

**Treasure Island Development Authority  
City and County of San Francisco**

**Designating the San Francisco County Transportation Authority as the Treasure Island Mobility Management Agency for certain purposes pursuant to the Treasure Island Transportation Management Act.**

**SUMMARY OF PROPOSED ACTION:**

The proposed resolution would designate the San Francisco County Transportation Authority as the Treasure Island Mobility Management Agency to implement the Treasure Island Transportation Implementation Plan as authorized by the Treasure Island Transportation Management Act of 2008 (“AB 981”).

**BACKGROUND:**

AB 981 authorized the creation or designation of a transportation management agency for Treasure Island, which is referred to in AB 981 as the Treasure Island Transportation Management Agency (“TITMA”), and authorizes the Treasure Island Development Authority (“TIDA”) Board of Directors to make a recommendation to the Board of Supervisors (“BOS”) regarding the governance structure of the TITMA. *[Note that while AB 981 allows for the creation of the TITMA, it was concluded that a different name – the Treasure Island Mobility Management Agency (the “TIMMA”) – was more appropriate to the roles and functions authorized under AB981. The roles and responsibilities have not been altered in any way. The term TIMMA is used for the remainder of this staff summary.]*

Under AB 981, the BOS has the authority to create or designate a board or agency to act as the TIMMA. The purpose of the TIMMA is to implement a comprehensive and integrated program to manage travel demand on Treasure Island and Yerba Buena Island (collectively referred to as “Treasure Island”) as development of the Treasure Island/Yerba Buena Island Development Project (“Project”) occurs. The centerpiece of this innovative approach to mobility is an integrated congestion pricing demonstration program that applies motorist user fees to support enhanced bus, ferry, and shuttle transit, as well as bicycling options, to reduce the traffic impacts of the Project. As described in AB 981, the goals of a Transportation Program for Treasure Island are to:

1. Develop a comprehensive set of Transportation Demand Management (“TDM”) programs to encourage and facilitate transit use and to minimize the environmental and other impacts of private motor vehicles traveling to, from, and on Treasure Island.
2. Manage Treasure Island-related transportation in a sustainable manner, to the extent feasible, with the goal of reducing vehicle miles traveled and minimizing carbon emissions and impacts on air and water quality.

3. Create a flexible institutional structure that can set parking and congestion pricing rates, monitor the performance of the transportation program, collect revenues, and direct generated revenues to transportation services and programs serving Treasure Island.
4. Promote multimodal access to, from, and on Treasure Island by a wide range of local, regional, and statewide visitors by providing a reliable source of funding for transportation services and programs serving Treasure Island that will include bus transit service provided by the San Francisco Municipal Transportation Agency (“SFMTA”) and ferry service.

In February 2011, TIDA staff approached the San Francisco County Transportation Authority (“SFCTA”) to discuss the SFCTA undertaking the role of the TIMMA.

In June 2011, the Planning Commission and TIDA jointly certified the Final Environmental Impact Report for the Treasure Island/Yerba Buena Island Development Project, and in addition the Board of Supervisors approved a Disposition and Development Agreement (“DDA”) between TIDA and Treasure Island Community Development, LLC (“TICD”) and approved a Transportation Implementation Plan (“TIP”).

In October 2011, the TIDA Board of Directors authorized a Memorandum of Agreement between TIDA and the SFCTA that described the potential roles and responsibilities of the SFCTA, if designated as the TIMMA and stated the intent of the TIDA Board of Directors to recommend that the SFCTA be designated as the TIMMA.

In December 2011, the TIDA Board of Directors authorized a contract for services to be performed by the SFCTA to prepare for the formation of the TIMMA, including submitting applications for grants. In June 2012, the TIDA Board of Directors authorized a second Memorandum of Agreement with the SFCTA to continue services in preparation for the formation of the TIMMA and to begin implementation of the TIP.

TIDA staff has worked with staff of the SFCTA and SFMTA to identify those responsibilities under AB 981 appropriately performed by SFCTA functioning as the TIMMA; those that are reserved to SFMTA under the Charter and are unaffected by AB 981; and those that, while anticipated under AB981 to be carried out by the TIMMA, are appropriately performed by the SFMTA. On January 8, 2013, the TIDA Board of Directors adopted Resolution 14-02-01/08 recommending to the BOS that the SFCTA be designated by the BOS as the TIMMA reflecting these discussions.

## **DISCUSSION:**

The resolution under consideration by the BOS would, if approved, formally designate the SFCTA as the TIMMA to perform all functions that AB 981 allows the TIMMA to perform, with the exception of adopting parking regulations, fees, fines and penalties for on-street parking and off-street parking in publicly-owned facilities. The resolution notwithstanding, the BOS would retain the authority to revise the TIMMA designation, at any time and for any reason, and

to expand or reduce the powers of the TIMMA or the parking responsibilities reserved to the SFMTA.

**Role of the TIMMA:** AB 981 provides the TIMMA with the exclusive powers necessary to implement the Transportation Program in furtherance of the goals described above. Among these are the ability to establish a congestion pricing and mobility enhancement program including:

1. Recommending to the BOS an initial fee structure for the imposition of congestion pricing fees and modifying the fee structure as necessary thereafter;
2. Administering and collecting congestion pricing fees on Treasure Island;
3. Adopting a transit voucher fee structure applicable to residents and other users of Treasure Island and administer and collect all Treasure Island transit voucher fees;
4. Expending revenues for implementation, operation, collection and enforcement, maintenance, construction, and administration activities;
5. Entering into operating contracts with AC Transit, WETA, and an on-island shuttle provider for transit services for the Project
6. Applying for, accepting and administering state, federal, local agency, or other public or private grant funds for transportation purposes;
7. Undertaking studies, performance evaluations, and monitoring activities; and
8. Adopting and administering the transportation program, implementing rules and regulations, collecting and administering generated revenues, and taking all other steps necessary to implement the transportation program.

**Role of TICD:** TICD will build the transportation infrastructure and will provide operating subsidies to carry out the Transportation Program in the initial phases of the Project when the revenues from non-residential parking and congestion pricing are not yet at levels to sustain transit service to Treasure Island. The DDA between TIDA and TICD requires that TICD contribute a \$30,000,000 subsidy, expressed in 2010 dollars, to the Project. 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 \$5,000,000 in subsidy to support the Transportation Program.

**Role of TIDA:** TIDA will administer the TICD subsidy, as described above, for Transportation Program activities during the occupancy period, as well as enter into contracts, either with the SFCTA prior to the formation of the TIMMA or with the TIMMA after its formation, to carry out pre-occupancy Transportation Program activities. TIDA will also oversee the design review, approval, and construction of transportation infrastructure and will coordinate with the TIMMA on these plans.

**Role of SFMTA:** SFMTA will be responsible for activities reserved to it in Article 8A of the Charter and unaffected by AB 981, as well as activities which may be assigned to the TIMMA under AB 981 but which the parties agree are appropriate to continue being performed by SFMTA, including:

- Authority to set parking rates for on-street and off-street parking and to set parking fines and penalties;
- Authority to provide SFMTA bus service on Treasure Island and establish, collect, and enforce SFMTA transit fares;
- Authority to regulate Taxi Service;
- Authority to adopt regulations that control the flow and direction of motor vehicle, bicycle and pedestrian traffic, including regulations that limit the use of certain streets or traffic lanes to categories of vehicles and that limit the speed of traffic;
- Authority to design, select, locate, install, operate, maintain and remove all official traffic control devices, signs, roadway features and pavement markings that control the flow of traffic with respect to streets and highways within City jurisdiction;
- Authority to adopt regulations limiting parking, stopping, standing or loading as provided by state law and to establish parking privileges and locations subject to such privileges for categories of people or vehicles as provided by state law; and
- Authority to establish policies regarding and procure goods and services for the enforcement of regulations limiting parking, stopping, standing or loading and the collection of parking-related revenues and, along with the Police Department, have authority to enforce parking, stopping, standing or loading regulations.

The SFMTA would consult and cooperate with TIDA and the TIMMA on parking related functions that it performs on TI. Should the SFMTA, in the execution of its parking related responsibilities, fail to coordinate with TIDA and the TIMMA or otherwise fail to act in accordance with Development Agreement, the Transportation Plan's programs and policies, and related documents, the Board of Supervisors may delegate those parking related responsibilities to the TIMMA.

**Analysis:** The 2004 Countywide Transportation Plan and subsequent planning documents such as the City's Climate Action Strategy and 2013 San Francisco Transportation Plan highlight the need for the City to explore robust demand management strategies that can generate revenue to fund Transit First mobility options in order for the City to achieve its economic development and livability goals.

As the Congestion Management Agency for San Francisco and lead agency for recent congestion pricing sector work, the SFCTA is well-prepared to serve as the TIMMA. The SFCTA is responsible for preparing the long-range countywide transportation plan for San Francisco, which encompasses all transportation modes and operators with the City. The SFCTA possesses the technical and management capacity to develop and administer the Project's Transportation Program successfully in coordination with city, regional, state and federal agencies, stakeholders, and other public and private sector partners.

**Next Steps:** Should the BOS designate the SFCTA as the TIMMA, the SFCTA Board of Commissioners would then act on a resolution accepting the designation.

**RECOMMENDATION:**

On January 8, 2014, the Treasure Island Development Authority Board of Directors adopted Resolution 14-02-01/08 recommending to the San Francisco Board of Supervisors that the San Francisco County Transportation Authority be designated as the Treasure Island Mobility Management Agency for certain purposes in accordance with the Treasure Island Transportation Management Act.

Robert Beck, Treasure Island Director