

1 **[Recommendation to Designate - Treasure Island Mobility Management Agency]**

2 **Resolution recommending that the San Francisco Board of Supervisors designate the**
3 **San Francisco County Transportation Authority as the Treasure Island Mobility**
4 **Management Agency for certain purposes pursuant to the Treasure Island**
5 **Transportation Management Act.**

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7 WHEREAS, Former Naval Station Treasure Island is a military base located on
8 Treasure Island and Yerba Buena Island (together, the "Base" or "Treasure Island"), which is
9 currently owned by the United States of America; and,

10 WHEREAS, The Base was selected for closure and disposition by the Base
11 Realignment and Closure Commission in 1993, acting under Public Law 101-510, and as
12 amended; and,

13 WHEREAS, The United States Department of Defense designated the City and County
14 of San Francisco ("City") as the Local Redevelopment Authority ("LRA") responsible for the
15 conversion of the Base under the federal disposition process; and,

16 WHEREAS, In 1997, the Base closed and the Treasure Island Development Authority,
17 a California nonprofit public benefit corporation ("Authority"), was created by the City to
18 replace the City as the LRA and to serve as a single entity responsible for the reuse and
19 development of the Base; and,

20 WHEREAS, In 1998, The San Francisco Board of Supervisors ("BOS") approved the
21 designation of the Authority as a redevelopment agency with powers over Treasure Island in
22 Resolution No. 43-98, dated February 6, 1998; and,

23 WHEREAS, In 2012, The BOS rescinded the designation of the Authority as a
24 redevelopment agency under California Community Redevelopment Law in Resolution No.
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1 11-12, but such rescission did not affect the Authority's status as the Local Redevelopment
2 Authority for Treasure Island or the tidelands trust trustee for the portions of Treasure Island
3 subject to the tidelands trust, or any of the other powers or authority of the Authority; and

4 WHEREAS, In 2003, after a competitive bid process, the Authority Board selected
5 Treasure Island Community Development, LLC ("TICD") as the proposed master developer of
6 the Base and entered into exclusive negotiations with TICD relating to a Disposition and
7 Development Agreement ("TICD DDA") and other transaction documents relating to the reuse
8 and development of the Base (the "Project"); and,

9 WHEREAS, The Authority, the Treasure Island/Yerba Buena Island Citizens Advisory
10 Board, TICD, the Office of Economic and Workforce Development, the San Francisco County
11 Transportation Authority ("SFCTA"), the San Francisco Municipal Transportation Agency
12 ("SFMTA") and other City Departments worked collaboratively to develop the Treasure Island
13 Transportation Implementation Plan ("Transportation Plan") which defines the transportation
14 program and policies for the Project; and,

15 WHEREAS, On June 7, 2011, the BOS unanimously adopted CEQA findings and a
16 Mitigation Monitoring and Reporting Program applicable to the Project (the "MMRP"), and
17 approved a package of legislation authorizing the Project, including approval of a
18 Development Agreement and a Disposition and Development Agreement with TICD, and
19 approval of the Transportation Plan and Infrastructure Plan; and,

20 WHEREAS, The Treasure Island Transportation Management Act of 2008 ("AB 981")
21 authorized the BOS to create or designate a Treasure Island-specific transportation
22 management agency, or the Treasure Island Mobility Management Agency (the "TIMMA");
23 and,

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1 WHEREAS, AB 981 authorizes the BOS to grant the exclusive power to the TIMMA to
2 do any or all of the following pursuant to the terms of a resolution or ordinance adopted by the
3 BOS:

- 4 1. Adopt and administer the transportation program and implement rules and
5 regulations.
- 6 2. Recommend to the BOS and the SFCTA an initial fee structure for the
7 imposition of congestion pricing fees applicable to residents and other motorists
8 as they enter or exit Treasure Island in the amount deemed necessary and
9 proper by the TIMMA to implement the transportation program.
- 10 3. Adopt amendments to the congestion pricing fee structure initially adopted by
11 BOS and SFCTA as the TIMMA deems necessary and appropriate from time to
12 time to implement the transportation program, based upon a finding that the
13 amendments to the fee have a relationship or benefit to the motor vehicle drivers
14 who are paying the fee.
- 15 4. Administer and collect congestion pricing fees on Treasure Island.
- 16 5. Adopt on-street and off-street parking regulations for Treasure Island, including
17 regulations limiting parking, stopping, standing, or loading and establishing
18 parking privileges and locations, parking meter zones, and other forms of
19 parking regulation similar to those adopted for other areas of San Francisco.
- 20 6. Adopt on-street and off-street parking fees, fines, and penalties for Treasure
21 Island and administer and collect all on-street and off-street parking fees, fines,
22 penalties, and other parking-related revenues on Treasure Island.
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- 1 7. Adopt a fee structure for mandatory pre-paid transit vouchers for residents and
2 other users of Treasure Island and administer and collect all such voucher fees
3 (transit fares would continue to be set and collected by transit operators).
- 4 8. Fix the rates and charges for services provided or functions performed by the
5 TIMMA and administer and collect those rates and charges.
- 6 9. Apply for, accept, and administer state, federal, local agency, or other public or
7 private grant funds for transportation purposes.
- 8 10. Administer and collect all other revenues generated by the transportation
9 program.
- 10 11. Undertake studies, performance evaluations, and other mechanisms as deemed
11 necessary and proper by the TIMMA to adopt and amend the transportation
12 program with the purpose of relieving transportation-related impacts.
- 13 12. Expend its revenues for any purpose related to the transportation program,
14 including costs of implementation, operation, collection and enforcement,
15 maintenance, construction, and administration under the transportation program.
- 16 13. Enter into contracts, cooperative agreements, and direct funding agreements
17 with private parties and governmental agencies, including City departments, to
18 the extent deemed necessary and proper by the TIMMA to implement the
19 transportation program, including for any of the following:
20 a. The construction and maintenance of transportation facilities serving
21 Treasure Island that are directly related to the transportation program,
22 including design, preconstruction, and other related costs.
23 including design, preconstruction, and other related costs.
24 including design, preconstruction, and other related costs.
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- 1 b. Transit capital improvements and operations for services that directly
2 serve Treasure Island.
- 3 c. Notwithstanding Section 40717.9 of the Health and Safety Code,
4 implementation of transportation impact mitigation measures as adopted
5 from time to time to improve or encourage the use of transit and other
6 non-motor vehicle means of access to Treasure Island.

7 14. Adopt rules and regulations governing high-occupancy vehicles.

8 15. Take all other steps as the TIMMA deems necessary and proper to implement
9 the transportation program; and,
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11 WHEREAS, The SFCTA is the congestion management agency for San Francisco and
12 the lead agency for recent congestion pricing sector work in San Francisco, and the SFCTA
13 has had an ongoing relationship with the Authority, including the planning, design and
14 implementation of the Yerba Buena Island Ramps Improvement Project; and,

15 WHEREAS, In December 2011, the Authority Board of Directors adopted Resolution
16 11-64-10/12 which approved a Memorandum of Agreement (“MOA”) between the Authority
17 and the SFCTA to conduct pre-implementation activities pursuant to the Transportation Plan,
18 including undertaking actions necessary for the formation of the TIMMA; and,

19 WHEREAS, Resolution 11-64-10/12 states the Authority’s intention to recommend to
20 the BOS that the SFCTA be designated as the TIMMA, and the SFCTA’s intention to accept
21 such designation; and,

22 WHEREAS, Since December 2011, the Authority has engaged in conversations with
23 the SFCTA and SFMTA regarding each entity's respective role and responsibility in the
24 implementation of the Transportation Plan’s programs and policies; and,
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1 WHEREAS, The Charter of the City and County of San Francisco establishes the
2 responsibilities of the SFMTA related to the management of the City’s streets, traffic and
3 transportation infrastructure. These responsibilities specifically include the following exclusive
4 powers that AB 981 allows the Board of Supervisors to assign to the TIMMA with respect to
5 streets, traffic and transportation on Treasure Island:

- 6 1. Authority to adopt regulations limiting parking, stopping, standing or loading as
7 provided by state law and to establish parking privileges and locations subject to
8 such privileges for categories of people or vehicles as provided by state law, and
9 to establish parking meters; and,
- 10 2. Authority to set parking rates for on-street and off-street parking, and to set
11 parking fines and penalties; and

12 WHEREAS, AB 981 establishes the following as three of the main purposes of the
13 Treasure Island transportation programs and policies: (i) to develop a comprehensive set of
14 transportation demand management (“TDM”) programs to encourage and facilitate transit use
15 and to minimize the environmental and other impacts of private motor vehicles traveling to,
16 from, and on Treasure Island; (ii) to manage Treasure Island-related transportation in a
17 sustainable manner with the goal of reducing vehicle miles traveled and minimizing carbon
18 emissions and impacts on air and water quality; and (iii) to create a flexible institutional
19 structure that can set parking and congestion pricing rates, monitor the performance of the
20 transportation program, collect revenues, and direct generated revenues to transportation
21 services and programs serving Treasure Island; and,

22 WHEREAS, AB 981 establishes, and the Authority, SFCTA and SFMTA understand,
23 that all fees, rates, and charges adopted and collected on Treasure Island in furtherance of
24 the Transportation Plan, which do not include transit fares or SFMTA advertising revenue, but
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1 do include all congestion pricing fees, on-street and off-street parking fees, fines and
2 penalties, transit pass fees, and any other rates and charges that are collected, be expended
3 and used by the TIMMA to implement the Transportation Plan; and,

4 WHEREAS, The Transportation Plan establishes that all non-residential on-street and
5 off-street parking on Treasure Island will incur a parking charge, and that such charges will be
6 applied at a level to encourage the use of transit services and discourage the use of single-
7 occupancy vehicles, consistent with the Project goals; and

8 WHEREAS, The Authority, the SFCTA and the SFMTA understand that pricing of all
9 non-residential on-street and off-street parking to meet the transportation system performance
10 goals of the Transportation Plan, including to effect mode split and travel behavior on and off
11 of Treasure Island, and to generate revenues to cover the costs of the Transportation Plan, is
12 fundamental to the TIMMA's ability to successfully implement the Transportation Plan's
13 programs and policies in an economically feasible and self sustaining manner, as well as
14 being important to the overall success of the Project; now, therefore, be it

15 RESOLVED, That the Authority Board of Directors hereby recommends that the BOS
16 designate the SFCTA as the TIMMA to oversee the implementation of the Transportation Plan
17 through the exercise of all of the exclusive powers, listed above, that the BOS, pursuant to AB
18 981, may grant to the TIMMA, with the exception of the power to:

- 19 1. Adopt regulations for on-street parking and for off-street parking within publicly-
20 owned facilities on Treasure Island that are open to the public, including
21 regulations limiting parking, stopping, standing, or loading and establishing
22 parking privileges and locations, parking meter zones, and other forms of
23 parking; and,
- 24 2. Adopt parking fees, fines, and penalties for on-street parking and off-street
25 parking within publicly-owned facilities on Treasure Island that are open to the

1 public and administer and collect all such on-street and off-street parking fees,
2 fines, and penalties on Treasure Island; and be it

3 FURTHER RESOLVED, That the Authority Board of Directors hereby recommends that
4 the BOS resolution state that parking fees, fines and penalties collected on Treasure Island
5 shall, in accordance with AB 981, be expended by the TIMMA to implement the
6 Transportation Plan; and, be it

7 FURTHER RESOLVED, That the Authority Board of Directors hereby recommends that
8 the BOS urge the SFMTA in adopting parking regulations for on-street parking and off-street
9 parking within publicly-owned parking facilities on Treasure Island, including regulations
10 limiting parking, stopping, standing, or loading and establishing parking privileges and
11 locations, parking meter zones, and other forms of parking regulation, to consult with the
12 Authority and the TIMMA on the development of such regulations, before adoption by the
13 SFMTA Board of Directors, to ensure that such regulations are in conformance with the
14 Project, the Transportation Plan and the Development Agreement and can reasonably be
15 expected to allow the TIMMA to achieve the Transportation Plan's financial and TDM
16 performance benchmarks, including generating and collecting the revenues necessary for the
17 TIMMA to implement the Transportation Plan's programs and policies, as may be amended
18 from time to time; and be it

19 FURTHER RESOLVED, That the Authority Board of Directors hereby recommends that
20 the BOS urge the SFMTA to consult with the Authority and the TIMMA on the development of
21 fees, fines and penalties for on-street parking and off-street parking within publicly-owned
22 parking facilities on Treasure Island, before adoption by the SFMTA Board of Directors, to
23 ensure that such fees, fines and penalties are in conformance with the Transportation Plan
24 and can reasonably be expected to allow the TIMMA to achieve the Transportation Plan's
25 financial and TDM performance benchmarks, including generating and collecting the revenues

1 necessary for the TIMMA to implement the Transportation Plan's programs and policies, as
2 may be amended from time to time; and be it

3 FURTHER RESOLVED, That the Authority Board of Directors hereby recommends that
4 the BOS require that the SFCTA, in performing its duties as the TIMMA, establish a
5 community advisory process that includes Treasure Island residents and businesses and
6 interested stakeholders; and be it

7 FURTHER RESOLVED, That the Authority Board recommends that the BOS resolution
8 acknowledge that, in accordance with AB 981, the BOS may, at any time and for any reason,
9 revise the TIMMA designation and expand or reduce the powers of the TIMMA or the parking
10 responsibilities reserved to the SFMTA; and be it

11 FURTHER RESOLVED, That the Authority Board of Directors hereby recommends that
12 the BOS's resolution designating the SFCTA as the TIMMA state that such designation does
13 not affect the authority of the SFMTA to perform those duties related to management of the
14 City's streets, traffic, transit and transportation infrastructure on Treasure Island that are within
15 the exclusive jurisdiction of the SFMTA, under Article 8A of the Charter and that are not
16 subject to assignment to the TIMMA under AB 981. Those duties include but are not limited
17 to:

- 18 1. Providing Municipal Railway service on Treasure Island.
- 19 2. Establishing, collecting and enforcing SFMTA transit fares.
- 20 3. Along with the SFPD, enforcing parking regulations through issuance of citations
21 and towing illegally parked vehicles.
- 22 4. Adopting regulations that control the flow and direction of motor vehicle, bicycle
23 and pedestrian traffic, limiting streets to certain categories of vehicles, and
24 limiting the speed of vehicles on City streets.
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1 5. Designing, selecting, locating, installing, operating, maintaining and removing all
2 official traffic control devices, signs, roadway features and pavement markings
3 that control the flow of traffic on City streets.

4 6. Regulating Taxi Service.

5 7. Exercising exclusive authority over the acquisition, construction, management,
6 supervision, maintenance, extension, operation, use and control of all SFMTA
7 property and assets; and be it
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9 FURTHER RESOLVED, That the Authority Board of Directors hereby recommends that
10 the BOS, in accordance with AB 981, require the SFCTA in its role as the TIMMA to consult
11 with the SFMTA on (1) decisions regarding transit service, parking enforcement, traffic
12 signaling, and all other SFMTA operational responsibilities, and (2) identifying adequate and
13 reliable funding as necessary for the SFMTA for carrying out its responsibilities on Treasure
14 Island.

15 **CERTIFICATE OF SECRETARY**

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17 ***I hereby certify that I am the duly elected and acting Secretary of the Treasure***
18 ***Island Development Authority, a California nonprofit public benefit corporation, and***
19 ***that the above Resolution was duly adopted and approved by the Board of Directors of***
20 ***the Authority at a properly noticed meeting on January 8, 2014.***

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22 **Larry Del Carlo, Secretary**
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