over the long term, supplemented by the financial obligations of TICD to fund the capital costs associated with the build-out of transit infrastructure and provide operating subsidies in the initial phases of development.

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<sup>1</sup> 2011 TITIP, page 5



## 1.1. History of the Project's Transportation Planning Process

In 2006, TICD and TIDA prepared a Transportation Plan that described the transportation and access components of the Land Use Plan for the redevelopment of former Naval Station Treasure Island (the Project). The 2006 Transportation Plan's role was to articulate a solution to one of the most critical aspects of the Project's land use plan – how to address the challenge of access to an island community in a congested region that demands innovative, efficient, and sustainable solutions. The key elements of the 2006 land use plan and its transportation elements were based in a commitment to sustainability and the need to minimize the impact of Treasure Island development on San Francisco-Oakland Bay Bridge traffic congestion, and included:

- A compact, transit-oriented land use pattern;
- A ferry terminal on Treasure Island's western shore within easy walking distance from all residents of the Treasure Island community;
- A comprehensive set of transportation demand management programs to encourage and facilitate transit use and discourage and minimize the impacts of private automobile use;
- Mitigation of private automobile use off-Islands through programs such as ramp metering, the physical and economic unbundling of residential parking from residential units, and congestion pricing and parking fee structures that can be adjusted to influence travel behavior; and
- A flexible institutional structure that can set parking and congestion pricing rates, enforce programs, monitor performance of the system, collect revenues, and direct generated revenues to public transit systems serving the Islands.

Following approval of the 2006 Development Plan, the State Legislature adopted Assembly Bill 981 (AB981 (Leno)), the Treasure Island Transportation Management Act, authorizing the creation of the Treasure Island Mobility Management Agency (TIMMA)<sup>1</sup> and allowing for congestion pricing for access to and from Treasure Island. Among the powers granted to the TIMMA, AB981 provides that the agency may recommend "an initial fee structure for the imposition of congestion pricing fees applicable to residents and other motorists as they enter or exit Treasure Island in the amount deemed necessary and proper" (1967.3.(b)).

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<sup>1</sup> Originally named the Treasure Island Transportation Management Agency (TITMA)



Also following the endorsement of the 2006 Term Sheet, TICD and TIDA worked to refine both the land use and transportation plans for the Project, resulting in the 2011 TITIP. The purpose of the 2011 TITIP was to describe how the Project's complete transportation program, including congestion pricing, would be implemented. The 2011 TITIP described the tools available to TIDA and the future TIMMA to manage the transportation needs of the Project, the framework through which those tools will be used, and the arrangements that are in place (including obligations of TICD), at the time of Project approvals, to enable implementation. The 2011 TITIP carried forward the access principles from the 2006 Transportation Plan, and made some changes, including:

- The ferry terminal was moved to the south along the western shore to activate the historic buildings and enhance the reliability and efficiency of ferry operations;
- The density of the Project was increased from a maximum of 6,000 to 8,000 homes; and
- The routes and schedules for the Transbay bus service planned for the Islands were refined.

The 2011 TITIP reiterated a comprehensive, integrated program to manage travel demand on Treasure Island as it develops: an innovative approach to mobility which would include 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. The 2011 TITIP established two performance goals for the program, specifically that at least half the residential trips on/off are made by transit and the program raise the revenues needed to pay for the planned regional transit service levels. The TITIP also proposed "initial operating assumptions" which would be "subject to change by the TIMMA based on actual Project performance."<sup>1</sup>

The Project, including these refinements, was subject to environmental review under the California Environmental Quality Act (CEQA). A Draft Environmental Impact Report (DEIR) was prepared by the City and published on July 12, 2010 to evaluate the physical effects of the Project on the environment, including transportation effects.

The DEIR analyzed transportation effects by forecasting the trips that could potentially be generated by the Project and evaluating the adequacy of the transportation services proposed by the Project under two scenarios: a base transit scenario with more limited transit service, and an alternative scenario with an expanded transit service program.

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<sup>1</sup> TITIP pg 54



The Final Environmental Impact Report (FEIR) was certified by the San Francisco Board of Supervisors (BoS) in April 2011. Also in that month and year, in a joint session with the San Francisco Planning Commission, the TIDA Board of Directors approved the overall Treasure Island/Yerba Buena Island Development Project, including a Development Agreement and a DDA with TICD, as well as the 2011 TITIP.<sup>1</sup> In June of 2011, the BoS approved the same.

The DDA referenced and outlined the goals, strategies, and implementation plan for the new transportation system, infrastructure, and services to support the development Project, including the designation of a transportation management agency, the TIMMA, to oversee the implementation and management of the transportation programs and revenues.

On April 1, 2014, the San Francisco BoS approved Resolution No. 110-14 designating the San Francisco County Transportation Authority as the Treasure Island Mobility Management Agency (TIMMA). The purpose of TIMMA, as set forth in the Treasure Island Transportation Management Act of 2008 (AB981), is to implement the original 2011 TITIP.

On July 20, 2016, the TIMMA Board approved Resolution 17-03, accepting the recommendations set forth in the Treasure Island Mobility Management Study (Study), a policy and financial analysis of the congestion pricing program. The Study refined the assumptions of the 2011 TITIP and recommended a subset of toll policies (including defining the tolled population and defining high-occupancy vehicles) for the Island based on demand forecasting, financial analysis, and stakeholder input. The Study also recommended the development of an Affordability Program.

On November 21, 2018, the TIMMA Committee recommended approval of the Treasure Island Transit Pass, Toll Policy, and Affordability Program. This recommendation encompassed the remaining toll policies not adopted in 2016, including toll level, hours of operation, and discounts for current and future low-income households. On December 11, 2018, the TIMMA Board continued the item, pending further outreach and analysis of additional policy options.

On November 19, 2019, the TIMMA Board approved Resolution 20-03, establishing a toll exemption for current residents, with implementation details to be proposed and adopted as part of future Toll System Business Rules. Financial analysis indicated that a toll exemption for current residents will require additional revenues of up to \$3 million per year over a 15 to 20-year program buildout period, depending on toll rate level. Resolution 20-03 allows for a revision of the policy, pending an evaluation into its effectiveness, at the midpoint (4,000th unit) of the Development Project.

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<sup>1</sup> The 2011 TITIP was dated and adopted June 28, 2011 by Board of Supervisors Resolution No. 0245-11.



On April 27, 2021, the TIMMA Board approved Resolution 21-05, approving the Treasure Island multi-operator transit pass study final report and adopting the Treasure Island multi-operator transit pass design framework. 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.

On September 28th, 2021, the TIMMA Board approved Resolution 22-01, adopting Toll Affordability Program Business and Worker recommendations, focused on mobility support for nonprofit and food service employers.

Based on technical analysis and public outreach, this document provides updates to the 2011 TITIP. The commitments and principles of the Project, with its vision of Treasure Island as a sustainable transit-oriented community, have not changed. However, since the 2011 adoption of the original TITIP, some policies have advanced while others are still in development. The purpose of this update is to document, in a single location, the current status of all TITIP policies, at the time that final congestion pricing policies are adopted.

These updates to the 2011 TITIP, documented in this TIMM PIR, are based on technical analysis, TIMMA Board guidance and public outreach, including:

- 2016 TIMMA adoption of initial toll policies that revise the initial operating assumptions made in the 2011 TITIP, based on demand and financial analysis;
- 2019 TIMMA adoption of current resident toll exemption;
- 2021 TIMMA adoption of multi-operator Transit Pass with discounts;
- 2021 TIMMA adoption of current business and worker toll subsidies; and Recommended Base Toll and Discount policies, including an affordability program for future low-income travelers.

The refinements described in this 2021 Report were considered for supplemental environmental review under the California Environmental Quality Act (CEQA). TIMMA prepared a CEQA Addendum to evaluate the physical effects of the Project updates on the environment, including transportation effects. The CEQA Addendum was published by TIMMA in January, 2022.



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## 2. Program Goals

In 2011, the TIDA Board of Directors and the San Francisco BoS adopted the 2011 TITIP, which included initial operating assumptions for the entire transportation program, including transit, tolls, parking, and more. Specific elements of the transportation program have been revised since 2011, although the goals, objectives, and main components of the Project's transportation program have not changed. The transportation program includes the same series of measures and strategies designed to support Island sustainability and a seamless transportation experience for Treasure Island travelers. Since the 2011 TITIP, TIMMA has added a new goal to ensure that the current and future low-income travelers have access to affordable transportation options to travel to and from Treasure Island.

While the program goals remain constant, and the general mechanisms to achieve the goals remain in place, some of the initial operating assumptions presented in the 2011 TITIP have been revised based on new travel demand and financial modeling. These include specific toll and parking policies; transit operating plans; and travel demand management (TDM) program details. This 2021 TITIP documents these updates.

The 2011 TITIP also summarized anticipated program delivery costs and the financial commitments that would support pedestrian, bicycling, and transit infrastructure and service. However, the costs as presented in the 2011 TITIP are outdated, and additional and new funding options are available today. Changes in economic conditions have also resulted in a near-term demand profile that varies from 2011 TITIP assumptions. For these reasons, a key contribution of this 2021 TITIP is to present the current year Program costs, forecasted revenue, and funding strategies to deliver the Program.

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## 2.1. Principles

The core Principles guiding the transportation plan have not changed since the 2011 TITIP, and one new goal, addressing Affordability for low-income travelers, is added:

- **Walking and Biking** – Transportation infrastructure on the Island will be designed around opportunities to safely and comfortably walk and bike as primary modes;
- **Transit Services** – Transit service to and from the Island will operate throughout the day, evening, and weekends at high levels of service consistent with meeting demand and providing high-quality alternatives to the private automobile;
- **Pricing** – Automobile use will be discouraged via parking policies, congestion pricing, and other policies such as ramp metering;
- **Financial Viability** – The plan will reflect strategies to achieve financial viability;
- **Monitoring** – Transportation services and pricing will be managed over time to meet the real-time needs of residents and visitors to Treasure Island; and
- **Affordability** – The Plan will offer affordable transportation options for low-income residents, workers, and future Treasure Island travelers.

## 2.2. Mechanisms

The key mechanisms to implement the Principles have also not changed since the 2011 TITIP. As described in the 2011 TITIP, these are transportation demand measures which will support the use of transit, walking, and bicycling among residents, visitors, and employees:

- **Tolling and Transit Provision** – All vehicles entering and exiting Treasure Island will be charged a congestion fee during congested periods along with associated new SF ferry and east bay transit services;
  - **Off-Street Parking** – Residential parking will be sold or leased separately from the unit (i.e., “unbundled parking”), and all non-residential parking on the Island will incur a parking charge. The charges will be applied at a level to encourage the use of transit services and discourage the use of single-occupancy vehicles, consistent with the Project goals;
  - **On-Street Parking** – TIMMA will collect and disburse revenues from all non-residential parking facilities and the Island’s congestion pricing program;
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- **Ramp Metering** – Ramp metering will be applied by Caltrans on the access ramps to the San Francisco Bay Bridge to control the number of vehicles that can leave the Island during periods of bridge congestion and facilitate access for transit vehicles merging onto the bridge;
- **Bikesharing** – TIMMA will arrange for bikeshare access for residents, visitors and workers;
- **Multi-Operator Transit Pass** – Households in new market-rate units will purchase a mandatory monthly multi-operator transit pass, and the pass will be available for optional purchase for all other residents and workers.
- **Affordability** – a multi-component affordability program will offer discounted congestion fees and transit passes to future residents, workers, and all travelers. Current (pre-2020) residents will be exempt from the congestion toll at least through the 4000-unit milestone, at which time the exemption will be revisited.

## 2.3. Integration with Sustainability Goals

The focus on Sustainability described in the 2011 TITIP remains. Directly from the 2011 TITIP, “Sustainability is a key Project priority. Many of the Project’s wide range of sustainability goals and commitments are transportation-focused and are intended to encourage sustainable choices as part of everyday life. The transportation strategy for the Island has been designed to facilitate a significant mode-shift from private automobiles to alternative, environmentally sensitive means of transportation. The program to be implemented includes ferries, buses, electric or alternative-fuel on-Island shuttles, car-sharing, and a bicycle library program. In addition, parking will be managed, priced, and designed to reduce on-Island car trips and minimize impacts on the pedestrian environment. Congestion pricing will be used to charge fees for [drivers] who choose to use their automobiles to travel to and from the Island during peak travel periods.”<sup>1</sup>

<sup>1</sup> 2011 TITIP, page 16

### 2011 TITIP SUSTAINABILITY GOALS

- Promotes access by foot, bicycle, and transit, reducing on-Island automobile trips;
- Establishes a strong mixed-use and transit-oriented character;
- Preserves more land for open space;
- Creates safe, convenient, pedestrian-friendly street design in all neighborhoods;
- Allows the development of more housing at a greater density;
- Creates a livelier, more dynamic community with services necessary to create a self-sufficient community;
- Establishes densities that allow frequent, efficient transit service;
- Serves the Project’s sustainability goals;
- Manages parking to minimize dependence on automobiles and support an urban, pedestrian friendly character;
- Discourages the use of the automobile by imposing congestion pricing on peak-period off-Island trips by residents;
- Welcomes visitors to a model of sustainable and walkable development; and
- Serves as a model for the region and the nation in encouraging alternative transportation modes.



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## 3. Land Use and Transit Oriented Design

The Treasure Island community is designed to allow residents access to essential goods and services within a 10- to 15-minute walk, and pathways and streetscapes are designed to enhance the experience and safety of pedestrians and cyclists. Services and amenities are intended to be located on-Island near the Ferry Terminal and Intermodal Transit Hub so that commuters, residents, and visitors will be able to take advantage of them when arriving or leaving the Island, further reducing discretionary trips. All these elements are proposed to support a self-sufficient Island community.

The Island's dense, compact development pattern centered around a multimodal Transit Hub and commercial center is intended to facilitate convenient access by foot, bicycle, and transit, and to reduce the use of single-occupancy vehicles both on and off Treasure Island. The Project's land use and street network designs have not changed substantially since their adoption in 2011.

The development pattern is designed to facilitate walking and cycling for on-Island trips, and access to ferry and bus service for commuting. Hotel, retail, public, and community uses are centered around the ferry quay and along the Intermodal Transit Hub. The transit terminal complex will also include connections to the on-Island shuttle, car-sharing facilities, and bikeshare facilities. All residential units on Treasure Island would be within an approximately 15-minute walk of the Transit Hub. In addition, all residents of both Islands would be within an approximately 5-minute walk of a shuttle stop.

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All non-residential off-street parking will be in centralized facilities, decoupled from residential and visitor uses and thereby enhancing Treasure Island's pedestrian character.

The Project's design intent is memorialized in the following documents:

- The Design for Development, adopted by TIDA in June 2011, governs design of both the public realm (streets and open spaces) and the private realm (individual buildings). The Design for Development also includes the requirements that vertical developers must meet for automobile parking, loading, bicycle parking, and car-share spaces.
- The Infrastructure Plan, attached to the DDA between TICD and TIDA, includes a Transportation section. This section details the obligations of TICD to build certain improvements, including the streets and the ferry terminal (including both water and landside facilities).
- The DDA includes a section describing the financial subsidies provided by TICD to fund the elements of the transportation capital and operating program. The DDA also includes an exhibit that lists TICD's obligations as it relates to implementation of this Plan.
- The Streetscape Master Plan, adopted by TIDA in February 2015, describes the overall circulation plans, land uses, street hierarchy, and specific streetscape responses to the street typologies.

Although TIMMA is not responsible for implementing the transit-oriented design on the Island, these principles are a fundamental part of the success of the transportation program and will influence the ability of the TIMMA to meet transportation system performance goals.

### 3.1. Compact development

Pedestrian-oriented and transit-served neighborhoods, which significantly reduce demand for travel in private vehicles, are the basic building blocks for sustainable cities. The Design for Development's strategy for compact development includes creating an Intermodal Transit Hub and central retail district on Treasure Island's southwest corner. This area will provide an Intermodal Transit Hub, a hotel, shopping, dining, and cultural facilities, as well as higher-density urban housing options. It will be surrounded by dense, walkable, mixed-use neighborhood development and regional recreational and civic destinations. Treasure Island's planned densities and scale are comparable to many San Francisco neighborhoods.



## 3.2. Intermodal Transit hub

The use of public transportation by significant numbers of visitors, residents, and workers on the Islands is essential to meeting sustainability commitments, providing economic opportunity, and achieving high quality of life. The objective is to provide an efficient, attractive hub for transit located at the point of arrival from the Bay Bridge and at the junction of the two Islands. An Intermodal Transit Hub will connect all regional, off-Island transportation services such as buses and ferries with on-Island services such as shuttles, bicycles, and attractive pedestrian routes. The Transit Hub includes a ferry terminal facing the historic Building 1 on the shore of Treasure Island. Buses serving San Francisco and the East Bay have stops and layover spaces on streets in the Island Center.

Transit routes and Transit Hub design are covered in more detail in Chapter 5.

## 3.3. Vehicle Access

The street network design for Treasure Island has not changed significantly since the 2011 TITIP. However, the vehicle access framework described in 2011 TITIP has been revised for Yerba Buena Island. Traffic flow on Yerba Buena Island will circulate in a counterclockwise direction to reach the Bay Bridge access ramps more efficiently on the east side of the island. Both eastbound and westbound traffic exiting the Bay Bridge will approach Treasure Island via Macalla Road, a two-lane, one-way route. Vehicular traffic will exit Treasure Island via Treasure Island Road south of the Macalla Road intersection. This similar two lane, single direction roadway joins Hillcrest Road on the south side of Yerba Buena Island before reaching the Bay Bridge access ramps.

## 3.4. Land Use Development

The land use and development phasing of the Project is summarized in Table 3.1 of the 2011 TITIP. The general land use plan – the mix of uses, districts, community services and amenities – have not changed substantially since the 2011 TITIP.



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## 4. Bicycle and Pedestrian Facilities and Programs

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## 4.1. Walking and Biking

The transportation network adopted in the 2011 TITIP focused on pedestrians and bicyclists for first mile/last mile connectivity and convenient non-motorized access to all areas of the Islands.

The pedestrian network remains largely the same as that described in the 2011 TITIP and is focused on providing routes for active mobility from the Transit Hub. The bicycle network has been enhanced beyond the facilities described in that earlier document to include higher quality facilities connecting the Island neighborhoods to the touchdown of the SF-Oakland East Span Bay Bridge pedestrian and bicycle path on Yerba Buena Island.

## 4.2. Bicycle Pathways and Facilities

The 2011 TITIP illustrated a comprehensive network of Class 1 and Class 2 bikeways and other shared bikeways that will provide access to all parts of the Islands and connect to the pedestrian / bike path on the new Eastern Span of the Bay Bridge. These bikeways have not changed substantially on Treasure Island and the SFCTA is collaborating with TIDA to deliver them; these projects are not part of TIMMA's responsibilities. Planned Yerba Buena Island bicycle facilities are discussed in more detail in the following sections.

A Class 1 bikeway will encircle Treasure Island, providing dedicated bicycle access and a full touring route to all shoreline parks and open spaces. The Class 1 bikeway continues on Yerba Buena Island across the causeway and up Macalla Road where it connects with the new mixed-use path on the Eastern Span of the Bay Bridge. A 15 ft wide multi-use pathway also is also planned to connect the eastern and western spans of the Bay Bridge along Hillcrest Road on the south side of Yerba Buena Island, providing views of the Port of Oakland, Alameda, and the eastern waterfront of San Francisco. The planned multi-use pathway will also provide an accessible bike and walking route to Treasure Island and "bike/ped bridge" to downtown San Francisco via planned ferry services .

The Class 1 bikeway on Macalla Road serves as the primary bike connection with the multi-use path on the Eastern Span of the Bay Bridge. Dedicated bike lanes on Treasure Island Road run from the Transit Hub to Macalla Road where they turn, providing access to housing on the east side of the island. Another planned multi-use pathway will run along the west side of Yerba Buena Island, providing downtown San Francisco views as well as both bike and pedestrian access to the future path planned on the western span of the Bay Bridge. The Multi-use pathway will also provide an accessible route across the island to the Bay Bridge Eastern Span.



## 4.3. Bike Parking, Programs, and Amenities

The transportation plan for Treasure Island also includes a variety of amenities and facilities designed to encourage use of bicycles for recreational trips and short-distance “lifestyle-needs” trips, such as from residential areas to supermarkets and other goods and services in the Island Center.

In addition to the network of bikeways proposed for the two Islands, supplementary infrastructure would be designed to encourage bicycle use both on a regular and casual basis by ensuring convenience and comfort for bicycles. The key components of this effort would include provision of bicycle parking throughout the Island, e-bike charging stations and bike sharing facilities for residents and visitors.

### 4.3.0.1. Ferry and Transit Connections

Options to bike to transit would be encouraged in a variety of ways. Ample bike parking would be provided at the Transit Hub for those who choose to leave their bike there, afterwards taking the bus or ferry and walking to their destinations in San Francisco or Oakland. While buses operated by the San Francisco Municipal Transportation Agency (SFMTA) have limited bike rack space, ferries with the capacity to carry large numbers of bicycles would be selected. In addition, the shuttle route proposed for Yerba Buena Island would have extra bike capacity, to facilitate connections between Treasure Island and the multi-use pathway on the Eastern Span of the Bay Bridge.

### 4.3.0.2. Bike Parking

Public bike parking would be concentrated at major demand generators such as the Transit Hub, the Island Center district, scenic lookouts and major tourist spots expected to attract a large number of recreational bicyclists. In addition, the Design for Development requires that developers of residential and commercial uses provide bike parking on-site for their residents, employees, and visitors.

### 4.3.0.3. Bicycle Sharing Stations

TIMMA will ensure the availability of bike sharing for residents and visitors alike, discussed in more detail in Section 7.8.2. The advent of e-bikes has increased bike use accessibility for the public, and so TIMMA will work with Bay Wheels and SFMTA to provide e-bike sharing and bikesharing stations on the Islands.



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## 5. Transit Services

The 2011 TITIP described four transit routes as part of the Project. These services include:

- New ferry service between Treasure Island and Downtown San Francisco;
- Expanded bus service between Treasure Island and Downtown San Francisco;
- New bus service between Treasure Island and Oakland; and
- A new free on-Island shuttle system.

Figure 1 illustrates the approved transit services. This Chapter describes build-out level service parameters; Section 10.3 provides more detail about the phasing of the routes starting day 1.

The 2010 EIR for the Project analyzed both a base level of transit service and an expanded level of transit service included as Mitigation Measure M-TR-2. The M-TR-2 service is considered uncertain because the expansion of SFMTA (Muni) service must rely on future annual budget appropriations. Nevertheless, it is the intention of the TIMMA to work with SFMTA to implement these services as development occurs on the Islands, and therefore the service described below, and the commitments of TIDA and TICD, all assume that the expanded transit service level is implemented.

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**Figure 1.** Approved transit services

## 5.1. Ferry Service

The 2011 TITIP called for a new ferry route between Treasure Island and San Francisco. The 1.2-mile ferry route between Treasure Island and San Francisco's Ferry Terminal is illustrated on Figure 5.1 of the 2011 TITIP.

At full build-out, ferry service will operate every 15 minutes throughout the day, both weekdays and weekends, consistent with Mitigation Measure M-TR-2. Initially, when the TIMMA sponsored program first launches in FY 2024/5 with the start of tolling, the ferry service is expected to run on weekdays (6 a.m. – 7 p.m.) as well as all day on weekends (9 a.m. – 10 p.m.). TIMMA's Ferry Service Study will recommend specific service plans and fares for the Board's consideration in mid-2022.

Phasing detail about the planned ferry service levels prior to build-out are described in Chapter 10.



## 5.2. Bus and Shuttle Service

Bi-directional Transbay bus service between Treasure Island and the downtown Salesforce Transit Center will be expanded as development builds out. SFMTA will continue to operate 25-line services between the Island and San Francisco. The 2011 TITIP proposed for AC Transit to operate service between the Island and the East Bay (Downtown Oakland). All Transbay bus services would operate as express services, with limited stops on and off the Island. In addition, a free on-Island shuttle would operate on Treasure Island and Yerba Buena Island to provide connections between the ferry or Transbay bus services, Island residential and commercial uses, and open spaces.

All buses would originate and terminate service on Treasure Island at the Ferry Terminal and Intermodal Transit Hub. Layover space near the Hub is provided to maintain schedule reliability for AC Transit and SFMTA buses. In late 2021, the Transportation Authority approved funding for a Neighborhood Transportation Improvement Program planning study, to explore supplemental transportation services to other destinations identified by Treasure Island residents.

## 5.3. San Francisco Bus Service

The 2011 TITIP described the San Francisco bus routes to Treasure Island. This update includes revised service frequencies at buildout for the proposed routes for San Francisco bus service.

**Service to the Transbay Terminal:** At full build-out, the existing Muni 25 route will operate with service approximately every five minutes in the weekday AM and PM peak periods and every 10 minutes during off-peak. During weekends this route will operate every 20 minutes. This Muni 25 route will continue to provide owl service and operate 24 hours per day.

**Service to the Civic Center area:** At full build-out, this Muni route will operate with service every 12 minutes in both the weekday AM and PM peak periods and 15 minutes during off-peak. During weekends this route will operate every 20 minutes. This route will not offer owl service.

The service levels for the present Muni 25 line are SFMTA jurisdiction and responsibility, as with any other San Francisco neighborhood. TIMMA will coordinate with SFMTA



to plan service level increases to the Islands as buildout occurs and the Islands' population rises.

Phasing detail about the planned San Francisco bus service levels prior to build-out are described in Chapter 10.

## 5.4. East Bay Bus Service

The 2011 TITIP describes a new direct bus service between the East Bay and Treasure Island. The bus service will connect Treasure Island to Oakland Civic Center. During the initial years of the Program, the East Bay route will likely operate as an on-demand micro transit service from Treasure Island to Downtown Oakland. An on-demand service model is expected to be a more cost-effective approach to providing quality service frequencies at low demand levels. An on-demand service is hailed by travelers by phone, text, or mobile app. At full buildout, AC Transit would operate this route every 10 minutes in weekday AM and PM peak periods and 20 minutes in off-peak and every 20 minutes on weekends. This route would operate approximately 17 hours per day, from 5:00 a.m. to 10:00 p.m..

Phasing detail about the planned East Bay bus service levels prior to build-out are described in Chapter 10.

## 5.5. On-island Shuttle Service

The 2011 TITIP proposed a free on-Island shuttle system to provide a "first mile/last-mile" connection for transit riders using the Transbay buses or ferry service. The shuttles will serve the majority of land uses on Treasure Island and Yerba Buena Island, including open spaces, retail commercial zones, and residential neighborhoods. The shuttle service also enables the Transbay bus services to avoid circling on-Island, making that service more efficient and reliable.

In early years of the development with limited demand, this shuttle service could be combined with East Bay bus service to serve lower demand levels more cost-effectively. The route for these interlined services would be flexible to capture maximum ridership.

At full buildout, the shuttle service would consist of three routes, two of them serving primarily Treasure Island and the other primarily serving Yerba Buena Island. Shuttle vehicles will be designed to accommodate some bicycles, and all three shuttle routes would have connections to the Transbay bus services and the ferry service. On weekends, routes could be extended as an optional service to the Northern Shoreline



Park and Wilds open space areas on Treasure Island and the Great Whites area on Yerba Buena Island.

The shuttle services would be free to riders with on-demand service along the proposed routes. All three routes would operate at regular headways from early in the morning until late in the evening. The headways and travel times would depend on the time of day and ridership but would be timed to maximize coordination with ferry departures and arrivals.

## 5.6. Transit Hub

The role and function of the Transit Hub has not changed since the 2011 TITIP: “The ferry and bus services will converge at an Intermodal Transit Hub to be located on the shoreline west of Building 1. Access to the Transit Hub would be via walking, biking, and the on-Island shuttle service, and specific facility design and traffic management treatments would accommodate the safe and frequent circulation of these modes. The Transit Hub will provide a central location for ticket sales, travel, and tourist information. Other transportation services at the Transit Hub will include bus stops and facilities for East Bay and San Francisco bus service providers, shuttle service stops, bicycle parking, bike-sharing, and administration / office accommodation for the Island's Travel Coordinator.”<sup>1</sup>

## 5.7. Emergency Vehicle Access

The approach to emergency vehicle access to and throughout Treasure Island and Yerba Buena Island has not changed since the 2011 TITIP.

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<sup>1</sup> 2011 TITIP, page 51



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# 6. Transportation Demand Management

This chapter documents updates to the transportation demand management strategies put forward in the 2011 TITIP. These strategies remain the core elements designed to help the Project achieve the program goals and transit-oriented design guidelines outlined in Chapter 2 and Chapter 3.

The following measures are the key strategies for managing the Island's transportation demand:

- Congestion pricing program;
- Parking policies;
- Mandatory multi-operator transit pass;
- Ramp metering; and
- Special events and emergency access transportation planning.

The TIMMA Program continues to plan for other TDM services as called for in the 2011 TITIP, including car-sharing, bikesharing, carpool and vanpool matching services, and a guaranteed ride home program.

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## 6.1. Congestion Pricing Program

The Transportation Program includes a congestion pricing program, authorized by the State Legislature in 2008 and included in the 2011 TITIP, that will charge for vehicle access to and from Treasure Island and Yerba Buena Island during congested periods.

### 6.1.1. OBJECTIVES

The objectives of the Project's congestion pricing program are as follows:

- To create a disincentive for new residents and other travelers to drive during congested periods on the San Francisco-Oakland Bay Bridge;
- To increase the competitiveness and attractiveness of transit for commute on-off Island trips;
- To mitigate the peak period impact of trips generated by the development on the regional road network (the Bay Bridge) and ramp queues; and
- To provide financial support for new regional transit operating costs and the transportation demand management programs.

### 6.1.2. AUTHORIZATION FOR THE PROGRAM

In 2008, the State of California passed legislation authorizing congestion pricing on Treasure Island as AB 981, the Treasure Island Transportation Management Act. The legislation authorized the following:

Designation by the Board of Supervisors of the City and County of San Francisco of a "transportation management agency." Powers of the transportation management agency include recommending an initial congestion pricing fee structure (to be adopted by the Board of Supervisors), and adoption of revenue structures for on- and off-street parking (e.g., fees, fines, and penalties) and a transit voucher fee structure for Treasure Island and Yerba Buena Island. The agency would also be responsible for adopting and administering a transportation program, collecting and distributing all revenues generated on-Island by and for the on-Island program, and coordinating with the SFMTA regarding issues such as transit service, parking enforcement, and traffic signaling.

### 6.1.3. INITIAL OPERATING ASSUMPTIONS

TIMMA is authorized by AB 981 to establish a tolling and mobility program and to adjust it over time to achieve the program's twin objectives of transit mode shares above 50% and financial sustainability. This ongoing toll policy approval and management function is acknowledged in the FEIR as well as the TITIP which proposed "initial operating



assumptions” that would be “subject to change by the TITMA based on actual Project performance.” For example, the transportation elements of the Project assumed that residents would be charged the congestion fees, and added that “TITMA would have the authority to impose the congestion pricing fees on other uses of the Islands should it be deemed necessary” (FEIR, Project Description, II.51).

In 2016, the TIMMA Board adopted the recommendations set forth in the Treasure Island Mobility Management Study (Study), a policy and financial analysis of the congestion pricing program. The Study refined the assumptions of the 2011 TITIP and recommended a subset of toll policies (including defining the tolled population and defining high-occupancy vehicles) for the Island based on demand forecasting, financial analysis, and stakeholder input. The Study also recommended the development of an Affordability Program.

Specific toll program revisions to the initial operating assumptions included the following:

- Tolls will be applied to all drivers during the hours of operation, rather than to residents only, as proposed in the 2011 TITIP.
- The charges will continue to apply in both directions (on and off the Island), as proposed in the 2011 TITIP, but the hours of operation are revised to include the midday and weekend periods of congestion.
- Peak periods encompass 5:00 a.m. to 10:00 a.m. and 3:00 p.m. to 7:00 p.m., Monday through Friday; the midday period extends from 10:00 a.m. to 3:00 p.m. Mondays through Fridays, and the off-peak periods from 8:00 a.m. to 8:00 p.m. on Saturday and Sunday.
- Affordability program policies should be developed to address existing residents, businesses/workers and future motorists.

The recommended operating assumptions for the congestion pricing program are described in detail in Section 10.2.1. As also described in that section, the assumptions are subject to further change by the TIMMA depending on actual Project performance.

### **Exemptions**

In 2019, the TIMMA Board adopted a policy exempting current residents from the toll. In addition, federally owned vehicles are eligible for exemption from the toll in accordance with 15 US Code Sections 1005 and 1006.<sup>1</sup> Finally, authorized emergency vehicles satisfying all conditions specified in California Vehicle Code section 23301.5 are also eligible for exemption from the toll.<sup>2</sup>

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<sup>1</sup> <http://uscode.house.gov/view.xhtml?path=/prelim@title15/chapter19&edition=prelim>

<sup>2</sup> [https://leginfo.ca.gov/faces/codes\\_displayText.xhtml?lawCode=VEH&division=11.&title=&part=&chapter=13.&article=3](https://leginfo.ca.gov/faces/codes_displayText.xhtml?lawCode=VEH&division=11.&title=&part=&chapter=13.&article=3)



### Hours of Operation

The proposed Tolling hours of operation are based on existing and anticipated traffic levels and broad consistency with the San Francisco-Oakland Bay Bridge peak periods. Toll rates are proposed to vary across periods as shown in Table 1:

- “Peak Tolling Hours” are defined as hours between 5:00 a.m. and 10:00 a.m. and 3:00 p.m. and 7:00 p.m. weekdays.
- “Off-Peak Tolling Hours” are defined as hours between 10:00 a.m. and 3:00 p.m. weekdays.
- “Weekend Hours” are defined as hours between 8:00 a.m. and 8:00 p.m. weekends.
- “No-Toll Hours” are defined as the hours outside of Peak and Off-Peak Tolling Hours, wherein TIMMA toll collection is not operating.

### Rate Schedule

Toll rates differ during peak and off-peak periods to influence driving decisions and effectively manage congestion at peak travel times with base toll levels designed to help fund transit services at tolled times. The Toll Rate Schedule, shown in Table 1, is set to manage mode share performance goals of 50% or more at peak periods and to fund accessible, frequent, and reliable operations for transit alternatives that are financially sustainable, in combination with other committed funding. The proposed peak rates are consistent with the 2011 TITIP, which anticipated a \$5 peak period toll level per 1-way trip, with off-peak rates proposed at 50% or \$2.50 per 1-way trip level (see toll hours and rates in Table 1 below).

The TIMMA Board may periodically adjust the Toll Rate Schedule, including discount amounts and eligibility, to manage congestion and demand, maintain financial sustainability, to meet equity and affordability goals, and meet mode share performance goals of 50% or more at peak periods. The TIMMA may also adjust toll rates regularly based on the Consumer Price Index and relevant service and other program costs.

### Discounts

As part of the TIMMA Transportation Affordability Program, moderate- and below-income travelers will be eligible for a toll discount as per the Toll Rate Schedule, shown in Table 1.

Discounts will be as follows:

- Travelers earning up to 55% Area Median Income (AMI) shall receive a 100% discount.
  - Travelers earning between 55% and 120% AMI shall receive a 50% discount.
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**Table 1.** Treasure Island Toll Operations: Hours and 1-Way Toll Rates

PERIOD	TIMES	BASE TOLL (1-WAY)	MODERATE- AND LOW- INCOME HOUSEHOLDS	VERY LOW-INCOME HOUSEHOLDS
Peak Toll	Weekdays 5am – 10am 3pm – 7pm	\$5.00	\$2.50	Free
Off-Peak Toll	Weekdays 10am – 3pm	\$2.50	\$1.25	Free
Weekend Toll	Weekends 8am – 8pm	\$2.50	\$1.25	Free
No Toll	Weekdays 7pm – 5am Weekends 8pm – 8am	Free	Free	Free

#### 6.1.4. PROPOSED METHOD OF COLLECTION AND ENFORCEMENT

The current approach to toll collection and enforcement is based on existing Bay Area electronic toll technology including the radio frequency identification (RFID) transponders used in FasTrak, combined with Automatic License Plate Recognition (ALPR) camera technology for enforcement.

The TIMMA will be responsible for collection and enforcement but will contract with the Bay Area Toll Authority (BATA) to administer accounts and operate the back-office systems.

## 6.2. Multi-Operator Transit Pass

The Treasure Island Transit Pass defined in the 2011 TITIP is part of the comprehensive, multi-modal transportation program for the Island. The Pass was envisioned in the 2011 TITIP as an incentive for transit use and a demand management measure to increase transit ridership. The 2011 TITIP required a mandatory transit voucher for residents of new market rate units and hotel visitors.

Per Resolution 21-05, TIMMA revised the voucher concept as the Treasure Island multi-operator transit pass. The transit pass allows for unlimited public transit trips on and off Treasure Island. The Transit Pass price will be incorporated into homeowner association (HOA) monthly fees paid by market-rate residents and hotel room fees paid by visitors. The Pass will be available at a discounted price for optional purchase by residents of below market-rate units and Treasure Island workers.

This multi-operator pass will allow for unlimited trips on all transit modes accessing Treasure Island: Muni (all routes), AC Transit (all local routes) and the Treasure Island ferry. This pass provides flexibility for passholders to take either the ferry or Muni 25 to travel to mainland San Francisco and ensures that the passholders can 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.

The multi-operator pass will be an institutional pass available to the residents, workers and hotel visitors of the Islands, available on Clipper.

Every market rate household will receive one transit pass through their HOA dues and additional transit passes can be purchased through TIMMA. The transit pass value will be determined after one-way fares for East Bay transit and ferry are adopted.

The Pass will be offered to residents of below market rate (BMR) units and Treasure Island workers at a discount as part of the Affordability Program to ensure the pass is affordable for Treasure Island travelers. The amount of the discount is to be included in the transit fare setting and transit value adoption process.

It is planned that Treasure Island's overnight hotel visitors will receive a cash credit on their Clipper card or Clipper mobile application, a mandatory purchase that comes with their room price. 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 International Airport or other Bay Area airports.

TIMMA will coordinate with TIDA and TICD to distribute the Transit Pass and update the recipients list on an ongoing basis. For workers, the TIMMA will offer bulk purchase options to employers. For Treasure Island hotel visitors, the TIMMA will coordinate with the hotel operator to provide transit credit to their visitors.

The TIMMA will continue to coordinate with MTC, SFMTA, AC Transit and WETA to develop pass agreements that are needed to recommend a transit pass price.

## 6.3. Ramp Metering

Ramp metering is proposed to be implemented by Caltrans on or near all on-ramps onto the Bay Bridge from Yerba Buena Island to control the volume of vehicles accessing the bridge, to facilitate transit circulation, and to improve safety when vehicles attempt to enter the freeway. No changes to the ramp metering proposal from the 2011 TITIP are anticipated.



## 6.4. Special Events and Emergency Access Transportation Planning

The 2011 TITIP anticipated that the Island's unique location in the middle of San Francisco Bay would continue to make it a popular venue for events large and small, and that the TIMMA would be responsible for managing travel needs and demands during these events.

In general, sponsors of special events will be required to collaborate with the TIMMA to establish an approved TDM plan for the event. The plan would detail all the necessary requirements to ensure that all transportation-related activities for the event, including visitor access and parking / loading operations, do not substantially impact the travel needs of residents or other members of the Island community. Possible elements of the plan could include enhanced bus or ferry services to and from the Island, augmented on-Island shuttle services, and parking management.

The approved TDM plan would also evaluate any special needs for or effects on emergency access to and from the Island and provide solutions to ensure that emergency vehicle access to parts of the Island are not impeded by event activities.

## 6.5. Other TDM programs

The 2011 TITIP defined TDM programs will be implemented with the program launch. The TDM strategies include:

1. Treasure Island Car-share program
2. San Francisco Bikeshare Program
3. Carpool and vanpool ride matching services
4. Guaranteed Ride-Home Program
5. Visitor and employee Transportation Demand Management (TDM) programs

### 6.5.1. CAR-SHARE PROGRAM

TIMMA will partner with a carshare provider to offer their services on-Island. Members will have the ability to check out vehicles for use, making payments based on the total duration of the check-out period and/or the distance driven. The car-share program will be provided as the program launches to provide a network of vehicles parked in neighborhood "pods." Members would check out vehicles for use, making payments based on the total duration of the check-out period and/or the distance driven.



The TIMMA will coordinate agreement(s) with car-share operator(s) to determine the appropriate number of cars and locations for them on Treasure Island.

#### **6.5.2. BICYCLE SHARING AND STORAGE**

TIMMA will provide Bay Wheels (San Francisco bikeshare program) stations on Treasure Island and Yerba Buena Island. The first station location is anticipated at or near the Ferry Terminal. The TIMMA will be responsible for overseeing the program. In addition, the Transit Hub will offer secure bicycle storage such as that provided at BART stations.

#### **6.5.3. CARPOOL AND VANPOOL RIDEMATCHING SERVICES**

Carpool and vanpool ridematching services will be provided by TIMMA staff, and designated spaces would be provided in the Island's parking facilities for vanpools, free of charge. Ridematching for carpool and vanpool riders will be arranged through a program website, administered by TIMMA staff. Consistent with state legislation, and as adopted by the TIMMA in 2016, registered vanpools and other 11+ passenger vehicles will not be subject to congestion pricing charges.

#### **6.5.4. GUARANTEED RIDE HOME PROGRAM**

A guaranteed ride home program will be included as part of the Island's overall TDM program. Under this program, Island residents and employees who are registered as carpool or transit riders would be reimbursed for return trip travel in the event of an emergency where an alternative means of travel is not available. These travelers could use a taxi service to complete their return trip and would receive reimbursement for the cost of the trip by the TDM program.

#### **6.5.5. VISITOR AND EMPLOYEE TDM PROGRAMS**

Transportation demand measures are intended to affect the travel behavior of all users of the island. All employers on the Island will be required to participate in TDM programs, and the TIMMA's Travel Coordinator (discussed in Section 10.1, below) will work with employers to monitor progress and provide support. The TIMMA will develop a detailed employer TDM program that will specify what programs are required of employers of different sizes. Each employer will be required to designate a single contact for transportation purposes.

The TIMMA will coordinate its activities with those of the Island's employers to ensure that employees are kept fully informed of the available programs and any promotional activities and will be available to assist with new employee orientation. In addition, the Travel Coordinator will be available to coordinate these services on behalf of smaller employers. The Travel Coordinator would also be expected to work with on-Island retailers to provide delivery options to on-Island customers, providing another alternative to driving to stores to meet one's daily needs.



Many of the Project's transportation policies and services already support transportation demand management for visitors and employees, including the following measures:

- Establishment of priced parking for all employees and visitors;
- Availability of convenient transit services;
- Provision of bicycle access to the East Bay;
- Implementation of a car-share program;
- Establishment of bikesharing;
- Operation of an on-Island shuttle service;  
and
- Provision of a pre-paid transit voucher for hotel guests  
and the option to purchase a discounted multi-  
operator transit pass for any Island worker.

TIMMA will also explore new ideas implemented at other visitor destinations in the city, such as bundling transit fares into event tickets. In addition, all employers with greater than 25 employees are subject to design and program requirements, including the following:

- Bicycle parking in a controlled-access or secure area;
- Design that is easily accessible by pedestrian  
and bicycle routes and transit;

Required TDM Programs:

- Compliance with the San Francisco Commute Benefits Ordinance;
- Carpool and vanpool ridematching services, including designated spaces and reduced parking charges for carpools and vanpools; and
- Guaranteed ride home for registered carpool, vanpool,  
and transit riders in emergency situations.

Implementation of these TDM programs would be imposed on employers through stipulations in their lease agreements.



In addition, employers will be expected to offer programs to reduce automobile use and encourage the use of alternative modes. The programs include the following measures:

- Alternative commute subsidies or parking “cash-out.” Employees are provided with a subsidy if they commute by transit or other alternative modes;
- Opportunities to provide employees with the option to purchase commuter checks;
- Opportunities to provide completely subsidized vanpool service for hotel employers or large employers;
- Marketing of alternative travel options. Employers, particularly hotels, will be asked to provide information to prospective visitors about the alternative modes of travel available;
- Special event planning. As part of planning for special events, event sponsors will be required to develop individual TDM programs to meet the event’s travel needs without disrupting the travel needs of Island residents or other members of the Island community (see Section 10.3 for more detail);
- Compressed work week and flextime: Employees are given the option to adjust their work schedule to reduce trips to the worksite; and
- Telecommuting options. Some of these programs, such as special event planning, will be mandatory, but others may be optional or only enforced depending on the size of the employer.



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# 7. Parking Policy

The Project's parking policies are designed to reduce the overall usage of private automobiles through maximums, pricing, new technology, and effective monitoring programs.

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## 7.1. Parking Maximums

The Project's Design for Development and the 2011 TITIP set out the parking limits that apply to the Project. There are no parking minimums; the parking limits are maximums and establish the maximum number of parking spaces that can be provided Island-wide. This approach remains in place as of this TITIP update, which is consistent with the Island's parking principles of discouraging the use of private automobiles through a strictly regulated parking supply.

The parking maximums by land use as established in the Project's Design for Development and the 2011 TITIP are described below:

- **Residential:** One (1) space per dwelling unit;
- **Office / Commercial:** One (1) space for every 1,000 square feet of gross floor area;
- **Retail:** Two (2) spaces for every 1,000 square feet of gross floor area;
- **Hotel:** 0.4 spaces per room; and
- **Marina:** 0.6 spaces per slip.

## 7.2. Residential Parking

The 2011 TITIP identified residential parking policy as a central part of the comprehensive transportation program goals to minimizing the impact of the automobile on the future development. Residential parking is limited to an Island-wide maximum ratio of one space per home.

### 2011 TITIP Residential Parking

The parking maximum (cap) will be administered by the Planning Department in accordance with the procedures set out in the Planning Code Section 249.52 (Treasure Island / Yerba Buena Island Special Use District). TIMMA and TIDA will also track the parking cap on a Major Phase and Sub-Phase basis in accordance with the Disposition and Development Agreement.

Under the Special Use District, a project may not be approved that would cause the number of off-street parking spaces to exceed the maximum Island-wide ratios set forth in the Special Use District for development increments of 2000 residential units and 100,000 square feet of commercial; deviations of up to 10% will be permitted for the first two development increments.



Under the Disposition and Development Agreement, TICD will be required to make applications to TIDA for large groups of blocks (known as Major Phases) and smaller subsets within those Major Phases (known as Sub-phases). As part of its Major Phase and Sub-Phase Applications, TICD must identify the number of parking spaces allocated to each Major Phase and each Sub-phase and show compliance with the parking ratios per development increment in accordance with the Special Use District. Individual lots within each Sub-phase must be sold with a recorded restriction on the number of parking spaces that can be constructed on the lot by the applicable vertical developer. TIDA will track the number of spaces allocated and constructed within each Sub-phase to ensure that the cap per development increment is not exceeded.

(2011 TITIP, page 56)

In addition, all residential parking will be economically “unbundled” from the cost of buying or renting a home. This means that residents will have the option to purchase or rent a parking space with their home but will not be required to do so as a condition of their purchase or lease.

All residents who own a car (whether owners or renters) will be subject to a parking charge (either monthly rental or purchase) if they choose to utilize a parking space. Residential parking charges will be set at market rates for residential units priced at market or inclusionary levels. Affordable housing units constructed by or on behalf of TIDA, including One Treasure Island (OTI) units, will be able to set their own parking prices. As discussed below, all on-street parking will also incur a charge, making it impossible for a resident to park on-street to avoid parking charges for structured parking.

Residential parking will be constructed by private developers or, for centralized facilities, by TICD or another developer on behalf of private developers and leased or sold to individual households. Residential parking revenues would not be used as a funding source to support long-term transit operations.

### 7.3. Non-Residential Parking

Parking for all uses other than residential – including commercial, visitor, and recreational parking – will be located on-street or in centralized parking garages (“off-street parking”). The TIMMA will operate all non-residential parking on the Island, including both on-street and off-street parking serving the development, and all revenues generated on-Island will be collected by the TIMMA to support the TDM programs and fund transit operations for the Project.



As described in the 2011 TITIP, non-residential parking will be priced and managed as follows:

- All on-street non-residential parking will incur a charge;
- Retail parking will be located in a parking garage separate from the retail buildings and the total supply controlled as the development is built out; and
- Parking for all uses other than residential – including commercial, visitor, and recreational parking – will be located on-street or in centralized parking garages.
- Retail or hotel users would not receive free parking through validation.

Like residential parking, hotel parking will be constructed by private hotel developers and the revenues from this parking would not be used as a TIMMA funding source to support long-term transit operations. For all other commercial parking facilities, the TIMMA and SFMTA will be responsible for setting parking rates and providing a comprehensive monitoring and enforcement program. Per BoS Resolution 110-14, the TIMMA will contract with the SFMTA to operate all non-residential parking on the Island, including both on-street and off-street parking serving the development. All parking-related revenues generated on-Island as described above (excluding residential building-specific parking and hotel parking) will be returned to the TIMMA to support the TDM programs and fund transit operations for the Project. Program implementation is discussed in more detail in Section 10.2.

## 7.4. On-Street Parking

The approach to managing on-street parking remains broadly consistent with the 2011 TITIP. On-street parking will be priced and managed as follows:

- All on-street parking will be charged, using technologies similar to those already in use by SFMTA for the SFpark program;
- All on-street spaces will be available to visitors with charges assessed on an hourly basis and calculated to encourage short-term use; and
- Charges will discourage residents from using on-street spaces including for overnight parking.

For all non-residential parking facilities, the TIMMA will work with SFMTA to set parking rates, operating hours, and provide enforcement. Program implementation is discussed in more detail in Section 10.2.



TICD will be responsible for installing the specified parking equipment (including meters, monitoring technology, etc.) on the streets when they are initially built.

## 7.5. Off-Street Parking

Off-street parking will be in centralized parking lots located adjacent to recreation / open space areas. The locations of each public (non-residential) parking facility have not changed since the 2011 TITIP.

If warranted, TICD will be responsible for constructing enclosed parking structures and dedicating them to TIDA. The use of centralized garages would allow for the pool of parking to be shared among different uses.

The TIMMA will apply the following principles in pricing off-street parking:

- All spaces will be subject to a charge; and
- Charges for non-residential uses will encourage short-term use (up to 4 hours).

The use of temporary facilities will enable the TIMMA to better judge the demand for parking on the Island and determine how large the permanent parking facilities need to be. If warranted, centralized off-street parking facilities will be built over time to help meet new demand, but still in accordance with Island-wide parking caps and the other objectives of this Plan. The TIMMA and SFMTA will also use its variable parking pricing structure to ensure parking availability as development occurs. In the very long-term, the land use plan for the Island is flexible, so if more parking was constructed than was later determined to be actually needed, the TIMMA and/or TIDA could elect to adaptively reuse the garages or demolish them and convert the land to other uses.



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## 8. Affordability

This chapter, addressing affordable transportation access for travelers to, from, and within the Island, is a new chapter. In 2016, the TIMMA Board called for the development of an affordability program to address transportation costs for current and future residents of the below market rate housing, and current workers, on Treasure Island. The Affordability Program policies adopted as of the time of preparation of this document encompasses the travel demand management policies, specifically congestion pricing and the transit pass. Affordability provisions are also anticipated to guide the future transit fare policies, which will be adopted by future TIMMA Boards.

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## 8.1. Existing Residents

In November 2019, the TIMMA Board approved Resolution 20-03, establishing a toll exemption for current residents, with implementation details to be proposed and adopted as part of future Toll System Business Rules. Resolution 20-03 allows for a revision of the policy, pending an evaluation of its effectiveness, at the midpoint (4,000th unit) of the Development Project.

When the Program launches, the TIMMA will provide a means for current residents to receive free travel on and off the island. Eligible travelers and vehicles will be identified by an exempt FasTrak toll tag and/or a registered vehicle license plate.

### **Eligibility Requirements:**

To be eligible to enroll in the Exemption Program, residents must:

- Have a current lease for Treasure Island housing (to be validated by TIDA);
- Provide proof of vehicle registration with a Treasure Island address; and
- Provide proof of a TIDA-issued parking permit.

“Current Resident” is defined as “a leaseholder with an agreement for housing on Treasure Island” dated on or before November 19, 2019 that is still active when toll collection begins.” There is no limit to the number of on- and off-trips for eligible residents. Additionally, current residents who qualify for relocation per the DDA (2011) and move into new units with new leases dated after November 19, 2019 will continue to be eligible for the Exemption Program.

With license plates, only vehicles that have TIDA-permitted residential parking spaces will be eligible.

Toll exemption expires when any of the eligibility requirements are no longer met.

## 8.2. All Residents and Workers

On April 27, 2021, the TIMMA Board approved Resolution 21-05, approving the Treasure Island multi-operator transit pass study final report and adopting the Treasure Island multi-operator transit pass design framework. 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.



At a future date, TIMMA will adopt fare policy for the new transit routes (ferry and east bay bus transit). Affordability considerations will be incorporated into those fare policies.

## 8.3. Workers and businesses

In September 2021, the TIMMA Board adopted Resolution 22-01, adopting Toll Affordability Program Business and Worker recommendations, focused on mobility support for nonprofit and critical resident-facing food service providers.

### **Eligibility**

Not-for profit employers, including but not limited to One Treasure Island member organizations, are eligible for this Program. In addition, food distribution and service establishments are eligible. Approximately 15 employers are eligible, based on information provided by TIDA for currently existing businesses with leases in 2021. The U.S. Coast Guard operates on the Islands and are federally exempted.

### **Program Definition**

The TIMMA will provide a periodic (e.g., quarterly) flexible toll subsidy to each eligible employer. The amount of the subsidy will be based on the number of full-time employees (FTEs). Employers will distribute the subsidy to employees and other travelers, giving priority to compensation for low-income employees. The remaining balance may be used to compensate deliveries, vendors, and/or customers.

Employers may, at their discretion, use the subsidy to provide FasTrak toll tag account value for their employees or others. The TIMMA will provide technical assistance to employers in obtaining FasTrak accounts and toll tags through the Bay Area Toll Authority (BATA).

Program participation will require an Operating Agreement between the Employer and the TIMMA. This Operating Agreement will identify terms including auditing compliance requirements.

Finally, staff will collaborate with Program participants to evaluate and adjust the Program after 12 months to improve efficiency. Like the current resident exemption, this Program includes a revision of the policy, pending an evaluation of its effectiveness, at the midpoint (4,000th unit) of the Development Project.

## 8.4. All Other Travelers

As part of the TIMMA Transportation Affordability Program, moderate- and below-income households will be eligible for a toll discount as per the Toll Rate Schedule,



described in Chapter 6. This discount policy is consistent with the direction of the Downtown San Francisco Congestion Pricing Study. Discounts will be as follows:

- Households earning up to 55% Area Median Income (AMI) shall receive a 100% discount.
- Households earning between 55% and 120% AMI shall receive a 50% discount.

The discount will be available to any Bay Area traveler who may obtain a FasTrak toll account. Travelers will register for the discount by providing proof of income when signing up for a FasTrak account. This discount program allows for unlimited travel on and off Treasure Island at the applicable discount or exemption level regardless of trip purpose, based on traveler income.



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## 9. Public Outreach Summary

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## 9.1. Goals of Treasure Island Outreach

Members of the Treasure Island community have shaped the revised TITIP through the feedback they have provided during the planning process. Since the 2014 formation of the TIMMA, the goals of agency outreach to the Treasure Island community have been to:

- Learn about the transportation priorities of those who currently live, work, or visit Treasure Island;
- Publicize the development of the TITIP policies and programs so community members are able to shape policy aspects that were not finalized in the 2011 TITIP;
- Co-create solutions to remaining challenges and customize remaining policy issues to address needs not tackled in the 2011 TITIP; and,
- Create lines of communication with the Treasure Island residents and learn from them how to reduce barriers to their participating in the planning process.

## 9.2. What we learned

The community members who participated in outreach since the TIMMA's formation in 2014 shaped the 2021 TITIP updates in various ways. Key takeaways include:

- Overall, Treasure Island community members expressed a concern that the future of the island was one that would only cater to high-income residents, and that the toll had the potential to increase inequity on the island. In response to this concern, the TIMMA Board adopted the Toll Exemption for Current Residents. In addition, the Base Toll and Discount Policy includes toll discounts for all future low-income travelers for any trip purpose.
- Similarly, businesses and non-profits that struggle to hire staff and attract customers to the island during development felt that implementing a toll would be a significant challenge to attracting customers and employees. In response, the TIMMA Board adopted toll subsidies for current non-profit employers and resident-serving food service businesses and workers. For those employers and businesses not eligible for the business affordability program, TIDA should take cost of doing business into account when negotiating lease terms with these tenants.



- The TITIP policies that discourage driving need to be matched by high quality transit. In response, the TIMMA recommends higher ferry, shuttle, and bus transit service levels at Program launch than those originally contemplated in the 2011 TITIP, discussed further in Chapter 10.
- Stakeholders questioned whether other funding sources could pay for the regional transit ongoing operations, such as developer or other City sources. In response, the TIMMA has developed a revised funding strategy that includes additional local, regional, state, and federal funding sources not originally anticipated in the 2011 TITIP, discussed further in Chapter 11.
- Stakeholders expressed concern with the change in toll policy initial operating assumptions to extend to all drivers, not just residents. In response, the recommended Base Toll and Discount Policy offers means-based toll discounts or exemptions to 60% of all Bay Area households based on income: a 50% toll discount for all Treasure Island driving trips for travelers earning between 55 and 120% of Area Median Income, and a 100% exemption for travelers earning below 55% of Area Median Income. These discounts apply for any trip purpose.

### 9.3. How outreach was conducted

Connecting with Treasure Island's diverse community called for a multipronged outreach effort. Since 2016, there have been more than 50 opportunities for members of the public to learn about the transportation program and provide feedback, including TIDA Board and TIDA Citizens Advisory Board meetings, multilingual community open houses, focus groups, and co-creation workshops, small group conversations with business and non-profit representatives, and multilingual surveys. Outreach opportunities were refined over time to be more accessible and useful to participants, including when and where meetings were held, and the type of information shared.

Events and surveys were publicized in partnership with local businesses and community-based organizations and with elected officials and other community leaders, with the aim of meeting people where they are. With the onset of the COVID-19 pandemic in 2020, outreach pivoted to online channels with the utmost effort to include those with barriers to digital access. Participants in lengthy workshops were paid for their time and expertise.



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# 10. Implementation Framework

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## 10.1. The Treasure Island Transportation Management Agency

The 2011 TITIP called for the establishment of the TIMMA, responsible for regulating charges and collecting revenues associated with off-street and non-residential on-street parking facilities and the congestion pricing program and distributing those revenues to support the proposed transit operations and transportation demand programs contemplated in the transportation program.

The creation of the TIMMA was authorized by the State Legislature in 2008 as part of AB 981. The legislation authorized the San Francisco BoS to designate a board or agency to act as the transportation management agency for Treasure Island and Yerba Buena Island. In 2014, the BoS adopted Resolution 110-14, designating the SFCTA as the TIMMA.

## 10.2. TIMMA Roles and Responsibilities

### 10.2.1. TRANSPORTATION REVENUE COLLECTION

The 2011 TITIP described the TIMMA's roles and responsibilities as "mobility management agency for TI." Those roles remain broadly similar today. Per BoS Resolution 110-14, the TIMMA will be responsible for the following tasks related to transportation revenue collection:

- Management of the congestion pricing program for the Island, including setting pricing, collecting revenues, enforcing collection, monitoring performance, and reporting findings to the State legislature;
- Contracting with SFMTA, who will manage the commercial and on-street parking on the Island, including setting pricing, collecting revenues, enforcing collection, and ownership and maintenance of the parking garages; and
- Monitoring of the Master HOA's compliance with the requirement to charge all private households (except those in affordable housing projects) and hotel guests for a pre-paid, multi-operator transit pass.

### 10.2.2. COORDINATION OF TRANSIT SERVICES

Also as described in the 2011 TITIP, the TIMMA will be responsible for the following tasks related to coordination of transit services.

- Contracting for on-Island shuttle service to be provided at no cost to riders, including service planning and paying for operating costs;



- Contracting for permanent ferry service to be provided between Treasure Island and San Francisco, including coordinating with WETA on setting routes and schedules, and subsidizing operating costs, in accordance with the terms of the WETA Memorandum of Understanding (MOU) adopted by the TIMMA and WETA Boards in 2021;
- Contracting for bus service to be provided between Treasure Island and Oakland, including coordinating with AC Transit on setting routes and schedules, and subsidizing operating costs, in accordance with the terms of the AC Transit MOU attached to this document and described further below; and
- Coordination with SFMTA on its operations of the bus service between Treasure Island and San Francisco, in accordance with the Interagency Cooperation Agreement (ICA).

### **10.2.3. ADMINISTRATION OF OTHER TRANSPORTATION DEMAND MANAGEMENT (TDM) MEASURES**

The TIMMA continues to be responsible for the following tasks related to administration of other TDM measures.

- Hiring of a Transportation Coordinator;
- Coordination of the Island's car-share network;
- Establishment and operation of bike sharing on the Island;
- Provision of carpool and vanpool matching services;
- Coordination of the Guaranteed Ride Home program;
- Coordination with employers on their TDM programs; and
- Coordination with hotels and venues on visitor TDM strategies.

### **10.2.4. COMPLIANCE WITH TRANSPORTATION MITIGATION MEASURES**

Lastly, per agreements adopted in 2011, the TIMMA will be responsible for the following tasks related to compliance with transportation mitigation measures.

- Development of a construction traffic management plan in accordance with Mitigation Measure M-TR-1;
  - Coordination of the transit services in accordance with this Implementation Plan, which is equivalent to the service levels included in Mitigation Measure M-TR-2; 4 and
  - Monitoring of on-Island queuing in accordance with Mitigation Measure M-TR-24.
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#### **10.2.5. PRE-OCCUPANCY ACTIVITIES**

The 2011 TITIP recognized that the TIMMA would have responsibilities prior to initial occupancy to set up the initial programs and prepare for initial operations. The 2011 TITIP also recognized that service and programs are anticipated to be phased in over time, as described in subsequent sections, and therefore initial operations may not include all final Transportation Program components.

#### **10.2.6. REVISIONS TO INITIAL OPERATING ASSUMPTIONS**

As noted above, the 2011 TITIP also recognized that the TIMMA would have the authority and responsibility to adjust the initial operating assumptions of the program in order to meet performance expectations.

This concept is carried through to the Transportation Implementation Plan and an explicit goal of the comprehensive program outlined in this document is the establishment of a structure of flexible programs that support a transportation system that is financially feasible in terms of upfront capital costs and long-term operations.

As transportation demands and service needs become established and begin to evolve, the Plan's many services and demand management mechanisms can be modified to promote long term financial stability. Parking pricing, congestion pricing, transit fares and ramp metering are some of the important transportation demand levers at the disposal of TIMMA. These mechanisms, combined with changes to transit providers service plans to better suit the varying needs of the Island, can adjust in order to provide a balanced system (both operationally and financially) that is optimized to best meet the Island's transportation needs.

### **10.3. Transit Operations**

#### **10.3.1. FERRY SERVICE**

A 1.2-mile new ferry service will be provided in conjunction with WETA between San Francisco's Ferry Terminal (Ferry Building) and Treasure Island.

#### **10.3.2. SERVICE PLAN**

At full build-out the Island will be served by a fleet of two ferries, operating at a combined frequency of every 15 minutes during peak periods. This is the same service level called for in the 2011 TITIP. The current assumptions for planning purposes are that the service will operate between 6:00 a.m. and 7:00 p.m. each weekday, and 9 a.m. and 10 p.m. on weekends, to be confirmed by the TIMMA's Ferry Study, currently underway.



Ferry travel time between Treasure Island and the San Francisco Ferry Building is approximately 10 minutes each way. Cycle time for a side-loading vessel with capacity up to about 249 passengers is between 30 – 40 minutes, while a bigger vessel could take slightly longer.

**Table 2.** Full Buildout Ferry Service Plan

DIRECTION	TOTAL RIDERSHIP	CAPACITY PER FERRY (PAX)	HEADWAY OR FREQUENCY (MINUTES)	NUMBER OF FERRIES REQUIRED
<b>WEEKDAY AM PEAK HOUR</b>				
Westbound	578	249	15	2
Eastbound	95	249	15	2
<b>WEEKDAY PM PEAK HOUR</b>				
Westbound	164	249	15	2
Eastbound	557	249	15	2

During the early phases of development, the target is for ferry service to be provided by a single vessel operating at 30 – 40 minute headways. Publicly Operated Ferry Service is planned to start in conjunction with Tolling. TICD will provide an interim ferry service between 2022 and the start of tolling.

#### 10.3.2.1. Capital Needs

The TITIP 2011 identified two primary capital needs for the ferry component of the Project:

1. Treasure Island ferry quay and terminal; and
2. Expanded San Francisco landing facilities.

This TIMM PIR includes clean ferry vessel purchase and charging infrastructure costs. The detailed vessel purchase cost is included in Section 11.

#### 10.3.2.2. Treasure Island Ferry Quay and Terminal

The Infrastructure Plan attached to the DDA details the assumptions for the design of both the Treasure Island ferry quay and terminal. TICD is responsible for constructing the ferry quay (including the quay, side-loading ferry docks, breakwaters, and ferry basin) and terminal, according to the Schedule of Performance attached to the DDA. The quay itself includes a single float allowing for two-sided operation

The ferry infrastructure constructed by TICD will be completed in two phases. The first phase involved construction of the northern breakwater, along with the ferry slips and terminal; this phase is completed and operational. The southern breakwater may be constructed in the future, depending on the desired service frequencies, routine maintenance requirements (dredging), and other factors. The total cost of the ferry quay and terminal, including soft costs, would be at least \$40.0 million (all in 2010 dollars).



#### **10.3.2.3. Expanded San Francisco Landing Facilities**

The 2011 TITIP identified the need for expanded landing facilities in San Francisco and the San Francisco Ferry Terminal to operate ferries larger than 199 passengers or provide service more frequent than every 30 minutes. WETA, together with the Port of San Francisco, funded and constructed those facilities, open for operation as of 2020.

#### **10.3.2.4. Ferry Vessels**

The TITIP 2011 recommended that the ferry vessel would be leased and to be included in the program operating costs. With lower projected demand in the first five years of the Program, TIMMA in partnership with WETA is recommending a 100-passenger boat and a 149-passenger boat in later years. In addition, TIMMA and WETA have adopted an MOU outlining cooperation toward commencing clean ferry services for the Islands. The vessel purchase and charging infrastructure costs are included in the capital cost estimates.

TIMMA and WETA are working to identify interlining options along San Francisco waterfront as new development becomes available for occupancy. The interlining option may allow for a more cost-effective and robust service plan from Treasure Island to other areas of San Francisco such as Ferry building and Mission Bay. TIMMA is conducting ferry studies in partnership with WETA and Port of San Francisco to explore these options.

### **10.3.3. OPERATIONS**

#### **10.3.3.1. Running Time and Scheduling**

Ferries can make the 1.2 statute mile crossing in about 15 minutes, including time for docking.

The ferry service schedule is currently under study for the initial operating year and expected phases of development. TIMMA and WETA will adjust the ferry service plan based on actual ridership demand as more housing units are occupied on the island. The service plan will start with a 30 – 40 minute frequency for the first 5 years and increase frequency and vessel size for later years.

The draft service plan shown in Table 4 accommodates the ferry demand of Treasure Island residents and workers, as well as additional recreational ridership and seasonal ridership. The recreational trips represent casual trips to Treasure Island made by local and regional travelers. The additional ridership is based on Sausalito and WETA ridership estimates and changes in seasonal demand during winter and summer months. The service plan would allow for additional demand during summer months. Also, the service plan is assumed to have 80% maximum threshold recommended by WETA to make sure the projected ridership is captured and there would be capacity for additional ridership.



### 10.3.3.2. Fueling, Maintenance, and Overnight Tie-up

The TITIP 2011 recommended diesel-fueled ferry vessels which require fueling and service at regular intervals. At present, the ferry service is planned to utilize all electric or electric hybrid vessels instead of diesel-only fueled boats. These electric boats will charge while docked at the Treasure Island Pier. Light maintenance (cleaning, trash / recycling removal, fluids changes) of the ferry vessels would also occur at Treasure Island.

Overnight tie-up of up to two vessels may occur at Treasure Island, in which case some vessel servicing and light maintenance may occur at night. Otherwise, overnight tie-up might occur at the vessel owner's facilities, or WETA's planned Pier 9 or Alameda facilities. Heavy maintenance of the vessels, such as engine overhaul, would occur at a private shipyard or WETA's planned maintenance facilities, as with other ferry services currently operating on the Bay and as planned for WETA's other expansion services, including Alameda-Oakland, Harbor Bay, South San Francisco, Berkeley, and Vallejo.

### 10.3.3.3. Operating Costs

Ferry operating costs to be funded by the Project include costs for operating ferry service (including direct labor costs and additional operating costs such as fueling and maintenance) and are being updated in TIMMA's Ferry Study. Costs are based on WETA estimates of:

- **Vessel crew labor costs** – the number of crew members needed to operate a particular vessel. This cost would increase with the vessel sizes over the years.
- **Fuel costs** – whether diesel, hybrid-electric or fully electric – the fuel needed to operate different size vessels.
- **Vessel operation and maintenance costs** – the costs include maintenance cost of the Treasure Island vessel and a spare vessel provided by WETA in case of an emergency.
- **Facility maintenance and operation costs** – the pro rata share of San Francisco terminal costs, and Treasure Island terminal maintenance costs.
- **System expenses** – the expenses include administrative costs, insurance, advertising and overhead expenses.

**Table 3.** Estimated Ferry Vessel Operating Costs

NUMBER OF VESSELS	HOURS OF OPERATIONS	ANNUAL OPERATING COSTS (\$2021)
One Vessel	Weekday (6:00am to 7:00pm) and Weekend (9:00am to 10:00pm)	\$3,172,000
Two Vessels		\$8,703,000



#### 10.3.3.4. Phasing

The ferry service plan shown below is a draft update based on revised travel demand forecasts through buildout. The service plan assumes a 100-passenger vessel for the first five years and increasing vessel size and frequency as demand grows.

**Table 4.** Phasing Plan

LEVEL OF BUILDOUT	PEAK-HOUR RIDERSHIP IN PEAK DIRECTION	CAPACITY PER FERRY	FREQUENCIES	NUMBER OF FERRIES REQUIRED
Launch Year (1000 Units)	142	100	30 – 40 min	1
Up to 4,000 Units	263	149	30 – 40 min	1
Up to 6,000 units	470	149	15 min	2
Up to 8,000 units	578	149	15 min	2

Should actual ridership exceed the forecasted estimates, however, the vessel size could be increased, or headways reduced. Based on the phasing plan in Table 4, dedicated berthing facilities would be needed in San Francisco for Phase 4 and beyond.

#### 10.3.3.5. Additional Ferry Services

The TITIP 2011 identified additional ferry services including East Bay and South Bay Ferry service and future Water Taxi services. These ferry services will be considered as demand grows in Treasure Island and if the future ferry services become cost-effective for the TIMMA program.

#### 10.3.4. EAST BAY BUS SERVICE

The 2011 TITIP recommended a new bus connection between the East Bay and the Island. The 2011 TITIP anticipated that from the start of the Program, this service would be provided by AC Transit.

Current plans continue to include a new bus service between Treasure Island and Downtown Oakland, following the same routing as described in the 2011 TITIP. However, the service during initial years of the program is expected to be provided by a micro-transit operator under contract to either the TIMMA or AC Transit. A micro-transit provider can offer lower-capacity vehicles and the opportunity for on-demand rather than fixed-route service, which is more cost-effective given the projected ridership levels in the early years. As demand increases, as shown in Table 5, the East Bay bus service will transition to direct operation by AC Transit.



**Table 5.** East Bay Bus Service

LEVEL OF BUILD-OUT	PEAK PERIOD RIDERSHIP IN PEAK DIRECTION	BUS CAPACITY	FREQUENCIES	NUMBER OF VEHICLES REQUIRED
Launch Year (900 Units)	55	16	15	On-demand (private shuttle)
Up to 4,000 Units	316	63	30	3
Up to 6,000 units	543	63	15	5
Up to 8,000 units	601	63	7	8

### 10.3.5. ON-ISLAND SHUTTLE SERVICE

The 2011 TITIP called for on-Island circulation between the neighborhoods and the Transit Hub to be provided by a fleet of four low-emission (electric, diesel-electric hybrid, or alternative-fuel) shuttles. This shuttle service may be combined in the early years with the on-demand service that would connect riders with the East Bay.

### 10.3.6. SAN FRANCISCO BUS SERVICE

San Francisco Municipal Railway (Muni) currently provides local transit service to Treasure Island, operated by SFMTA. Route 25 (previously named Route 108) provides service between Treasure Island and the Transbay Terminal operating 24 hours a day, seven days a week. On weekdays, buses run every 10 minutes during the AM peak period and every 15 minutes during the PM peak period, every 20 minutes during the midday and evening, and between 30 and 45 minutes at other times. The projected buildout service levels and phasing for the San Francisco Muni bus service have not changed from the 2011 TITIP, provided in Chapter 9.2 starting on page 81.

## 10.4. Staffing Monitoring and Enforcement

### 10.4.1. TRAVEL COORDINATOR

#### 10.4.1.1. Role of the Travel Coordinator

As proposed in 2011, the TIMMA will provide for staffing of a Travel Coordinator who will provide residents, employers, employees, and visitors information about the opportunities available for travel by modes other than private automobile. The Travel Coordinator will be in regular communication with the transit agencies and will work with them to monitor transit usage and make appropriate changes to services to match demand. The Travel Coordinator will be the lead in providing educational materials to keep residents, employers, and employees apprised of travel incentives or changes to travel options. The Travel Coordinator will also be responsible for managing visitors and groups holding functions / events on the Island and maintaining the physical programs that reduce dependency on single-occupancy vehicle-trips. Lastly, in a new responsibility added since the adoption of the 2011 TITIP, the Travel Coordinator will be the point of contact for current residents and businesses eligible for discounts and exemptions. Travelers eligible for a program discount or exemption will sign up



and receive benefits through the Travel Coordinator. As described in 2011, the Travel Coordinator will be responsible for the following tasks:

- Managing and maintaining a program travel website;
- Managing the carpooling / car-sharing database and Guaranteed Ride Home program;
- Monitoring bicycle parking provision and usage;
- Overseeing the provision of bike share;
- Reporting maintenance issues;
- Developing and distributing educational material on travel options and emergency access;
- Working with other T1MMA and SFMTA staff to establish proper parking and congestion pricing rates;
- **New:** administering the voluntary purchase of Multi-Operator Transit Passes;
- **New:** administering current resident toll exemptions; and
- **New:** administering discounts and other benefits for eligible current businesses and future residents of Below Market Rate housing.

Specific TDM programs that will be administered by the Travel Coordinator include the following:

- Car-sharing program;
- Carpool / vanpool ridematching services;
- Multi-operator transit passes available for optional purchase by residents of BMR housing workers;
- Guaranteed Ride Home program; and
- Visitor and employee TDM programs.

The Travel Coordinator will coordinate with on-Island employers to ensure that employees are informed of available programs and promotional activities and will be available to assist with new employee orientation. In addition, the Travel Coordinator will be available to coordinate these services on behalf of smaller employers. The Travel Coordinator would also be expected to work with on-Island retailers to provide delivery options to on-Island customers, providing another alternative to driving to stores to meet one's daily needs.

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### **10.4.2. MONITORING AND ENFORCEMENT**

Per the 2011 TITIP, “the unique transportation measures and programs proposed for implementation by the Project ensure that the Island’s transportation systems can be self-sustaining and self-regulating. Through the congestion pricing program and parking cost structures, the Island’s automobile use can be controlled by changing the costs of these programs to induce shifts from automobiles to buses and ferries. In addition, the Island on-ramps will be metered by Caltrans to control the volume of cars that can access the Bay Bridge during peak periods.”

#### **10.4.2.1. Congestion Pricing Program**

The congestion pricing program is intended to be flexible and evolve as travel behavior changes. This section describes the initial operating assumptions, as well as how operations might be adjusted if conditions warranted.

As required by authorizing legislation, the TIMMA is required to establish the initial congestion pricing fee structure. Originally, the 2011 TITIP anticipated that the fee would apply only to residents during peak periods. However, the 2011 TITIP also anticipated that “changes to that initial fee structure will be determined by TIMMA using then-current best-practice research and market studies. The fee could later be adjusted to manage congestion,” and that “dedicated TIMMA staff involved in the administration and monitoring of this program will constantly reevaluate travel patterns and costs to make this program effective in balancing the goals of restricting the use of private automobiles and generating revenues to fund transit.”<sup>1</sup>

##### **10.4.2.1.1. Initial Operating Assumptions**

Based on revised analysis, the TIMMA Board adopted some toll policies in 2016. Those policies include that congestion fees would apply both to residents and non-residents for on- and off-Island trips.

Based on demand and financial forecasting conducted since that time, the TIMMA recommends that the congestion charge apply during the weekday peak and midday travel periods as well as the weekends, which are also congested on the Bay Bridge.

Therefore, the charge will apply in the weekday peak commute periods, consistent with the Bay Bridge peak period (5:00 a.m. to 10:00 a.m. and 3:00 p.m. to 7:00 p.m., Monday through Friday), and also include an off-peak period from 10:00 a.m. to 3 p.m. weekdays and 8:00 a.m. to 8:00 p.m. on weekends.

The 2011 TITIP stated that “the charge will be established at a level that meets the program objectives of reducing off-Island peak travel via private automobile and

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<sup>1</sup> 2011 TITIP, page 102



maximizing revenue generation to fund transit. The program will be monitored and the charge will be changed (up or down) as required to meet these program objectives. Charges that vary dependent upon demand may be considered as the details of the program are developed. The charge will apply in both directions (to autos traveling off the Island and onto the Island). Charges will vary based on time periods and directionality of trip (to and from the East Bay and San Francisco) [and that] a charge of \$5 each way has been assumed.”<sup>1</sup>

This approach remains today. The peak period charge is proposed to remain at the TITIP-expected level of \$5; the off-peak and weekend fee is proposed at \$2.50.

The charge will be applied to low occupancy vehicles. High occupancy vehicles (HOV), transit vehicles, and vanpool services will not be charged. The 2011 TITIP advised that “the HOV limit for the Project will be set by the TIMMA and can be adjusted as needed;” in 2016, the TIMMA Board adopted a policy setting the HOV limit equivalent to vanpool, or 10+. Registered vanpools will be exempt from the toll. No charges would be imposed on residents or employees of the U.S. Coast Guard, as established in the TIMMA formation documents.

#### **10.4.2.1.2. Program Adjustments**

##### **2011 TITIP Program Adjustments**

The program will be monitored by TIMMA against the program objectives on a regular basis and changes will be made as required. The following types of changes could be made, based on observed behavior:

- Charges could be increased or decreased;
- The charge assessment period could be expanded (e.g., charges could be assessed in the “shoulders” of the peak periods or be based on “real-time” congestion);
- Charges could be applied to trips by non-residents;
- The technology used for collection and enforcement could be altered to be more effective, as technologies change over time; and / or,
- The HOV limit could be adjusted.

(2011 TITIP, page 103)

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<sup>1</sup> 2011 TITIP, page 103



#### 10.4.2.1.3. Phasing

The 2011 TITIP called for the “congestion pricing fee structure [to] be applied in the first phase of development, once the program is adopted and the initial charges set by the Board of Supervisors and SFCTA, as described above.”<sup>1</sup>

See Chapter 11 for a discussion of anticipated congestion pricing program capital and operating costs and revenues.

#### 10.4.2.2. Parking

The pricing structures for non-residential parking (both on-street and off-street parking) serve as another mechanism that will help control the use of private automobiles and encourage alternative modes of travel by funding transit and other TDM programs.

The TIMMA will have the responsibility and authority to:

- Set parking charges;
- Enforce the parking control measures;
- Amend parking charges as part of the overall intent of encouraging the use of modes other than the automobile;
- Provide real-time monitoring and adjustment of parking space occupancy and availability at the garages and other parking facilities; and
- Collect and retain funds from parking to be applied to other on-Island transportation programs.

Use of a variable pricing structure when charging parking fees is already implemented in San Francisco as part of SFpark. The price of on-street parking in high-demand areas is gradually increased until at least one open space is available on the block, while the prices in low-demand areas are decreased to encourage use of the spaces. In addition, city-owned parking garages will be priced to attract drivers away from on-street parking. The program is aimed at creating a better scheme for managing the limited supply of on-street parking and reducing the impacts of drivers circling for spaces – namely, pollution, noise, pedestrian and bicycle safety, emergency vehicle response times, and transit vehicle speeds. Although the goals of variable pricing for parking on Treasure Island would be slightly different (namely, to discourage use of automobiles and maximize revenues to fund transit), SFpark demonstrates that it is possible to influence driver behavior through the use of creative pricing schemes.

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<sup>1</sup> 2011 TITIP, page 103



Board of Supervisors Resolution 110-14 set the governance and process to manage parking.

Revenue and expense assumptions for the parking program are described in Chapter 11.

#### **10.4.2.3. Ramp Metering and Queue Jump Facilities**

There are no changes to the ramp metering program proposed in the 2011 TITIP. Ramp metering will enable Caltrans to control the volume of traffic accessing the bridge from the Islands during peak travel periods as warranted. The precise number of vehicles allowed to use each ramp will likely vary with traffic volumes on the bridge, as well as the direction and time of day.

In addition, the existing westbound on-ramp on the west side of Yerba Buena Island will be converted to transit and emergency vehicle use only to provide significant travel time savings for SFMTA and enable San Francisco-bound buses to avoid queuing and the ramp meters at the eastside on-ramps. Mitigation Measure M-TR-24 further requires that TIMMA monitor queuing on-Island and, in conjunction with SFMTA, determine whether queues are unacceptably delaying Muni buses. If that were to occur, Treasure Island Road would be restriped to add a transit-only lane from the Transit Hub to the westside westbound on-ramp.

The queue jump facility under M-TR-24 would also benefit AC Transit buses on a portion of Treasure Island Road.

#### **10.4.2.4. Special Events**

Ensuring travel management plans are in place for large special events is an important function of TIMMA. When filing an application with the City for a large public event on the Island, the event sponsor will be required to submit an accompanying TDM plan to be approved by TIMMA.

For larger events, the TDM plan could include provisions for additional transit service outside of the regular service plan to provide adequate access to / from the Island for event visitors. In particular, the proposed ferry, bus, and shuttle services could be augmented with more frequent service (e.g., increasing shuttle frequencies), specially timed service (e.g., increasing ferry service after let-out of a sports event), or rerouted service (e.g., extending bus services beyond the Transit Hub and directly to the event venue on the Island). As stipulated in the 2011 TITIP, event sponsors would be required to fund the costs of these or any additional measures (e.g., roadway closures / changes, parking removal, etc.) required to serve the event's travel needs.



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# 11. Revenues, Expenses, and Funding Strategy

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## 11.1. Summary

An underlying principle of the TIMM Program is that it be financially feasible. This principle is carried through to the 2011 TITIP. An explicit goal of the comprehensive TDM programs and transit service and operations outlined in this document is the establishment of a structure of flexible programs that support a transportation system that is both effective and financially feasible in terms of upfront capital costs and sustainable for long-term operations.

The framework for financial feasibility in 2011 was based on the development project supporting much of the up-front costs of implementation, with a minimal amount of outside leverage. The DDA obligated TICD to fund specific components of the TITIP program totaling approximately \$144.9 million in 2010 dollars.

In 2021 there are additional program capital costs totaling \$46.5 million, much of it for the toll system, and for upfront costs to plan and develop transit services. The value of the program has also increased by 32.6% over the past 11 years due to escalation. Of the total \$238.6 million capital cost (2021 dollars), approximately \$205.1 million is funded and an additional \$26.0 million of funding is planned, leaving approximately \$7.5 million unfunded. Filling this gap requires leveraging existing funds, identifying additional outside funds, and seeking innovative partnerships/ funding sources.

On the operating side, the mobility program is projected to be revenue positive in the 7th year of operation and reach financial self-sufficiency in approximately Year 12, as the Project reaches full build-out. This 2021 Operating & Maintenance (O&M) budget update incorporates updated operating projections, updated demand modeling (which accounts for the impacts of COVID-19, trends toward working from home, and developer phasing), and affordability programs described in Chapter 8. Expenses include the cost of transit services (excluding Muni) and toll collection, the affordability program, and mobility program management. The Project includes several sources of revenues, to be collected by the TIMMA, which, in conjunction with farebox revenues, will cover the costs of operating the transit services and the TDM programs for which the TIMMA is responsible at full build out of the capital program. In the short term, the projected shortfalls in base operating costs would be covered by a series of payments from TICD, according to a fixed schedule as described in the DDA. However, the required funding of an operating contingency and capital and operating reserves in the early years exacerbates the O&M budget shortfall.

This chapter summarizes the program funding status. As transportation demands and service needs become established and begin to evolve, the Plan's demand management mechanisms (pricing, ramp metering, etc.) and transit service plans can be modified to promote long term financial stability and best serve the Islands' changing transportation needs.

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The following sections outline the sources and uses for the transportation capital and operating program for the Project to date and total over time as the Project builds out in phases.

## 11.2. Capital Costs

### 11.2.1. CAPITAL COSTS – USES

Three types of transportation capital expenditures were identified in 2011: Transit Fleet, Transportation Infrastructure and Facilities, and TDM & Monitoring. The capital program discussed in this TITIP excludes major capital infrastructure such as the Southgate roadways, West Side Bridges, bike-ped path, etc. These are not TIMMA's responsibility and are funded in other ways. The TITIP capital costs totaling \$144.9 million in 2011 are shown in Table 6.



**Table 6.** Projected Transportation Capital Costs (2011 TITIP)

	<b>2011 TITIP \$2020</b>
<b>TRANSIT FLEET</b>	
San Francisco Bus: Rolling Stock (6 buses) <sup>a</sup>	\$9,058,000 <sup>f</sup>
San Francisco Bus: Facilities (storage) <sup>a</sup>	\$4,920,000 <sup>g</sup>
East Bay Bus (9 buses)	\$5,785,000
Shuttle (4 shuttles)	\$1,580,000
<b>Subtotal</b>	<b>\$21,343,000</b>
<b>TRANSPORTATION INFRASTRUCTURE AND FACILITIES<sup>b</sup></b>	
Ferry Quay/Terminal	\$30,047,000
Ramps/Viaducts (Project Contribution)	\$10,000,000
Street Improvements (YBI) <sup>c</sup>	\$7,441,000
Street Improvements (TI) <sup>c</sup>	\$26,694,000
Waterfront Plaza / Ferry Landscaping	\$3,461,000
Off-Street Public Parking (Structured)	\$41,439,000
Off-Street Public Parking <sup>d</sup>	\$2,277,000
<b>Subtotal</b>	<b>\$121,359,000</b>
<b>TDM &amp; MONITORING</b>	
Bicycle Library	\$111,000
TIMMA Administrative Offices <sup>e</sup>	\$1,104,000
Maintenance Facilities	\$939,000
<b>Subtotal</b>	<b>\$2,154,000</b>
<b>TOTAL</b>	<b>\$144,856,000</b>

Source: AECOM, 2010

- a Capital costs for the San Francisco bus service will be generally borne by Project-generated tax revenues, with 20% of the cost of the new rolling stock being paid by TICD. The figures here show net new buses required, and are assumed to be articulated buses. The five existing buses would be used first on the Transbay Terminal Route and then transferred to the Civic Center Route.
- b Includes hard costs, plus associated design costs, construction costs, and contingency.
- c Does not include grading, retaining walls, etc.
- d Includes cost of parking meters and sensors for metered on-street parking.
- e Administrative office includes the capital costs associated with administrative facilities for the Travel Coordinator, car-share program, shuttle, carpool/vanpool organization, and other TDM measures.
- f Amortized annual costs of rolling stock for the San Francisco bus service are \$732,000.
- g Amortized annual costs of facilities (storage) for the San Francisco bus service are \$320,000.

The capital program and costs were refined during the past ten years as the TIMMA transportation program was detailed and implementation began. The largest new cost item is the toll collection system. A toll on vehicles traveling to and from the Island was included as a congestion mitigation measure and is a part of the EIR, but the cost of the toll collection system was assumed to be amortized and collected out of toll revenues. However, since this approach of financing the system is not assured, the TIMMA program now includes the capital cost to the total as funding sources, including financing assumed previously, are pursued.



Other additional expenses support activities to launch and maintain TIMMA operations, such as public outreach and communications, program controls and scheduling, and operational readiness. These costs escalated with the longer pre-implementation phase. The program cost now includes a small contingency for each of the projects.

These additional costs total \$46.5 million, bringing the overall capital cost to \$238.6 million, with \$144.9 million in 2010 values escalated to \$192.0 million in 2021 dollars (see Table 7 below). The projects are expected to be complete and operational by the end of Fiscal Year (FY) 2024.

### **Transit Fleet**

These costs include the costs of purchasing rolling stock for Muni,<sup>1</sup> AC Transit, and the shuttle operations. As noted in Chapter 9, the number of buses and shuttles being purchased for all routes includes spare vehicles. For the San Francisco bus services, the calculation of total capital costs also assumes a credit for existing buses already in service currently on Muni's Route 25 serving Treasure Island. An additional facilities (storage) cost is assumed for San Francisco buses.

Previously, ferry operations were planned to be conducted with leased vessels, and therefore ferry vessel purchases were not included in the transit fleet costs. Now, as described above, ferry service will be provided using newly procured zero-emission ferry vessels and the capital program includes \$4 million for a ferry vessel. The vessel would be procured through the TIMMA budget but would be owned and operated by WETA. A second new vessel is accounted for in the TIMMA capital maintenance budget line of the operating budget.

### **Transportation Infrastructure and Facilities**

These costs include the costs of building out the Project's transportation infrastructure, including streets, sidewalks, bike paths, and the ferry quay. These costs also include construction of buildings needed for the transportation program, specifically the ferry terminal and the public parking garages to be built by TICD, if they are required, and operated by SFMTA under contract to the TIMMA. Finally, this category includes a contribution from the Project to the Yerba Buena Island ramps and viaduct improvement project, which as noted above is being managed and constructed by the SFCTA and is not TIMMA's responsibility. These costs, totaling \$192.4 million, comprise the majority of the transportation capital expenses.

The increase in this category is driven by costs associated with the toll collection system, a critical investment required to implement the congestion management program and realize the operating revenues on which this program relies. The estimated \$29.4

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<sup>1</sup> Cost of Muni vehicles and services are paid by TICD and not by TIMMA.



million for this system includes planning, policy development and approval; design and construction of required infrastructure; environmental documentation; and associated communications systems and integration.

The design of the toll collection system must also account for the discounts and exemptions approved for existing and future low- and moderate-income travelers, as described in Chapter 8. These features must be programmed in the toll collection system and integration into the affordability system.

The transportation infrastructure capital program also includes a \$2.1 million allowance for ferry electrical charging infrastructure.

#### **Transit Service Coordination**

The capital costs also include \$1.4 million to plan, coordinate and launch the various transit services for Treasure Island. This includes coordinating with service planning and capital planning groups at SFMTA, AC Transit, and WETA, executing agreements with those operators, and negotiating agreements for use of the Clipper Card. Coordination is also required with TIDA and TICD. These costs also capture one-time expenses associated with the launch of new services, such as communications, public collateral, new maps, etc.

#### **TDM & Monitoring**

These costs include set-up costs associated with the transportation demand management program, and total \$12.3 million. The bicycle library described in the 2011 TITIP is being replaced with a bike-sharing system, currently operated as Bay Wheels. The budget for the library will be redirected to support the purchase of additional e-bikes for use on Treasure Island.

Additional costs in this category include the delivery of the parking management system, demonstration of an autonomous vehicle shuttle, car-sharing coordination, extensive public outreach, and overall planning, project management and coordination.

### **11.2.2. CAPITAL COSTS – FUNDING STRATEGY**

As described above, TICD directly funds a significant portion of the capital costs. In addition, the TITIP program has been supported by an additional \$1.5 million annually from TIDA/TICD since FY20 and the teams are in discussion about TIDA's continued support through FY25.

TIMMA has secured several grants to support the capital projects:



- \$5.3 million from the federal Advanced Transportation and Congestion Management Technologies Deployment (ATCMTD) grant program as a subrecipient to SFMTA, with an additional \$1.6 million expected from the same SFMTA grant. This grant will fund the Autonomous Vehicle shuttle demonstration and the toll collection system.
- \$6 million total from the state's Affordable Housing and Sustainable Communities (AHSC) program has been committed for sustainable transportation projects and enhancement. This is part of a larger \$30 million grant awarded jointly to TIDA and Mercy Housing. Of the \$6 million, approximately \$2.4 million is dedicated to bike/pedestrian improvements as part of roadway construction and \$3.6 million is reserved for TIMMA projects.
- \$3 million federal earmark for ferry terminal improvements. The scope for this mini-project includes the bus shelter and public restrooms at the ferry terminal.

Table 7 summarizes the committed funding amounts and planned sources for the TITIP capital program. "Committed" funds have been approved and secured with grant agreements or Memorandum of Agreements. The "Planned" sources include grants or other funding under discussion.

Other potential grant sources include the Solutions for Congested Corridors Program (SCCP), the Bay Area Air Quality Management District (BAAQMD), and other regional, state and federal funding pots. The team is reviewing the recently passed federal infrastructure bill for further opportunities.



**Table 7. TITIP Capital Program Funding Sources (\$millions)**

	TOTAL COSTS	COMMITTED FUNDING	REVENUE SOURCES COMMITTED & PLANNED
<b>TRANSIT FLEET</b>			
San Francisco Bus: Rolling Stock (6 buses) <sup>a</sup>	\$12.0	\$12.0	TICD, CCSF
San Francisco Bus: Facilities (storage) <sup>a</sup>	\$6.5	\$6.5	TICD, CCSF
East Bay Bus (9 buses)	\$7.7	\$7.7	TICD
Shuttle (4 shuttles)	\$2.1	\$2.1	TICD
Ferry Vessel	\$4.2	\$0.0	SCCP
<b>Subtotal</b>	<b>\$32.5</b>	<b>\$28.3</b>	
<b>TRANSPORTATION INFRASTRUCTURE AND FACILITIES<sup>b</sup></b>			
Ferry Quay/Terminal	\$39.8	\$39.8	TICD, Federal
Ramps/Viaducts (Project Contribution)	\$13.3	\$13.3	TICD
Street Improvements (YBI) <sup>c</sup>	\$9.9	\$9.9	TICD
Street Improvements (TI) <sup>c</sup>	\$35.4	\$35.4	TICD
Waterfront Plaza / Ferry Landscaping	\$4.6	\$4.6	TICD, Federal, AHSC
Off-Street Public Parking (Structured)	\$54.9	\$54.9	TICD
On-Street Public Parking <sup>d</sup>	\$3.0	\$3.0	TICD
Ferry Charging Infrastructure	\$2.1	\$0.0	SCCP, BAAQMD, Federal
Toll System Planning & Delivery	\$29.4	\$6.8	TIDA, TICD, ATCMTD, AHSC, Prop K; TIDA, TIFIA
<b>Subtotal</b>	<b>\$192.4</b>	<b>\$167.7</b>	
<b>TRANSIT SERVICE COORDINATION</b>			
Ferry Service Delivery	\$0.6	\$0.4	TIDA, TIDA
Bus Service Delivery	\$0.4	\$0.1	TIDA, TIDA
Transit Pass Implementation	\$0.4	\$0.1	TIDA, TIDA
<b>Subtotal</b>	<b>\$1.4</b>	<b>\$0.6</b>	
<b>TDM &amp; MONITORING</b>			
Bikesharing System	\$0.1	\$0.1	TICD
TIMMA Administrative Offices <sup>e</sup>	\$1.5	\$1.5	TICD
Maintenance Facilities	\$1.2	\$1.2	TICD
Parking Management Program Delivery	\$0.2	\$0.0	TIDA, TIDA
AV Shuttle Demonstration	\$1.0	\$0.9	TIDA, ATCMTD, TIDA
Public Communications	\$1.1	\$0.7	TIDA, TIDA
Program Development & Management	\$7.2	\$4.0	TIDA, ATCMTD, TIDA
<b>Subtotal</b>	<b>\$12.3</b>	<b>\$8.4</b>	
<b>TOTAL</b>	<b>\$238.6</b>	<b>\$205.1</b>	

a Capital costs for the San Francisco bus service will be generally borne by Project-generated tax revenues, with 20% of the cost of the new rolling stock being paid by TICD. The figures here show net new buses required, and are assumed to be articulated buses. The five existing buses would be used first on the Transbay Terminal Route and then transferred to the Civic Center Route.

b Includes hard costs, plus associated design costs, construction costs, and contingency.

c Does not include grading, retaining walls, etc.

d Includes cost of parking meters and sensors for metered on-street parking.

e Administrative office includes the capital costs associated with administrative facilities for the Travel Coordinator, car-share program, shuttle, carpool/vanpool organization, and other TDM measures.



### Transit Fleet

TICD is responsible for the majority of the capital costs in this category, through the funding sources as described in the Financing Plan attached to the DDA. TICD is committed to the purchase of the East Bay and on-island transit vehicles, escalated from 2010 values to the year of procurement.

For San Francisco Muni buses, TICD will be responsible for covering 20% of the \$12.0 million (2021 dollars) total cost of purchasing the new vehicles. TICD's share of 20% is the typical local match portion required under federal programs that fund bus procurement. TICD, TIDA, and TIMMA would work with SFMTA to seek funds under those federal programs. However, because federal funding is not yet committed to the Project, the remainder of the funding for rolling stock and the facilities charge are conservatively assumed to be covered from Muni's share of the general fund revenues that are generated by the Project (e.g., sales tax revenues, property tax revenues, hotel taxes, etc.), as described in the Fiscal Analysis prepared in conjunction with approval of the DDA.

TIMMA is seeking funding for the ferry vessel through the Solutions for Congested Corridors Program, as part of a larger grant application that combines the Treasure Island-SF ferry route with the Yerba Buena Island Multi-use path to establish an alternative to driving on the Bay Bridge. WETA has also applied for a federal grant for vessels to serve Treasure Island and Mission Bay.

### Transportation Infrastructure and Facilities

TICD is responsible for funding and constructing the bulk of the transportation infrastructure and facilities. The exception in this category is the toll collection system, which is being funded through a combination of several sources as shown in Table 8. TIMMA is pursuing several grant opportunities and fund swaps to ensure this system is fully funded, since it is the critical revenue-generating component of the program.

**Table 8.** Toll System Funding Sources (\$millions)

<b>FUNDING SECURED</b>	<b>\$6.8</b>
TIDA	\$2.5
ATCMTD Grant	\$4.0
Prop K Sales Tax	\$0.3
<b>PLANNED</b>	<b>\$21.5</b>
TIDA	\$1.9
ATCMTD Grant	\$1.6
AHSC Grant	\$1.0
TICD Ferry Grant Fund Exchange	\$3.8
Financing	\$10.0
OBAG / LPP / Sales Tax	\$3.2
<b>UNFUNDED</b>	<b>\$1.1</b>
<b>TOTAL</b>	<b>\$29.4</b>



### TDM & Monitoring

TICD is responsible for TDM costs outlined in the 2011 TITIP. The additional costs for parking management program development, program management and capital contingency are TIMMA's responsibility. These costs are expected to be supported using TIDA funds, a portion of the ATCMTD grant, and potentially, fund swaps.

### 11.2.3. CAPITAL COSTS SHORTFALL

In summary, there is a shortfall in the capital budget of approximately \$7.5 million: \$0.4 million in FY23 and \$7.1 million in FY24. See Table 9 showing committed and planned funding for the TITIP program.

**Table 9.** TITIP Capital Funding Shortfall (\$millions)

<b>FUNDING SECURED</b>	<b>\$205.1</b>
TICD	\$188.3
TIDA	\$7.5
Prop K Sales Tax	\$0.3
ATCMTD Grant	\$5.3
Ferry Capital Federal Grant	\$3.0
AHSC Grant	\$0.8
<b>PLANNED</b>	<b>\$26.0</b>
TIDA	\$3.9
ATCMTD Grant	\$1.6
AHSC Grant	\$1.0
TICD Ferry Grant Fund Exchange	\$3.8
Financing	\$10.0
OBAG / LPP / Sales Tax	\$3.2
TICD Obligation Fund Exchange	\$2.5
<b>UNFUNDED</b>	<b>\$7.5</b>
<b>TOTAL</b>	<b>\$238.6</b>

TIMMA, TIDA and TICD are working collaboratively to secure funds to ensure the TITIP capital program is fully funded, including exploring fund swaps with TICD and pursuing Federal, state, regional and local grants to close the funding gap.

## 11.3. Operating Costs

The TITIP and DDA always anticipated that the program would operate at a deficit in the early years. There are several reasons for this: First, in early phases, the volume of development and associated residents, visitors, and workers does not generate as much toll and commercial parking revenue as would be available in the later phases. This is exacerbated by the fact that in the early years, a disproportionately large segment of travelers will be exempt or discounted from toll revenues. Second, while



the proposed transit service levels increase over time, service levels in the early phases are disproportionately frequent relative to the size of the population to market good service to residents, workers and visitors. Third, the funding of an operating reserve and a contingency for this greenfield project add O&M budget requirements at the start of operations. Together, these factors result in operating deficits in the early years of the program, though the program is projected to be revenue positive by FY31. Financial sustainability is projected to be achieved by 2036 as the Project nears full build out.

### **11.3.1. OPERATING COSTS – USES**

Generally, except for the San Francisco bus service to be operated by SFMTA, all transportation on Treasure Island will be coordinated by the TIMMA. The SFMTA bus service is supported by other Project-generated revenues and is discussed separately in Chapter 5.

Operating expenses and revenues are projected based on detailed travel demand and financial modeling. Projections were updated to account for the impact of COVID-19 and resulting trend toward working from home, although the ultimate effects of the pandemic remain to be seen. The pace of development and residential and commercial occupancy were likewise reviewed. The financial projections for the TIMM Program include contingencies for capital and operating expenses to provide for program uncertainties.

#### **Base Operations**

Base operating expenses, excluding SFMTA services, include the following:

- Transit service to the East Bay
- Ferry service to San Francisco, provided by WETA
- On-island shuttle service
- Toll collection system operation and maintenance
- Parking and TDM programs management
- Affordability program
- Program coordination and management

In addition to the base operating costs, the Operations & Maintenance budget includes an annual contingency, an operating reserve, and a capital renewal budget for equipment repair and replacement.

Current projections for operating expenses and revenues for the first five years of operation are summarized in Table 10. This O&M budget also includes projected payments for a Transportation Infrastructure Finance & Innovation Act (TIFIA) loan using



current assumptions. These costs will be updated as services and development are better defined.

**Table 10.** Operation & Maintenance Expenses and Revenues, 5-Year Total (\$millions)<sup>1</sup>

	FY24	FY25	FY26	FY27	FY28	FY29	TOTAL
<b>EXPENSES</b>							
Parking Management	-	\$0.2	\$0.4	\$0.6	\$0.7	\$0.9	\$2.7
Toll Collection	-	\$0.9	\$1.0	\$1.3	\$1.5	\$1.8	\$6.5
Ferry Service	-	\$3.3	\$3.4	\$3.5	\$3.6	\$3.7	\$17.6
East Bay Transit Service	\$0.4	\$1.4	\$1.5	\$1.5	\$1.6	\$1.6	\$8.0
Intra-Island Shuttle	\$0.4	\$1.5	\$1.5	\$1.6	\$1.6	\$1.7	\$8.3
Program Management	\$0.8	\$3.1	\$3.2	\$3.3	\$3.3	\$3.4	\$17.1
Affordability Program <sup>a</sup>	\$0.2	\$2.9	\$3.1	\$3.5	\$3.7	\$4.4	\$17.7
Annual Operating Contingency	\$0.6	\$3.3	\$0.2	\$0.2	\$0.2	\$0.3	\$4.8
<b>Subtotal Base Operations</b>	<b>\$2.2</b>	<b>\$16.7</b>	<b>\$14.3</b>	<b>\$15.5</b>	<b>\$16.3</b>	<b>\$17.8</b>	<b>\$82.8</b>
O&M Reserve	\$0.8	\$4.7	\$0.3	\$0.4	\$0.3	\$0.4	\$6.9
Capital Renewal	-	-	-	-	-	-	-
<b>EXPENSES TOTAL</b>	<b>\$3.0</b>	<b>\$21.4</b>	<b>\$14.6</b>	<b>\$15.9</b>	<b>\$16.6</b>	<b>\$18.2</b>	<b>\$89.8</b>
<b>REVENUES</b>							
Toll Revenue	-	\$3.1	\$4.1	\$6.4	\$8.1	\$11.5	\$33.1
Transit Fares	-	\$1.3	\$1.9	\$2.4	\$3.3	\$4.5	\$13.4
Parking Revenues	-	\$0.1	\$0.2	\$0.6	\$0.8	\$1.1	\$2.9
TICD Operating Subsidy	-	\$4.0	\$4.0	\$4.0	\$4.0	\$4.0	\$20.0
AHSC East Bay Bus Grant	-	\$1.6	-	-	-	-	\$1.6
TICD Obligation Fund Exchange	\$0.4	\$3.6	-	-	-	-	\$4.0
<b>REVENUES TOTAL</b>	<b>\$0.4</b>	<b>\$13.6</b>	<b>\$10.2</b>	<b>\$13.3</b>	<b>\$16.2</b>	<b>\$21.2</b>	<b>\$75.0</b>
TIFIA Loan Payments (P&I)	-	-	-	-	\$0.9	\$0.9	\$1.9
<b>SURPLUS / (SHORTFALL)</b>	<b>\$(2.6)</b>	<b>\$(7.8)</b>	<b>\$(4.4)</b>	<b>\$(2.5)</b>	<b>\$(1.4)</b>	<b>\$2.1</b>	<b>\$(16.6)</b>

<sup>a</sup> Approximately 20% of the Affordability Program cost is for direct costs; the balance of the cost is for forgone revenue due to exemptions and discounts.

### 11.3.2. OPERATING COSTS – SOURCES

On a long-term basis, there are three sources of revenue available to the TIMMA and its partners to fund these services and programs:

#### Farebox Recovery

##### (Including mandatory and optional Multi-Operator Transit Pass purchases)

TIMMA would be responsible for coordinating some service that would be operated by others, specifically the East Bay bus service to be operated by AC Transit and the San Francisco ferry service to be operated by WETA. These services would all be offered

<sup>1</sup> 5-Year total includes Operations and Maintenance expenses incurred in the last quarter of FY24 to start up services.



for a fare, so there would be monies collected at the farebox directly from riders that would be available to fund these services. These funds would flow directly to the service providers, but the TIMMA's contractual arrangement with these service providers would account for the fact that the service providers would receive these funds and would back that out of the other funds that TIMMA would provide to subsidize those services. By way of example, assuming AC Transit's average fare recovery is \$0.40 per passenger and TIMMA owes \$1 for AC Transit to provide the service, TIMMA would pay the remaining \$0.60 (assuming there is just one rider). The farebox recovery assumptions include reimbursements to the transit providers for any trips made using the pre-paid transit vouchers. In the first five years (FY24-29), farebox recovery, including the funds from the pre-paid transit vouchers, accounts for approximately 18% of the total TIMMA operating revenues.

### **Commercial / On-street Parking**

As discussed in Chapter 10, TICD will build on-street metered parking and off-street commercial parking facilities that will be managed by the SFMTA under contract to TIMMA. The SFMTA and TIMMA will have responsibility for pricing, collection, and enforcement, and TIMMA will receive all revenues from those actions for use on-Island. Effectively, the TIMMA will receive all the revenues from these parking sources, without incurring any of the initial capital costs to pay for them. In the first five years (FY24-29), commercial and on-street parking accounts for approximately 4% of the TIMMA operating revenues; this percentage will rise as occupancy increases.

### **Congestion Pricing**

As noted above, in addition to being a transportation demand management tool, one of the primary purposes of congestion pricing is to generate revenues that would be collected by the TIMMA for the sole purpose of supporting the on-Island transportation programs. The revenues generated by the program are dedicated to cover TIMMA's costs of administration and enforcement and to support other transportation programs on the Island. In the first five years (FY24-29), tolls account for approximately 44% of operating revenues.

### **TICD Subsidy**

The DDA obligates TICD to provide a transit operating subsidy of \$30 million, paid based on budgeted need up to a \$4 million cap annually, in order to make up for this projected shortfall. In addition, if after the Island is 50% occupied, less than 50% of off-Island trips during the peak period are made by modes other than auto, the DDA requires that TICD contribute an additional \$5 million in subsidy to be paid in five installments of \$1 million.



**Table 11.** Operation & Maintenance Funding Summary, 5-Year Total (\$millions)<sup>1</sup>

<b>FUNDING SECURED</b>	<b>\$69.4</b>
Transit Fares	\$13.4
Parking Fees	\$2.9
Toll Revenues	\$33.1
Developer Subsidy	\$20.0
<b>PLANNED</b>	<b>\$5.6</b>
AHSC Grant	\$1.6
TICD Obligation Fund Exchange	\$4.0
<b>UNFUNDED</b>	<b>\$16.6</b>
<b>TOTAL</b>	<b>\$91.6</b>

### 11.3.3. OPERATING COSTS – SHORTFALL

In the early years of operation, FY24 through FY29, there is an operating budget shortfall of approximately \$16.6 million, as shown in Table 10 and Table 11. As mentioned above, the deficit in FY25, the first full year of operation, includes the Operating Reserve.

TIMMA is exploring several ideas to fill these gaps, including funding sources for the affordability program; further exchanges to provide flexible funds; and other public and private mechanisms for financing.

Given the current assumptions about development and travel demand, the TIMMA program operates at a deficit until Year 5, when growth in toll revenues begin to outpace growth in expenses. In Year 6 (FY30), however, the program is in deficit due to funding the capital renewal budget. In Year 7 (FY31), the program is expected to be revenue positive and to achieve financial viability in 2036.

## 11.4. Summary

Funding is committed or planned for 97% of the TITIP capital program, with the most significant portion supported by TICD. TIMMA is working with TIDA, TICD, and its funding partners to identify and secure the remaining \$7.5 million to ensure delivery of the complete TITIP capital program by mid 2024.

In addition, the operating budget requires support in the early years for both the core TIMMA program and the necessary operating reserves and contingencies. TIMMA will continue to refine this funding strategy in partnership with TIDA, TICD and public agencies.

<sup>1</sup> 5-Year total includes Operations and Maintenance expenses incurred in the last quarter of FY24 to start up services.



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